

# Human Resource

## Management in the Civil Service in Bosnia and Herzegovina





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## Foreword

This publication is a product of the „Modernisation of Human Resources Management System in the Civil Service Structures in BiH“ project (short EUHRM). EUHRM is an EU funded project implemented by a consortium led by „Eurecna“(Italy). The objective of the project, which started in January 2014, was to improve the system of human resources management in the civil service in BiH through capacity building, improvement of the legislative framework and harmonisation of procedures and practices at all levels in all administrative structures of the civil service.

The EUHRM project team, composed of three key and eleven international and national non-key experts, has been working closely with seven beneficiary institutions (including agencies and ministries responsible for civil service) and additional fifteen pilot institutions from all levels of administration in order to develop, test and pilot several key HRM and HRD functions and tools, namely job descriptions, job analysis and job evaluation, selection and recruitment procedures, HR planning and HR policies development. The work was organised through intensive and constant cooperation with above mentioned institutions through regular meetings, workshops, focus groups sessions and other; and monitored and guided by the Delegation of European Union to Bosnia and Herzegovina representatives. By the end of the EUHRM project implementation all the key areas were analysed and improvements were proposed, different legislative solutions were drafted (laws, governmental and ministerial regulations, guidelines and instructions) and significant capacity building activities were implemented.

This publication was prepared during the final stage of the EUHRM project implementation and it is comprising all important topics that were covered or dealt with during the 24 months of work. It is an attempt to have a comprehensive tool for developing policies and practical implementation for the civil service in BiH, for the central HR units, HR departments within institutions, line managers and single civil servants. We strongly believe that the content of the publication will be very useful for the future development of the HRM functions at all levels of administration in BiH, since it is describing the modern approaches and it was developed with the cooperation and help of the numerous civil service practitioners from the above mentioned institutions in BiH.

Samo Godec  
  
Team Leader

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### Introduction

Employees are the most significant resource and key competition factor of every organisation, including the civil service. Although this may sound a worn-out and frequently used phrase, nevertheless it is true. This is why the human management or human resources management is one of the key functions in any public administration organisation as well as the public administration as a whole. The human resources management function is composed of several different activities where each targets different aspect of employee management but they all together lead to better and more efficient performance of tasks stipulated for a particular organisation which are, in our case, stipulated for a civil service. In modern organisations this function includes the following tasks: job analysis, job analytical assessment, performance appraisal, determination of salaries, other earnings and allowances, designing of organisation structure and jobs (including job descriptions and required competencies); human resources strategic planning (specifically the number and structure of employees; recruiting and selection of employees, work process induction; performance management and appraisal; human resources development (training, professional development, competency development, motivational enhancement, career management); employee comfort enhancement; ensuring adequate working conditions; relations with employees (social dialogue, participation of employees in decision-making); conducting labour and legal procedures and regulation of labour and legal relations (this task is to the most of others for a number of human resources management elements include also labour and legal elements); integrity management; personal administration performance, records and information system management.

The human resources management process has an important operational and managerial function performed by the human resources management unit, but it also takes place on other organisation management levels. The objectives of human resources management on the job are directly related to individual performance indicators or results achieved by employees, along with the level of productivity and quality, motivation of employees, and in the long-run, to stimulation of their loyalty to the entire organisation. On the organisational level, objectives are directed to raising the level of average productivity, improving the quality of working conditions, improving the organisational growth and development and effectiveness.

Factors affecting all aspects of human resources management may be internal and external ones. The internal factors are those stemming from organisational characteristics themselves (strategy, organisational structure, organisational culture, size, existing technology), typical characteristics of employees (personal characteristics, interests, motives, attitudes, skills, competencies) and characteristics of activities performed (it refers to their nature, requirements set to employees, job comfort). External factors refer to laws and by-laws, labour market trends, environment characteristics and requirements.

If we view the level of development of human resources management functions in BiH in general, we may draw a conclusion that the human resources management is understood

and implemented in a classic i.e. traditional sense to a great extent. In some practical examples it has exceeded the limits of a traditional "personnel management" function, but it is still insufficiently recognised as a strategic function which enables units/bodies/management structure to achieve goals through professional, expertly and efficient human resources management. The management can no longer be reduced to maintaining employee records, preparation and issuance of decisions and keeping of personal files. The human resources management requires special attention in order to be given the right meaning and position. If it was often wrongly understood that at the time of crisis, saving, rationalisation all activities and investments in human resources development are unnecessary, then the truth is quite the opposite. Because, it is exactly in the human resources management where most of reserves are build up and the foreign experiences show that very significant results are achieved by activating that area.

To avoid overgeneralization we must point out that this does not apply to all bodies and levels. It has also been noticed that there is a great difference in understanding and implementation of modern human resources management between bodies and levels. Of course, a complex state and administrative structure of BiH contributes to it, but exactly due to such complex governance structure a single administrative space should be established, where the principles of civil service, requirements and conditions as to who and how can one enter the civil service should be agreed upon, which would also allow for the internal mobility. Unfortunately the practice indicates that even this is attempted to be resolved and organised in different ways. Perhaps the concept of the European Administrative Space established by SIGMA in the late nineties, meaning the demonstration of the rule of law, openness and transparency, legal responsibility and efficiency. It also includes additional principles such as political neutrality, professional integrity and equal treatment for all. All this has been upgraded by the *Public Administration Principles* jointly produced by the European Commission and OECD/SIGMA in late 2014 which may be considered as a modern European standard when it comes to "good governance". The main six principles encompassing horizontal tiers of administration system affecting the entire public administration also include the principle referring to the civil service and human resources management. It has been further developed through seven principles and those are the principles which cannot be contested by anyone and which might mean the joint platform or the framework for modern human resources management in the BiH administrative structures.

The human resources management must also get an adequate position in the internal setup of each body. As it is difficult to define the most optimum organisational framework having in mind that a number of factors have impact on it (number of employees, competence) it is definitely necessary to harmonise and prescribe functions which each body should perform regarding human resources management and it would further define also the organisational framework of a human resources management unit. In successful modern organisations the human resources management function has been integrated into an organisation's strategic management processes. It means that while defining

vision, mission, objectives and work plans the factor of human resources is taken into account and vice versa. When management sets new objectives, it must take into account human resources and to simultaneously plan how to establish the capacities required for achieving those objectives, or perhaps even to give them up if it is impossible to establish such capacities for certain reasons. In the situation burdened with financial restrictions and very limited employment or even the need for reduction of a number of employees, the management will have to set priority objectives and those which, due to the lack of human resources, will be pushed to the second line, or wait for »better times«. In other words, planning of meaningful objectives is closely linked to the planning of resources and vice versa. The most important issue is that the agreement exists also on the political level on significance of human resources management.

Due to the mentioned complexity of administrative space of BiH and lack of uniformity of different levels in terms of human resources management one has to be careful with introduction of modern human resources management elements. It should be done gradually, step by step, because preconditions have to be established for each element, and at the same time, the systematic solutions should not be abolished if they already exist and function well. This means that foreign experiences cannot be simply copied and unconditionally built in the BiH administrative structures. It also has to be taken into account that the elements and functions of human resources management are inter-connected and that individual activities have no effect nor sense, if they are not a part of a whole, or if some other actions have not been previously done both in organisational and substantial terms.

In this publication we have attempted to present some of necessary functions of modern human resources management. We are aware of the fact that we have not been able to include all functions which make the modern human resources management, both for the fact that some of them have not been an integral part of our project task and for the limited resources which we should have had to cover such general area. Here we present those functions of modern human resources management which have been the subjects of analysis and project work and which have been performed in agreement with institutions-project beneficiaries. Organisation and function of human resources management, human resources planning, staffing, recruitment and selection of civil servants, job analysis and analytical assessment, competency framework in the civil service employment process, personal development and career development of civil servants, professional training and development and integrity and good governance are functions which are definitely a part of modern management and their performance is very important, not only for the human resources management but for the entire public administration development. Good governance and functional public administration are critical for setting conditions for necessary structural reforms.

Peter Miklič  
  
Key Expert for capacity building and training

GREGOR VIRANT

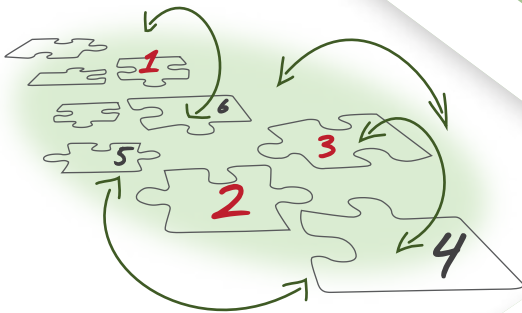
# management

Role and organization of human resource

human resource  
management



role and  
organization



*management function in  
modern public administration*



## GREGOR VIRANT

**Dr. Gregor Virant** is a professor of administrative law and public administration at the University of Ljubljana and an international consultant in the field of public administration. Beside his academic career, Dr. Virant has had extensive practical experience. In the period of 2004-2008, he served as Minister of Public Administration in the Slovenian Government, having implemented significant reforms in the fields of removing administrative barriers, e-administration and civil service system. From 2000 to 2004, he was State Secretary for Public Administration in the Ministry of the Interior, heading the preparation of the legislative framework for the public administration in the process of Slovenian accession to the EU.

## Role and organization of human resource management function in modern public administration / civil service

### 1. Human resource management in modern public administration / civil service

It is true for public administration organizations, as well as for all other organizations, that **human resources are their most important potential and the key competitive factor**. Therefore, **human resource management is one of the key functions in every public administration organization as well as in the public administration as a whole**.

The overall human resource management function in modern organizations includes the following activities:

- analysis of workplaces, shaping of organizational structure and workplaces (including job descriptions and descriptions of necessary competencies),
- strategic planning of human potentials (especially the number and structure of employees),
- recruitment and selection of employees, introduction of employees into the work process,
- performance management and assessment,
- human potential development (training, professional development, development of competencies, motivation raising, career management),
- raising the employee satisfaction level,
- providing adequate working conditions,
- analytical assessment of workplaces, work evaluation, determining salaries, other incomes and earnings,
- relations with employees (social dialog, participation of employees decision making)
- implementation of employment law procedures and regulation of employment relations (this task is linked with majority of other tasks since numerous human resource management elements include employment law elements),
- integrity management,
- personnel administration implementation, management of records and information system.

The human resource management function in successful modern organizations is **integrated into the processes of strategic management of organizations**. It means that in determining business vision, mission, objectives and plans one has to take into consideration the human resource factor and vice-versa. When management is setting new objectives, it has to take human resources into consideration and plan simultaneously how to set up necessary capacities for achieving those objectives, or even give up on those objectives if for some reason it is not possible to set up required capacities. In case of financial restrictions and very limited hiring or even when it is necessary to reduce the number of employees, the management would have to set priority objectives and the objectives to be put on hold due to lack of human resources and wait for "better times".

Therefore, planning meaningful objectives is closely linked with human resource planning and vice-versa.

**Human resource management devolution** is a characteristic of successful modern organizations. It means that human resource management functions are placed under **responsibility of line managers, with professional assistance, advice and cooperation given by human resource management specialists and services.** This is about interaction and responsibility sharing between immediate managers and human resource management experts. In modern organizations which practice devolution and which understand the important role of managers at all levels in human resource management, human resource departments are relatively small and are comprised of highly qualified human resource management professionals.

**In principle, human resource management function in public administration has the same characteristics as in private sector organizations.** A special **legal framework for civil service** applies public administration employees. The system of civil service and civil servants is based on the principles of legality, priority of public interest, professionalism, political neutrality, competency based employee selection, equal opportunities, transparency and responsibility. Special regulation of civil service introduces specific features in human resource management, for example:

- more complex legal procedures which demand more engagement of human resource management units in the legal and administrative area,
- organizing central human resource units (civil service agencies and similar organizations) and peripheral human resource departments in individual organizations, determining the degree of (de)centralization and relations between the former and the latter units, needs for cooperation and networking between those units,
- legally very demanding selection procedures based on public and internal job announcements, where there is usually a possibility to appeal the final decision which in general employment law applies only to cases of illegal discrimination,
- some human resource management elements are legally more demanding due to complex legal regulations which, in public interest, protect civil servants (promotion, performance assessment, etc.),
- special emphasis of some human resource management elements which are less emphasized in the private sector (e.g. integrity management).

When organizing human resource management units, determining their position within public administration organizations, determining and describing job positions in those units and defining the necessary competencies for those jobs, **it is necessary to take into consideration modern approach to human resource management function on the one hand, and specific features of public administration and civil service on the other.** Both aspects have to be **balanced** in order to avoid formalistic or bureaucratic approach on the one hand as well as disregard of legal requirements of civil service on the other hand.



## 2. Organization and functions of (central) civil service/administration agencies

Public administrations are large and complex systems comprised of numerous organizations. In order that public administration functions as a single system in the segment of human resources, authorities usually set up a central human resource management unit and civil service agency which functions as a human resource strategic center. In the countries in the region such units are mostly formed as independent organizations directly responsible to the government or the prime minister. There is usually also a dualism of bodies responsible for policies or legislation (ministries) and bodies responsible for implementation of legislation (agencies). Setting up of special agencies is the result of the **need for centralization of certain horizontal functions and the need for building of a professional and politically neutral civil service.**

In Macedonia and Slovenia, the ministries competent for public administration are also responsible for both for creating policies and for implementing them because independent agencies were included in the ministries in charge of public administration. Both solutions have their advantages and weaknesses, and in case of dualism excellent cooperation and partnership between ministries and agencies is required.

In Bosnia and Herzegovina, **central institutions (authorities) responsible for civil service/administration** are organized on all levels of government. On the level of institutions of Bosnia and Herzegovina and the Federation of Bosnia and Herzegovina, there are the Civil Service Agencies, in the Republic of Srpska there is the Civil Administration Agency, and in the Brcko District due to relatively small dimension of public administration there is only a special human resource sub-department within the Department of Professional and Administrative Affairs.

At all levels of government, except the Brcko District, **there is a division of responsibilities** in the field of civil service and human resource management in public administration between the competent ministry (Ministry of Justice of Bosnia and Herzegovina, Ministry of Public Administration and Local Self-government of the Republic of Srpska, Federal Ministry of Justice) **and the central civil service agencies.** The ministries are responsible for proposing legislation on civil service, and the agency for implementation of the legislation, including preparation (or even adopting) of implementing regulations.

Civil service/administration agencies carry out numerous **centralized human resource management functions.** The centralized functions are primarily related to **selection procedures (internal and public job announcements), professional examinations, horizontal professional development, some aspects of implementation of laws on civil servants and professional help to government bodies and institutions.**

The Civil Service Institutions Act of Bosnia and Herzegovina stipulates in Article 62 that Civil Service Agency ensures implementation of the civil servants employment process at request of government institutions, assists the institutions in implementation of the human resource policies, organizational development and setting up of human resource management information system, provides training and development of civil service, files

annual activity reports, conducts surveys within institutions at request of the Council of Ministers and performs other tasks and duties provided for by law.

The Republic Administration Act of the Republic of Srpska sets forth in Article 41 that the Civil Administration Agency carries out administrative and other professional activities related to determining and implementing uniform rules and procedures for employment, appointment, performance evaluation and promotion of civil servants, planning and realization of human resources needs of government bodies in cooperation with the said bodies, proposing strategies and adopting training and professional development programs for civil servants in all government bodies and institutions, as well as implementation of the said strategies and training programs independently or in cooperation with other government bodies, proposing the ways of implementing civil service examinations to the government, determining the highest standards, rules and procedures of management in government bodies, preparing and keeping the central register of civil servants (human resources), providing professional assistance to government bodies in planning, employment and making decisions on rights and duties of civil servants, filing annual activity reports and information, etc. With the consent of the government, the Agency also adopts the Rulebook on Rules and Procedures of Public Job Announcement.

Article 64 of the Civil Service Act of the Federation of Bosnia and Herzegovina stipulates that the Civil Service Agency determines uniform criteria, rules and procedures for selection and appointment of civil servants in the civil service bodies in the Federation of Bosnia and Herzegovina, plans and realizes the civil servants employment process at request and according to demands of civil service bodies, organizes and implements professional development and training of civil servants employed at the government bodies and institutions as well as the development of civil service, organizes education of candidates applying to take the civil service examination which is a condition for employment in civil service, provides professional assistance to civil service bodies in implementation of their human resource policies, organizational improvement and development, sets up and maintains the register of civil servants, files annual reports of human resources in civil service bodies in the Federation of Bosnia and Herzegovina, and performs other tasks and duties placed under its jurisdiction by law.

The Civil Service in Public Administration Act of the Brcko District of Bosnia and Herzegovina in Article 123a provides for competences of the Department of Professional and Administrative Services<sup>1</sup> in the segment of human resource management: drawing up civil service/administration policies in the District, preparing draft laws and regulations in the segment of civil service, setting up uniform human resource management standards in the overall public administration of the District in accordance with the human resource management policy in all civil service structures in Bosnia and Herzegovina, organization and participation in selection and employment procedures carried out by the Sub-department for Employment, monitoring decisions made in the segment of human resource management in the overall public administration of the District and participating

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<sup>1</sup> A special sub-department for human resources is organized within the Department of Professional and Administrative Services

in management decision-making if provided for by law, taking part in civil/public service human resource planning, planning, organization, coordination and monitoring of training of civil servants, keeping records/data bases of civil service employees in accordance with applicable regulations, counselling public administration bodies in terms of application of regulations on civil/public service and other human resource management issues as well as other responsibilities regulated by these and other laws and regulations.

Central units (Civil Service Agencies, Civil Administration Agency and the department or rather sub-department in the Brcko District) in addition to competent ministries represent the **strategic human resource management centers on all levels of government**. It is evident from the civil service laws that their tasks and duties are focused on selection of candidates for civil service, professional development, civil service examination and assistance in the segment of implementation of the civil service laws and regulations. These are important human resource management elements, but the overall human resource management function is much broader. Therefore, we can conclude that the central agencies perform **central (horizontal) activities in a significant part of the human resource management function, but not in all parts of the function**.

In conversations with directors of agencies of the Bosnia and Herzegovina state level institutions, the Federation of Bosnia and Herzegovina and the Republic of Srpska (talks with in the Brcko District are going to take place shortly), we have found that people at the agencies understand the human resource management function and are aware of the importance of such function in modern public administration. Within their competence, the agencies develop human resource management instruments (for example general competencies needed for working in public administration; analysis of professional development needs, etc.), they provide assistance to departments or responsible officials in public administration bodies and institutions and maintain an informal network of departments and persons in charge of human resource management in the public administration bodies (even though a formal coordination of this kind does not exist). The greatest focus in the work of agencies still remains on carrying out internal and public job announcement procedures, where all agencies (*mutatis mutandis*) have a very important role, and the second focus is on development of a system of professional development.

**The competences of the agencies are limited to civil servants** who represent only a certain share of all employees in public administration. The truth is that civil servants have a special role in the system and therefore their status is specially regulated in public interest. However, from the human resource management point of view every employee and associate in an organization is important. **The human resource management function has to “cover” all employees even though one category of employees is specially regulated by laws and regulations.**

Since legal regulations represent the framework for human resource management, the issue of responsibility for preparation of legislative solutions and implementation of regulations is also important. It seems **that the relation between the agencies and the competent ministries with regards to whose competence it is to prepare laws is not clearly defined**. In practice, the agencies play an important part in preparation of laws and regulations, which is a positive practice and it should be continued in the future.

**The agencies have at their disposal the know-how and human resources in the field of civil service, they also have the best information about “the facts on the ground” and an insight into problems with implementation of laws and regulations.**

It would be good to establish a clear relationship between the agencies and the competent ministry with respect to responsibilities for the field of civil service and human resource management. For further development of this area it is necessary to establish a clear political responsibility – **the minister, competent for the segment of public administration, has to take responsibility for the conditions at and development of civil service and human resources in public administration. It that way the political support for the project of development of human resource management would be secured, which is one of the key requirements for success of the project.**

To sum up, if we set the development of human resource management function as an objective at all levels of government in Bosnia and Herzegovina, **the central agencies should be upgraded into strategic centers for human resource management, whose competences would cover the “traditional” activities in the field of civil service as well as activities aimed at development of modern human resource management.** Such a step necessitates certain **upgrade of laws on civil service/civil servants, as well as upgrade of internal organization and strengthening of human resources in the agencies. The human resource management function in public administration cannot be built partially, we must start at the top and set up and strengthen the strategic center. Otherwise, the function will be developed in uncontrolled way, without a clear strategy, unequally and without hope of success.**

In case of possible amendments to the laws on civil service/civil servants on any level of government, it is necessary to take the following improvements into consideration:

1) **Expansion of activities of the central agencies to include development of human resource management in public administration bodies in the segment of all human resource management elements** specified in section 1.

It is rational for the agencies to develop in cooperation with the public administration bodies certain human resource management instruments (strategic planning of human resources, framework of competencies, introduction into work process, performance management, career development, etc.), to provide to the public administration bodies methodologies, instruction manuals and professional assistance not only in the legal sphere, but in the overall area of human resource management. Judging by interviews conducted with directors of the agencies, there is awareness in those institutions about the importance of modern human resource management, as well as know-how and willingness to make improvements in this field. Development of the central agencies in that direction is the first step towards the necessary strengthening of the human resource management function in the public administration bodies on all levels of government in Bosnia and Herzegovina.

2) **Strengthening the role of the central agencies in coordination, cooperation and networking of the human resource management units.** All those units deal with similar problems, develop good practices and make mistakes for others to learn from. Therefore, it

would make sense to set up on every level of government a coordination (network) of human resource managers in the public administration bodies and institutions with aim to improve human resource management practices, to share experiences, and to coordinate solving of common problems.

3) **Expansion of some competences of the central agencies to include persons employed in public administration but who do not have the status of civil servants (ordinary employees).**

4) **Clearer definition of political responsibility for civil service and human resource management in public administration** as well as clearer definition of the role of the central agencies in preparation of legislative solutions.

The civil service/civil servants law (on any level of government) could include the following formulations (draft version):

*The Agency (...) ensures development of human resource management in public administration bodies (institutions) by drawing up the compulsory methodologies and handbooks, professional development in the field of human resource management, providing professional assistance and coordination to the departments or civil servants responsible for human resource management. The compulsory methodologies proposed by the Agency are then adopted by the Government/Council of Ministers. The Agency organizes a coordination for human resource management comprised of heads of departments responsible for that area.*

*The Agency cooperates with the competent ministry in preparing and drawing up laws which regulate legal status of civil servants, legal status of other employees in public administration bodies, and human resource management.*

*The minister competent for public administration is politically responsible for the situation at and development of civil service and human resources in public administration.*

### **3. Organization and functions of (peripheral) human resource management units**

#### **Provisions of the civil service/civil servants law**

From the legal point of view, only the state level institutions in Bosnia and Herzegovina have regulated the issue of setting up separate human resource departments within institutions. Article 60 of the Civil Service in Institutions of Bosnia and Herzegovina Act stipulates that each institution shall set up a department responsible for implementation of provisions of that law. Such department "shall ensure human resource management at the institution and keep an individual file for every civil servant, and ensure that every civil servant at that institution has unrestricted access to their administrative files. The department shall also coordinate activities of the institution and cooperate with the Agency. The formulation "shall ensure human resource management" is very broad and from legal perspective is can cover the complete area of human resource management with all elements of that function. Of course, the legal provision on its own does not constitute a sufficient condition for

development of a modern human resource management function, but it does constitute a good legal foundation. Also, we can welcome the provision about compulsory cooperation and coordination with the central agency.

Similar provisions would be useful in the laws on other levels of government as well. Formulation of the law would be as follows:

***Each public administration body has to organize the human resource management function within that body, which function shall include planning of human resources, analysis and analytical assessment of workplaces, workflow analysis, job systematization, setting up a framework of competencies, recruitment and employee selection within the responsibility of that government body, introduction of new employees into work processes, performance management, career development, other activities related to human resource management, and implementation of provisions of this law and related regulations as well as the employment law regulations.***

***The function described in the paragraph above is in principle organized in the form of a separate department, except when it is irrational due to small size of the government body.***

***The departments of civil servants responsible for human resource management provide assistance and advice to heads of government bodies and department heads, and cooperate and coordinate activities with Civil Service /Administration Agencies/competent sub-department.***

### **Situation in practice**

The countries in transition in the Western Balkans region still mostly have not developed modern human resource management in their public administrations. In all these countries there are institutions which have made a step further and taken the role of pioneers in this field, however, the approach is still not systematic. The practice of personnel still prevails in the field, and the prevailing opinion is that the main task of the human resource management units (or “personnel” units) is preparation and drawing up of legal regulations, ensuring compliance with laws in the field of employment law and civil service relations, and carrying out various administrative activities.

If the only objective of the human resource management function is to ensure legality of procedures and to meet the administrative requirements, then we lose the fundamental task of that function – which is provision and development of human resources with aim to achieve as good as possible performance results at the organization and to increase its overall successfulness. In such situations the departments responsible for personnel do not even deserve to be called “human resource management units”, and even in practice they are usually referred to personnel departments, and very frequently the human resource management activities are incorporated into general departments for providing legal and administrative support.

A similar situation was shown by the analysis of public administration institutions on different levels of government in Bosnia and Herzegovina, conducted within the EUHRM project (the analysis was conducted in institutions which are the main beneficiaries of the project as well as in the pilot institutions). It turned out that in the vast majority of the human resource management units prevails the “classical” approach to functions of those units, which is performing formal, legal and administrative activities. It is necessary to take into consideration that the analysis was conducted based on a survey and that, probably, a field analysis with critical examination of all answers would provide an even worse picture.

Asked about existence and activities of the HRM unit, the respondents could choose one of the four answers:

**LEVEL 0 – 0%**

There is **no** person or department responsible for HRM issues within the body/organization.

**LEVEL 1 – 50%**

There is a **department or a person** responsible for **certain** HRM issues within the body/organization. Those are more or less traditional personnel management functions – keeping records, decisions on employee selection and similar.

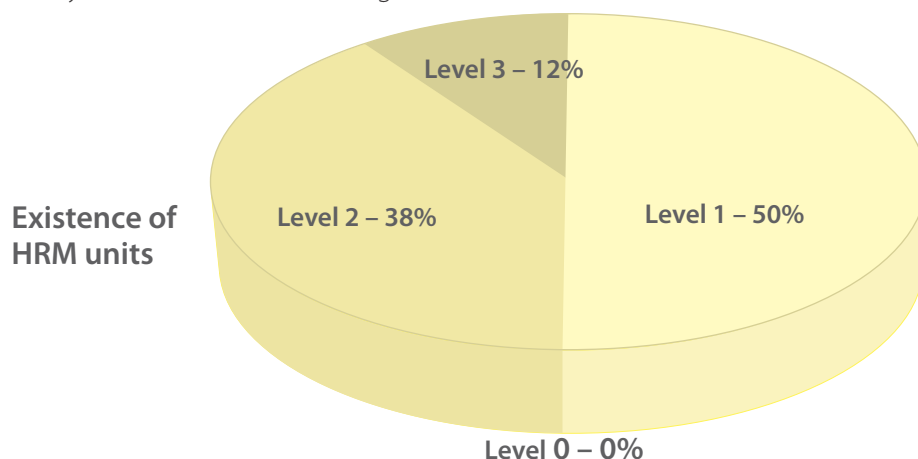
**LEVEL 2 – 38%**

There is an **independent unit** which **significantly** covers all segments of the modern HRM within the body/organization. It means that the unit does not cover only the classical functions but is also involved in other aspects of HRM.

**LEVEL 3 – 12%**

There is a **unit** within the body/organization where all activities of the modern HRM are organized in one place. Government body head and senior management take into account recommendations given by the unit and closely cooperate with the unit on all issues related to the HRM. There are also IT supported records of all employees and are used for analytical purposes. There are annual training programs, the effect of the use of knowledge is also monitored.

The analysis has shown the following results:





In all organizations there is a unit or individuals responsible for the HRM function but in 50% of those government bodies such function is organized as traditional personnel administration. Only 11.5% government bodies has (according to their own assessment) organized all activities of the modern HRM. As we have already pointed out, a critical analysis in the field would most probably show even worse results.

### **Standards – targets**

If the objective is to develop modern human resource management on all levels of government in Bosnia and Herzegovina, then it is necessary to have **adequate central strategic management by the central agencies (see section 2) as well as to adequately organize the human resource management function in all public administration bodies and institutions.** The ultimate objective is for every government body to reach the "level 3" from the questionnaire above, which is **existence of a human resource management unit which performs all the activities of modern human resource management, which is involved in strategic management and cooperates with managers (department heads) at all levels within the government body.** The purpose is for the **managers to be aware of the importance of human resource management and to take the leading role in the field with the help of and cooperation with specialists from the human resource management unit.** Of course, **it is not possible to reach that level overnight. It is necessary to have a clear strategic decision on the highest level of executive authority as well as the action plan for gradual introduction of modern human resource management.**

The optimal situation in the field of human resource management in the public administration bodies would follow the standards below:

1) **Each public administration body has a human resource management unit** or, in case of smaller government bodies, it has one or more **human resource management specialists** (hereinafter: human resource management units).

2) The human resource management units do not carry out only legal and administrative **activities, but also the activities within the modern human resource management function**, especially in the following areas, not going into more detailed job descriptions within the listed areas (all in cooperation with the central agency, respecting the division of competence and responsibility):

- shaping of organizational structure in accordance with the mission, competences, strategy and work program,
- analysis of workplaces, including job descriptions and descriptions of necessary competencies, analytical assessment of workplaces,
- strategic planning of human potentials, in accordance with the mission, competences, strategy and work program,
- recruitment and selection of employees, introduction of employees into the work process,
- performance management and assessment,



- human potential development (training, professional development, development of competencies, motivation raising, career management),
- raising the employee satisfaction level,
- providing adequate working conditions,
- relations with employees,
- implementation of employment law procedures / civil service procedures and regulation of employment relations (this task is linked with majority of other tasks since numerous human resource management elements include employment law elements),
- integrity management,
- legal support in all human resource procedures,
- personnel administration implementation, management of records and information system.

3) Human resource management unit **cooperates intensively with the central agency and through managers or specialist joins the networks/coordination.**

4) **Managers (heads) of government bodies and organizational units take on a key role in human resource management**, with the assistance of and cooperation with the human resource management units. The managers possess the necessary competencies (know-how, skills, abilities and personal characteristics) for human resource management, and they also use the professional assistance provided by the human resource management units.

5) Position of the human resource management unit within the organization:

- **a special, independent human resource management unit shall be organized in the ministries; head of the unit is directly responsible to the minister (alternative; directly responsible to the ministry secretary);**
- **a special, independent human resource management unit is also organized in other larger government bodies; head of the unit is directly responsible to the head of the government body;**
- **in smaller government bodies the human resource management function is organized within organizational departments, responsible for general and/or legal affairs, or through a one or more HR specialists directly responsibly to the head of the government body.**

6) Head and employees of the human resource management units or specialists in the field, except for employees performing simple administrative activities, have the **civil servant status.**

7) **The human resource management unit is involved in strategic management of the government body through the head of the unit.** The HRM unit head takes part in strategic management through the meetings of department heads. In small government bodies, where there is no separate HR department, the HRM specialist takes part in the meetings of department heads.

In the ministries the human resource management function is involved in the strategic management through the head of the human resource management unit. If the head of the HRM unit directly answers to the secretary, the human resource management is involved in the strategic management through the secretary (alternative: through the HRM unit head, who participates in the management meetings in accordance with the decision adopted by the minister in agreement with the secretary).

The solution according to which the human resource management function within the department heads meeting in the ministry is represented by the ministry secretary is in accordance with legal provisions which regulate organization and activities of the management. Namely, under those provisions, the secretary assists the minister in carrying out "supporting" activities in the ministry which include issues related to human resource management. That fact represents a special challenge, because there is a risk that the secretary would not represent the human resource management function adequately. The solution should be sought in two possible directions:

- One of the possibilities is to amend the laws or practice so as to place the human resource management function under direct responsibility of the minister or to at least include the HRM unit head into the meeting of the department heads of the ministry.
- The other possibility is to ensure the necessary competence of the secretary for the area of human resource management and establish awareness and understanding of the importance of human resource management function at the level of the secretary of the ministry (which is useful in any case even if the first option is chosen).

8) The structure of workplaces in the human resource management units (or human resource specialists) has to be consistent with the workload. The HRM units are comprised of **the unit head, human resource management specialists, legal experts and administrators.** In the legal field in smaller government bodies, the HRM units of HRM specialist can use the assistance of legal departments. A possible modality is to unify the activities of the human resource management specialist and the legal expert in the area of human resource management, but in that case a great care has to be taken about the balance of competences for both aspects.

It is necessary to specially emphasize that here we describe standard, typical workplaces in human resource management units and that the **concrete structure (systematization) depends on the overall number of employees in a government body.** More concrete standards with regards to number of workplaces or specialists will be developed in the next stages of the project.

**Table – standard job positions in human resource management units**

Job position	Job description	Necessary competencies (specific for the job position)
<b>Head of the HRM unit</b>	<ul style="list-style-type: none"> <li>• manages the HRM unit,</li> <li>• cooperates with the central agency,</li> <li>• cooperates in the coordination (network) of HRM units,</li> <li>• participates in the meeting of the department heads of the government body.</li> </ul>	<ul style="list-style-type: none"> <li>• HRM abilities, know-how and skills,</li> <li>• knowledge of public administration and civil service ,</li> <li>• knowledge of the mission and the strategy of the government body,</li> <li>• managerial competencies (strategic thinking, resource management, team work, strategic networking, influence...).</li> </ul>
<b>HRM specialist<sup>2</sup></b>	<ul style="list-style-type: none"> <li>• carries out HRM activities<sup>3</sup>,</li> <li>• cooperates with managers at all levels within the government body in the field of human resource management .</li> </ul>	<ul style="list-style-type: none"> <li>• HRM abilities, know-how and skills,</li> <li>• team work,</li> <li>• orientation towards users (managers),</li> <li>• knowledge of the mission and the strategy of the government body.</li> </ul>
<b>HRM legal expert<sup>4</sup></b>	<ul style="list-style-type: none"> <li>• provides legal support in the HRM processes,</li> <li>• ensures implementation of civil service laws and regulations, and employment law regulations,</li> <li>• draws up internal acts and regulations and more demanding concrete legal documents.</li> </ul>	<ul style="list-style-type: none"> <li>• legal know-how in the field of employment law and civil service,</li> <li>• basic knowledge of the HRM role and function,</li> <li>• team work,</li> <li>• orientation towards users (HRM managers and specialists),</li> <li>• skills for drawing up legal documents.</li> </ul>

<sup>2</sup> Names of the jobs positions in this document are in the form of working titles and do not project the analytical evaluation and classification in different categories of workplaces

<sup>3</sup>“Human resource management activities” include all activities specified in section II (page 2 and 3).

<sup>4</sup>Names of the jobs positions in this document are in the form of working titles and do not project the analytical evaluation and classification in different categories of workplaces

Job position	Job description	Necessary competencies (specific for the job position)
<b>HRM administrator</b>	<ul style="list-style-type: none"> <li>• performs administrative activities,</li> <li>• manages records,</li> <li>• draws up simple documents.</li> </ul>	<ul style="list-style-type: none"> <li>• abilities, know-how and skills for administrative work in the area of HRM/civil service,</li> <li>• focus on results, accuracy,</li> <li>• user orientation.</li> </ul>

#### 4. Conclusion

As in other countries in the region, **human resource management function on all levels of government in Bosnia and Herzegovina, with a few honorable exceptions, mostly comes down to personnel administration and legal support to human resource decisions made by the manager. In the central units (agencies) there is awareness of the importance and meaning of the modern human resource management, and significant steps forward have been made within the EUHRM project** (preparation of the model of general competencies, analysis of job positions, etc. ). However, taking into account the legalist tradition in the area of the Western Balkans, further systematic development will require **amendments to the laws and regulations which will define and stronger function and position of the human resource management in the public administration bodies.** It is also necessary **to strengthen the function of the central units (agencies) which have to take on a leading role in development of human resource management methods and techniques.** In some segments (training, general civil service examination, performance evaluation) it has already been accomplished, and in the following steps it is necessary, in our opinion, to direct the energy of the agencies into the following areas: development of a model of general competencies and methods for assessment thereof; development of a model of competencies for the highest ranking managers and methods for recognition thereof; preparation of methodology for determining specific competencies for individual job positions and methods for their assessment; strengthening of coordination (network) of units and officials responsible for human resource management.

In short, **development of human resource management on all levels of government in Bosnia and Herzegovina is going in a positive direction, but it is necessary to maintain focus and continue at a faster pace.**

GREGOR VIRANT

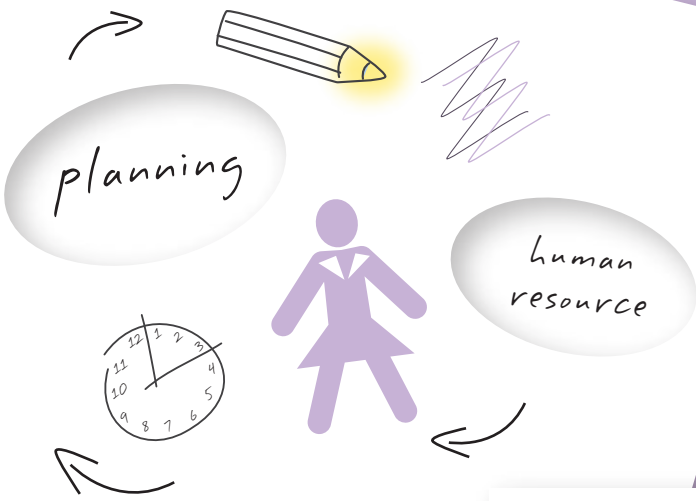
planning

Human resource



human resource in  
public administration





# GREGOR VIRANT

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## Human resource planning in public administration in Bosnia and Herzegovina

### 1. Why is it necessary to plan for human resources in the public administration?

The planning encompasses the identification of a strategy and of short-term, medium-term and long-term goals of an organization. If an organization does not identify its goals clearly and does not take them seriously, the organization will end up drifting aimlessly and its employees will lack answers to some fundamental questions that guide them in their work (why does my organization exist, what do we want to achieve, what is my role in this, what should I do and how should I do it).

**As an integral part of the management, planning is very important not only in the private sector, but also in the public administration.** Organizations involved in the creation of public policies (government, ministries) must identify their strategies and goals in that regard: what are the social objectives that we want to pursue, which policies, how and when do we adopt or amend them in order to achieve those objectives.

#### *Example:*

*The Ministry of Finance sets as its goal to reform the system of corporate taxation for small and medium enterprises, making it simpler and more stimulating, in order to increase competitiveness of these enterprises and to encourage prospective entrepreneurs to actually start a business. As for the reform, it is planning to amend the laws to introduce self-employment flat-rate taxation for companies earning annual income of up to EUR 70,000. These companies can opt for the self-employment flat-rate tax system and pay the tax amounting to 5% on total income.*

Organizations that are primarily dealing with the implementation of policies (for instance, public administration bodies with the ministries) also have to plan for their work, develop their strategies and set their objectives. Even though it might seem at first glance that their objectives are fully determined by the regulations they implement, this is not the case. Given that these bodies are limited in terms of human and financial resources, there is always the need to set the priorities. As there are always some deficiencies in their work, they must set as the objective to make improvements in their operations with regard to the implementation of those regulations. Strategic priorities in their work (which aspect of the implementation of a particular law will be a priority over a given period of time) are determined by the leadership, with an important part being played by the politics – the government and the respective ministers.

**Example:**

*The Tax Administration sets as its goal for the next year, in order to fight grey and black economy, to increase the share of VAT collected in the gross domestic product by one tenth, to carry out at least twenty financial investigations in cases where personal property of individuals seemingly does not match their officially reported income, and to establish on its website an option for tax payers to follow at all times their liabilities, payments and debts.*

To achieve their objectives, the organizations must have certain **human, financial and information resources**. The adoption of the strategies and the identification of the goals that are not supported by labor and money is making back-of-the-envelope calculations. If, for example, the Ministry of the Interior and the Police set as their objective to have the priority of fight the worst types of organized crime and corruption, this objective can only be executed by a team of criminalists that is strong in both numbers and professionally (not to mention that in this case, the objective will not be achieved if any of the links in the chain of police – prosecution – judiciary breaks down).

It should be pointed out that **new laws and amendments to the laws often bring about personnel consequences in the public administration**. The introduction of new tasks for public administration bodies requires the enlargement of human resources, while the cancellation of tasks or simplification of procedures may free up certain human potentials. For this reason, it is of great importance to **link the preparation of legislative documents (both ways) to the planning of human resources**. Any new piece of legislation must be accompanied by an impact assessment, which, inter alia, **includes its impact on human resources**. On the other hand, freeing up of human resources (in terms of reduction in the number of employees or staff restructuring) often requires amendments to laws.

*For example, in 2004 in Slovenia the Law on Companies was amended and the requirement to issue a decision permitting the start of business activity was eliminated, having turned out to be an unnecessary bureaucratic obstacle. In the process of the law amendments, 60 civil servants that used to work on those administrative cases were suddenly spare. The officers were not fired, but rather reallocated to other duties, in the fields where the public administration was not able to process requests in a timely manner. The elimination of one unnecessary bureaucratic procedure has had twofold benefit: simplification for businesses and ridding of administrative backlogs in some other fields (construction permits, de-nationalization).*

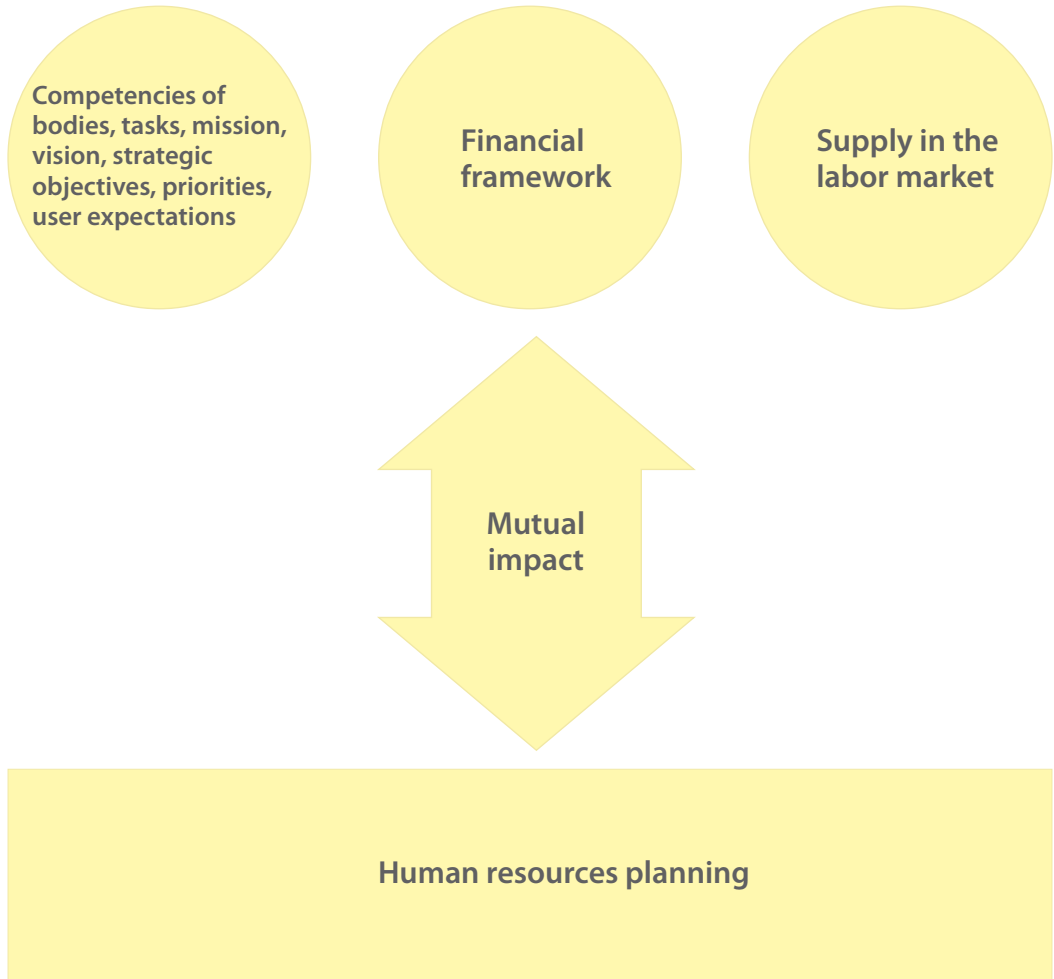


With these introductory examples, we wanted to demonstrate how the **planning of human resources is linked to the strategic planning for the work of bodies or organizations** of the public administration – by establishing their mission, vision, (short-term, medium-term, and long-term) objectives and priorities. The objectives set by an organization must always remain within **realistic financial framework**. Strategic documents that get adopted by governments are often out of touch with the financial reality. Financial, and consequently human, resources are always limited and this is the second key aspect that should be taken into consideration when engaging in the planning. How many times, when we talk to managers, in answer to the question regarding the people strength of the body they manage, we hear that the body has x jobs under the job systematization, but when we dig deeper we find out that essentially only 70 percent of that number is actually filled, as there is no funding for more. If the management uses the number of jobs under the organizational plan, which is totally detached from the financial reality, and builds its strategies thereupon, we can only imagine what kind of disappointments and chaos this can produce. One of the basic tasks in the management and administration is that the **objectives are put within the frame of available resources and optimal use of resources is ensured to achieve the objectives**.

The next important element in the planning of human resources is **the state of the labor market**. For certain, especially simple, job profiles, the market always offers a sufficient number of reasonably good candidates. At times of economic crisis, the interest in the employment with the public administration is big, for the reasons well known, so the supply should not be a problem. However, there are specific jobs that require quite specific competences, where the public administration as employer might encounter difficulties, and, for example, due to comparably lower salaries, might not be competitive against the private sector (auditors, IT personnel, and so on).

**All three described aspects of the human resources planning (strategic objectives of the organization, financial framework and the labor market) are dynamic categories.** Hence, human resources planning must **respond to changes** in those aspects. And there is also the matter of feedback. **Realistic options in terms of human resources development must have impact on the identification of organizational objectives.** Having secured adequate resources, the need to achieve priority political objectives must lead to modification of financial priorities. As a strong employer, the public administration can, by changing salary relations, by influencing educational programs, by creating partnerships with the universities and institutes, and by organizing internships and trainings, co-shape the supply in the labor market and adapt it to its needs.

The following scheme illustrates the main grounds for the planning of human potentials:



Let us take as an example some fundamental changes that are linked to the activities of public administration bodies, to which managers must react swiftly in the sphere of human resources management:

ENVISIONED CHANGE	REACTION IN THE SPHERE OF HUMAN RESOURCES
Privatization of certain functions – their transfer onto concessionaires	Reduction in the number of employees, mandated takeover or agreement on takeover
New, priority tasks	New job openings in the job systematization, new recruitment
Informatization and simplification of the process	Change in the job structure, freeing up certain human resources
Financial limitations, budget consolidation	Reduction in the number of jobs and employees
Transfer of competencies from body A to body B	Transfer of employees

Changes that warrant reaction in the sphere of human resources management are usually combined, which means that we have to react to multiple changes at once: for example, emerging at the same time are new priority tasks and the need to reduce labor costs and consequently, to reduce the number of employees.

## 2. What is being planned and by whom?

When planning human resources, first and foremost, we plan **the number and structure of workers in the organization**. The number of employees is significant for the identification of labor costs (salaries, contributions and taxes, cost refunds, job related material costs) and it must include all types of labor relations – civil servants, employees, fixed-term or permanent employment. The organization must **at all times be familiar with the actual number and structure of employees** (the so-called headcount) and **it must have a clear idea of prospective changes to that number and structure, in particular regarding the tasks and the objectives, as well as the financial framework**.

The structure of personnel pertains to their status (civil servant and employee), type of labor relations (fixed-term or permanent), education level, and we can even go into more details regarding staff competencies. Naturally, the plans must account for certain flexibility; it is impossible to plan quite precisely the staff structure by the degree of their professional qualification. Still, we can and we have to anticipate the trends in the changes. Informatization and modernization of the processes, for instance, will call for a different job structure – perhaps less jobs and higher average education level of our workers.

Hence, **in the narrow sense, the planning of human resources implies the identification of the current and planned number and structure of jobs and personnel (with more or less precision/flexibility), and in the broader sense, the planning of human resources also involves the planning of professional training, career planning, planning of motivational measures and advancement of the working conditions**.

Human resources must be planned by **each body or organization in the public administration**. However, as the public administration constitutes a connected system, there must also be **planning for the overall administration at one government level** – in Bosnia and Herzegovina, this means at the level of the BiH institutions, at the level of the entities, the Brčko District, each canton and each municipality. Each government level is responsible for the state and development of its own administration and must plan its development.

The plan of human resources at the central level will be rather general, without going into details. It will specify, for example, the general framework number of employees in the entire public administration and in individual bodies and groups of bodies, the main trends and also address some major (strategic for the government) structural personnel problems. If the fiscal reasons require a reduction in the number of employees, this will be the main strategic framework of the plan. A major problem might be, for instance, a substantial number of spare civil servants envisaged in a particular public body due to the elimination of certain duties (e.g. customs in case of the access to the EU). Such a problem cannot be solved at the level of one public administration body (Customs Administration or Ministry of Finance) but rather, for its sheer proportions, it must be addressed at the level of the entire public administration by a strategic decision of the highest body of the executive.

Hence, a joint plan of human resources for the public administration at a particular government level will pertain to key strategic issues (number of employees, trends in the

structure, addressing major structural problems, etc.), while the plans of individual organizations will bring a more detailed »processing« of the key issues pertaining to human resources development (e.g. the number and structure of jobs by organizational units).

### 3. Grounds for Planning

The functioning of the public administration is based on the law, so for this reason the basis for the planning of human resources, first and foremost, is the **legislation**. The laws determine the **competencies and responsibilities** of each public administration body and, under the principle of legality, the body does not have any discretion as to whether it will carry out those competencies and responsibilities or not. The planning of human resources must seek adequate solutions that ensure **efficient implementation of all laws**. This takes us back to the consideration of the **connection between the formulation of public policies and the planning of human resources**. Any new piece of legislation proposed must be accompanied by an impact assessment, including the required human and financial resources. If the law proponent and later the legislator overlook this aspect, it can happen that the law remains a dead letter, which would certainly have negative impact on the confidence of the citizenry in the rule of law.

Of course, this does not mean that each new task brought by law upon a public administration body requires an increase in the number of employees. The needs for additional human resources can also be handled by staff restructuring – by elimination of some other jobs that are no longer needed or at least not as a priority. Even a reduction in the number of employees or freeing up a number of jobs for some other priorities often (as we have already illustrated by the Slovenian example) requires law amendments.

Even though the law prescribes the competencies and responsibilities of the public administration bodies, **within the legal framework there is usually some room for maneuver, some discretion in the determination of priority objectives**. Any modern organization, when engaging in the strategic planning, defines only its »**mission and vision**«, answering in that way the questions of »why are we here, why do we exist as an organization, what is our purpose, what is the long-term vision of our organization, what is the state in our field that we want to see in ten or fifteen years«. This also applies to the organizations in the public administration, despite the fact that their responsibilities and competencies are defined by law. Each public administration organization must define its own mission (mandate).

#### **Example:**

*The mandate of an inspection body is to ensure as much compliance as possible with the law and regulations in its respective field. If the management does not understand the mission as such, but rather believes that the mission of the inspection is to punish as many entities as possible and to collect as much financial resources for the budget as possible, then its staff are going to act in this regard, and the organization will miss its true purpose and objectives.*

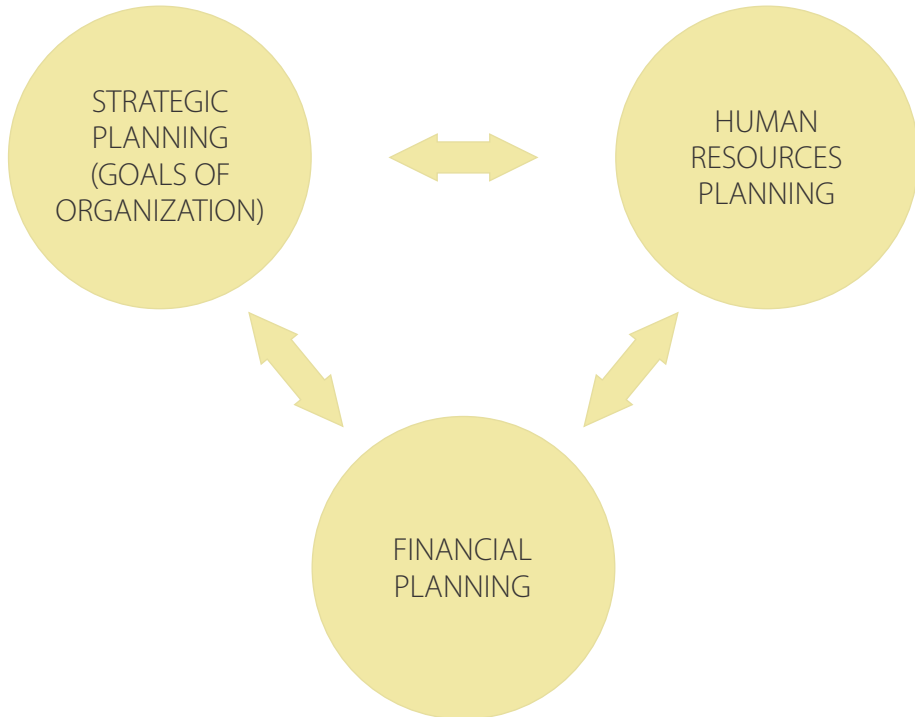
Each organization engaged in the strategic planning should set to identify at least medium-term operational strategy and work program or plan (programs are usually adopted for a period of one year). In these strategic documents, they define specific objectives, possibly measurable and accompanied by appropriate indicators. It is wrong to think that the laws actually establish the objectives and priorities of the public administration bodies. **The laws determine the responsibilities or competencies (scope) of the public administration bodies, but specific (short-term and medium-term) objectives and priorities must be defined in the strategic documents of the bodies themselves.**

*The Law on Police, for example, prescribes the competencies of the police in the field of prevention and investigation of criminal offenses, traffic control, public order and peace, state border control, and so on, but it will be the Ministry of the Interior and the police itself (or with the consent of the government) to define, within those competencies or responsibilities, the strategic priorities and goals for a certain period. For example, the priority will be to fight economic crime and corruption. In the traffic, the police will focus on the control of speed and of driving under influence. Speed controls will be aimed at locations where the statistics indicate an increased risk of traffic accidents and at locations where the citizens want increased presence of police controls. The objective of the police is to reduce the number of traffic accidents with fatalities by x percent. Criminal offense investigations will be increased by y percent. Police stations will start surveying the public opinion in their local community regarding the state of safety and the level of satisfaction with the work of their police station.*

The structure of human resources must be adapted to the competencies, responsibilities, mission, vision, strategy, and work program of the public administration bodies. And vice versa, strategic planning must have its »extension« in the HR planning. Strategic planning that does not involve the planning of human resources is a back-of-the-envelope calculation.

**The elements of the human resource planning (competencies, mission, vision, strategy, and work program) should, as the first step, be contrasted against the financial framework.** Human resources require financial resources for the salaries and other liabilities of the employer (taxes, contributions, cost refunds, remunerations to employees) and if a financial plan does not match the human resources plan, the public administration body will be facing some serious difficulties. For this reason, **strategic planning of the goals, planning of human resources and financial planning are closely linked and all these plans must in the end be mutually harmonized** (as will be shown in further text, it is recommended that the processes of strategic, financial, and HR planning are conducted in parallel.

Here is a sketch displaying this mutual connectedness:



The planning pertains to the future, but the starting point is always the current situation – the number and structure of employees, their knowledge, skills, abilities, and other competencies. In the planning process, **you always take into account the existing state (reality), and you define the strategic goals in the future and related changes in the financial and personnel spheres.**

In the process of human resource planning, one should also take into consideration the **envisioned organizational and procedural changes**. If a reorganization is foreseen (for instance, merger of organizational units), it can free up certain human resources. Likewise, optimization and rationalization of the processes (elimination of certain unnecessary steps in the business processes, introduction of information technology into the process) can affect the HR planning, as the performance of the same responsibility will require less (or a different structure of) workers.

## 4. Planning Process

The process of human resources planning must be implemented **in parallel with the financial (budget) planning, while the budget planning is linked to the strategic planning of government policies.** The most appropriate way to do it is to formally prepare the budget and the HR plan in coordination and **to adopt the staff plan (or HR plan) together with the budget, or even as its integral part.** Just like the budget planning, the people planning must start with the adoption of the decision on **the strategic guidance framework at the highest level of the executive.** The strategic guidelines must define the **general recruitment framework (increase, decrease or unchanged number of employees) and the key priorities.** Based on the strategic guidelines, **each public administration body must prepare its own human resources plan proposal,** followed by the **process of harmonization,** which is much more than the sum of proposals of the individual bodies.

There is no doubt that the engine behind the process of the budget preparation is always the Ministry of Finance. This Ministry is responsible for the preparation of the strategic budget framework, for the harmonization of financial plans of the public administration bodies and for the preparation of the wording of the budget proposal for the Government, i.e. the Council of Ministers, and later for the Parliament. But which body should be responsible for the workforce planning in the public administration?

The responsibility for the planning in a public administration body lies with its **manager, in cooperation with the managers of the organizational units and the unit for human resources management.** **When it comes to the planning at the central level, strategic decisions are made by the highest body of the executive, while the responsibility must also lie with the bodies in charge of horizontal issues of the public administration, civil service and human resources management – the ministries and the agencies.** Where the competencies in horizontal issues of the civil service are concentrated in one body (ministry), there is no doubt as to the distribution of the responsibility for the planning, while in the systems involving a dualism (ministry-agency), the issue of the distribution arises. Our recommendation would certainly be for the **minister/ministry to take part in the process of the human resources planning for the overall public administration, in terms of political management of the process, while the agencies as expert bodies in charge of the implementation must provide comprehensive expert and analytical support.**



*In Slovenia, the process of preparation and adoption of the consolidated staff plan for the public administration takes place in parallel with the process of the preparation and adoption of the budget. The budget process is managed by the Ministry of Finance, while the process of the preparation of the HR plan (staff plan) is managed by the Ministry of Public Administration. Both Ministries carry out their respective task in coordination and partnership with each other.*

*In late April the Government, upon proposal of the Ministry of Finance, adopts strategic guidelines for the budget preparation, and upon proposal of the Ministry of Public Administration, strategic guidelines for the preparation of the staff plan. In their strategic guidelines in recent years (starting with the 2006 plan), the Government has directed the public administration towards reduction in the number of employees by one percent annually, which has led to significant reductions in the medium-term period. The Government often defines in these guidelines the priorities in terms of HR i.e. the categories of public administration bodies regarding their HR needs, so that the foreseen reduction in the number of employees is not linear, but rather relating to the state of workforce and strategic priorities of the government.*

*It is the ministries that propose their staff plans within the strategic guidelines for themselves and for the bodies in their composition. For the government services, the proponent is the secretary general of the government, and for the administrative districts, it is the Ministry of Public Administration. The same Ministry manages the process of harmonization of the proposals and in the end, it proposes to the government a consolidated staff plan that covers all bodies of the public administration. The plan includes the maximum number of employees in the public administration and in individual ministries (including the bodies in their composition), and on top of the figures, it can contain other strategic directions (structural changes, method of solving structural personnel issues, spare civil servants, etc.). The consolidated staff plan is adopted by the government together with the budget proposal and forwarded to the Parliament. If in the course of the parliamentary debate the budget is amended, warranting adjustments to the staff plan, the government makes the necessary adjustments immediately after the budget adoption.*

*While making adjustments to the plan of workforce, the Ministry of Public Administration engages in a dialogue, at both political and expert level, with all ministries on the planned changes in the number and structure of employees, taking into account all planning parameters (competencies, priorities, potential restructuring and optimization, financial framework) and addressing structural challenges.*

## 5. Human Resources Plan and Job Systematization; Implementation of Human Resources Plan

Job structure in all administrative bodies or organizations in the countries of the region is traditionally defined through the job systematization. The systematization is a piece of **organizational regulation** that determines the internal organization all the way down to its basic element – job, and at the same time it is a piece of **labor regulation (employer's internal enactment)**, creating certain rights and obligations for the employees.

In practice, we often encounter a major gap between the financial capacity and related limitations in the number of employees, on the one hand, and the systematization, on the other. The systematization must serve as a **realistic organizational regulation which clearly shows which jobs must be filled in order for the organization to be able to perform its tasks with the available funds**. If the systematization exceeds the realistic state by 30-40 percent, it cannot serve that purpose, as it is not clear which jobs will realistically be filled and which are purely fictional, a product of wishful thinking.

The systematization can be amended; it happens often and it is a manifestation of the dynamic character of the administrative organization. **The systematization is closely connected to the plan of human resources**, if such a document exists in the system. Namely, the plan usually foresees certain changes to the number of jobs (increase or decrease in the number of employees), changes to the structure of jobs, reassignment of jobs from one organizational unit to another in view of changed priorities and so on.

How and when an organization must use amendments to the systematization to harmonize that document with the plan of human resources?

Let us take as an example a public administration body, for which the law in the coming period prescribes brand new tasks that will require a number of skilled civil servants. The same body must at the same time reduce the number of employees due to fiscal consolidation. The solution to the situation that has arisen is for the staff plan to envisage the elimination of a certain number of jobs and the opening of a certain (smaller) number of jobs that are necessary for the execution of the new tasks. These changes envisaged under the plan in order to harmonize it with the new strategic goals of the public administration body, as prescribed by law and in accordance with fiscal directions, must be implemented through the systematization restructuring. Hence, the staff plan will be reflected in the new structure and the number of jobs in the systematization.

**The path to the targeted, planned job structure can be gradual or changes can be implemented at once.** Swift changes imply **immediate amendments to the systematization, reassignment of spare civil servants that meet the requirements of the new jobs and implementation of other procedures regarding the spare workers.** Swift changes will create a »stressful situation« in the organization and put a burden on its operation. No manager ever wants a situation where he is forced to use legal mechanisms to identify spare workers.

**Gradual implementation of the plan means that we move from the current to the planned (targeted) job structure and the number of jobs immediately, but the goal is implemented over a rather long period of time, possibly »naturally«.** This means that we will **use any newly vacated** (due to retirement, or leaving the organization for any other reason) **jobs** as a step toward the targeted state. In this way we can gradually, by way of natural drain and by the management of newly vacated jobs, reduce the number of employees or change the structure of jobs and employees.

With this in mind, we can already at the beginning of our journey to harmonize the actual state with the staff plan create the »**targeted**« or »**planned systematization**« - the organizational structure that will be in accordance with the HR plan and will better serve the identified goals of the organization and the financial framework, moving step by step from the current systematization to the new one.

In our example, the targeted systematization will envisage a smaller total number of jobs, eliminate a number of jobs that we no longer need and open a (smaller) number of jobs in other or even new organizational units. If a worker leaves the public administration body, hence freeing up a job that is not envisaged by the » targeted« systematization, we will eliminate that job (and potentially open a new job that we need as a priority). In this way we will gradually, step by step, establish the new, targeted structure. This is, of course, if we are not in a hurry, if the circumstances allow for such a gradual approach.

*Using this method of gradual adjustments, from January 2006 to the end of 2014, the Slovenian public administration has reduced the number of employees by more than 10 percent (from 34,387 to 30,758), and in the civilian part (without the military and the police) by as much as 22 percent (from 18,270 to 14,263). The staff plan of the public administration adopted each year by the government envisaged the reduction in the number of employees by one percent (which is not linear for all public administration bodies, but as a whole). There were some minor layoffs, but for the most part the reduction was achieved gradually, by natural drain, and not by layoffs.*

A very important mechanism for a gradual and painless method of staff restructuring is **the management of newly vacated jobs**. Namely, **an indiscriminate increase in the number of employees in public administration is the product of the policy of automatic filling of newly vacated jobs**. When a job is vacated, it is indiscriminately believed that the recruitment procedure should be automatically launched right away and when new tasks arise, they seek a green light for additional recruitment. **A rational management of newly vacated jobs enables permanent revisiting of the needs and priorities and gradual restructuring of the organization in accordance with the staff plan or, in other words, constant adjustments to the changes.**

When a job is newly vacated, it is necessary to **put some effort into reviewing whether we need that job in the first place**. Are the tasks performed still needed by the organization at all? Is it possible to distribute those tasks among other workers? Is there any HR need in the organization which is of higher priority at that point in time? Is there a need for a reduction in the number of employees? Only **when (if) we establish that we really need that job, that the filling of that vacancy is in accordance with the framework number of employees the organization can afford, and that at that point in time there is no other need of higher priority warranting a new job opening, we launch the procedure for filling the newly vacated job**.

**The introduction of the system of careful revisiting of the need to fill a newly vacated job enables the organization to constantly adjust to new needs and priorities without painful layoffs and transfers of employees without their agreement. It also enables gradual reduction in the number of employees and certain savings, which nowadays, due to economic and financial crisis, are warranted in all countries.**

## 6. System in Bosnia and Herzegovina

As for the BiH institutions, there are no rules that apply to the planning of human resources, either in the law or the bylaw. The requirements to launch the procedure for filling a newly vacated job are not prescribed and in practice it is deemed that that the requirement – other than the newly vacated job being in the job systematization – is having adequate financial resources.

In the Federation of Bosnia and Herzegovina, there are also no special rules. In the Civil Service Agency (in cooperation with the Ministry of Justice) they are preparing a bylaw that aims to regulate the issues of the human resource planning, but this bylaw has not yet been put into formal government procedure at the time of writing this text (September 2015).

Unlike the institutional levels of Bosnia and Herzegovina and the Federation of Bosnia and Herzegovina, the Republika Srpska has a system of personnel planning prescribed by law. The Law on Civil Service of Republika Srpska has a special chapter titled "Planning for Recruitment of Civil Servants in Public Administration Bodies and Central Personnel Register". Article 99 of the Law stipulates that "the method of preparation and the contents of the personnel plan are determined by the Civil Service Agency".

Under the provisions of the Law, each public administration body in the RS prepares its own personnel plan, which must be harmonized with its budget, and submits it to the Agency. Based on the individual personnel plans, the Agency prepares a proposal of the personnel plan for all public administration bodies and government services in the RS and submits it to the Government, having previously obtained an opinion of the Ministry of Finance. The personnel plan of the Government constitutes the sum of individual personnel plans for all public administration bodies and government services of the RS.

Each public administration body implements a portion of the government personnel plan that pertains to it. The manager of the respective body is in charge of its implementation. In its annual operational report and work program for the coming year, the body reports to the Government on the execution of the personnel plan for the year before and on the personnel plan for the coming year.

The Rulebook on Method of Preparation and Contents of Personnel Plan imposes an obligation on every public administration body (ministry, administration and administrative organization) to prepare each year a proposal of the personnel plan, which contains the existing and the envisaged number of employees by categories (permanent and fixed-term employment, civil servants and employees, civil servants by occupation). The process of preparation of the personnel plan is carried out in parallel with the preparation of the financial plan (budget). The Ministry of Finance plays the main role of the »supervisor« and manager of the harmonization process. Each public administration body must obtain approval from the Ministry of Finance for the personnel plan, i.e. it must harmonize its plan with the objections from the Ministry. The Ministry of Administration and Local Self-Governance does not have any special role in the process, while the Civil Service Agency has a technical role of the integration of the personnel plans, harmonized with the Ministry of Finance, into a single personnel plan of the Government, covering the entire public administration.

The personnel plan is the basis for any recruitment and vacancy filling. Article 30 of the Law on Civil Service prescribes that for the recruitment and the filling of newly vacated jobs, the requirements are that the job is in the rulebook on the systematization and that it is in accordance with the personnel plan of the respective RS public administration body for the current year.

The responsibility for the implementation of the personnel plan lies with the manager of the public administration body, for the control with the administrative inspection, and for the monitoring or supervision with the Civil Service Agency. The Government can ask the Agency and the administrative inspections to submit a report on the implementation of the government personnel plan or personnel plans of individual bodies and, should it find any deviations from the personnel plan, it can adopt adequate measures.

The regulation and the practice of workforce planning in the Republika Srpska is certainly a step in the right direction from the respective regulation at other government levels in Bosnia and Herzegovina. There is still room for improvement, however, in particular it is worth considering to increase the role of the Ministry of Administration and Local Self-Governance in the process of personnel plan harmonization (with expert support by the Civil Service Agency). **Instead of the existing, relatively technical, approach to the planning, the process could be strengthened in terms of its contents or substance. The harmonization of personnel plans must be conducted as discussion of the trends regarding the total number of employees, priorities, structural challenges, and the**

**manner of their addressing, rather than as pure sum of the personnel plans of individual bodies, as approved by the Ministry of Finance.** It is also necessary to analyze **practical applicability of the detailed structure of the personnel plan (by occupation); an analysis would likely show that such a detailed structure is too rigid.** Anyhow, **with the introduction of personnel plans, the Republika Srpska has made a significant step forward towards modern approach to the human resources management.**

We can also find provisions on the personnel planning in the Law on Civil Service in Administrative Bodies of Brčko District of BiH. Article 23(2) stipulates that public administration bodies should plan for the filling of newly vacated jobs at an annual level, notifying the body in charge of the human resources thereof in a timely manner.

Article 36, unlike Article 26 (making a reference to the plan for filling of newly vacated jobs), refers to "recruitment plan", which is made for each public administration body by its manager if in the course of the year a job becomes vacated. The provision of Article 26(4) is interesting, stipulating that the recruitment plan may be amended only until the moment of vacancy announcement.

Article 26 reads that in public administration bodies recruitment is carried out based on the organizational plan, approved budget funds and the Rulebook on Recruitment, upon the initiative of respective managers of the public administration bodies. The requirements to launch the procedure for filling a newly vacated job are as follows: that the job is included in the organizational plan; that the job has been newly vacated; that the funds for employee salaries and contributions are approved in the budget.

The introduction of the provisions on personnel planning in the public administration system in Brčko is certainly a positive move, but it seems that the current provisions of the Law are somewhat inconsistent. First of all, the Law makes reference to the recruitment plan in some provisions, while in other provisions it refers to the planning for the filling of newly vacated jobs. Secondly, the Law envisages an annual plan, while in another part it refers to the recruitment plan that can be amended until the vacancy announcement. Thirdly, the plan is adopted solely by the manager of the respective body, which means that there is no common plan for the entire public administration that would be adopted by the government annually, together with the budget. For the public administration of such small proportions as is the administration of the Brčko District, there would have to be a single personnel plan that would constitute the grounds for the personnel related decisions in all public administration bodies. These are significant flaws in the personnel planning system, which will probably be rectified by the legislator in some future amendments to the Law.

## 7. Conclusion with Recommendations

The planning of human resources is a *sine qua non* for modern organizations, in order to adapt to constant changes in their environment. This also goes for public administration organizations. The planning of workforce is one of the pillars of the strategic planning in an organization and it is closely connected with the strategic planning of its fundamental goals and with its financial planning. When an organization prepares its strategies and identifies its goals, it always has to pay attention to human resources that will be required in order to achieve those goals. Otherwise, the strategies will remain a dead letter and mere back-of-the-envelope calculations.

In the public administration, the resource planning is inseparably connected to the processes of preparation and adoption of the laws and by-laws. The documents for any regulation to be adopted by the parliament, government or minister must also contain an assessment of the impact on human resources in the public administration (a necessary increase, spare workers, or changes to the structure).

With the introduction of plans to the human resources management and the mechanisms for the plan implementation, the public administration abandons a random approach that unmistakably leads to constant increases in the number of employees and cost increases or, when public finance crisis or a need for HR restructuring so require, to quick fixes, with many negative and painful effects (layoffs, absolute ban on recruitment, etc.). Hence, a wise government and wise managers of public administration organizations anticipate changes in advance and make timely plans for adapting the structure of human resources accordingly.

In Bosnia and Herzegovina, the planning of human resources emerges as a concept, with a certain degree of development, in the Republika Srpska and the Brčko District. As for the BiH institutions, this concept is not existent, and in the Federation of Bosnia and Herzegovina, in preparation is a bylaw that would, inter alia, contain the mechanisms of the workforce planning. In the Republika Srpska, the planning system is comprehensively regulated by the respective law and bylaw, and there is some room for maneuver regarding the advancement of the mechanisms. In the Brčko District, the law has some flaws and inconsistencies, which should be eliminated in some future amendments to the law.

Each level of government is responsible for its own administration and civil service, which means that each has the responsibility to prescribe and put into practice its own system for the planning of human resources. Without going into details, which should certainly be adapted to the specifics and the needs of individual government levels, some general and common recommendations for all government levels would be as follows:

- To introduce a system for human resource planning into civil service legislation where it has not been done already;
- To link the planning of human resources with the strategic planning (preparation of strategies and work plans) and the financial (budget) planning;
- To provide for the planning at the level of the entire administration (government/council of ministers) and at the level of individual bodies;
- To provide for the adoption of strategic guidelines or framework plan of human resources by the highest executive body;
- To provide for the ministry in charge of the administration to assume the leading (political) role in the process of the workforce planning, with expert support from the agency responsible for the implementation of the civil service system;
- To stipulate monitoring and supervision of the implementation of the human resources plan and to provide for corrective measures in case of deviations;
- To introduce a system of newly vacated job management (each newly vacated job should be revisited as to whether it is still necessary or whether at a given point in time there is a higher priority to open another job) and link it to the plan of human potentials;
- In relation to the previous recommendation, to introduce the concept of "planned" or "targeted" systematization that will facilitate a gradual and systematic path from the current to the planned state.

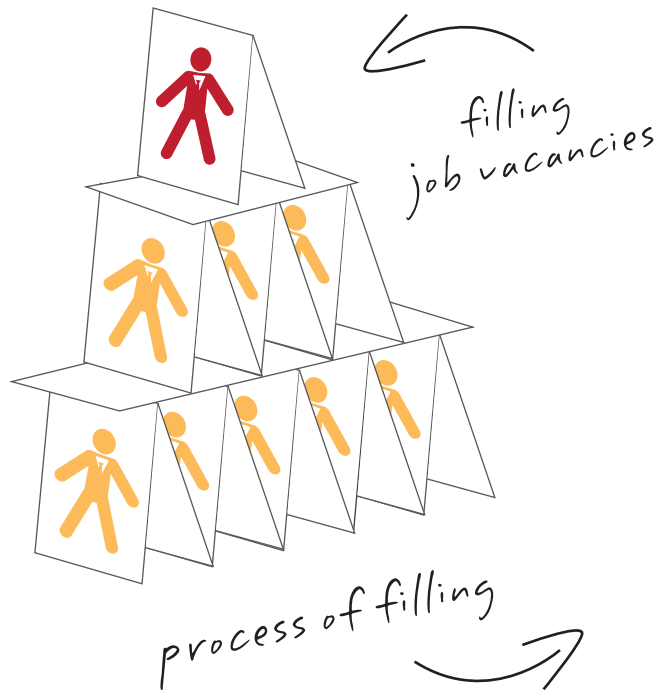


GREGOR VIRANT

Process  
of filling job  
vacancies in

**public**

**administration**





## GREGOR VIRANT

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## Process of filling job vacancies in public administration

### 1. Principles of Equal Opportunity and Competency Based Selection

The modern civil service is founded on the principles of legality, professionalism, responsibility, political neutrality, efficiency and transparency. The structure of the process of candidate selection must take all these principles into consideration. These procedures must be organized in such a way to ensure the selection of the best candidate (we will see in further text what this expression means) and to give equal opportunity to all candidates to be selected, of course, provided that certain requirements are met and certain criteria upheld. The standard of equal opportunity ensures fairness in the procedure, while the standard of competency based selection (the selection of the best candidate) ensures professionalism and efficiency of the civil service.

The standards of equal opportunity and competency based recruitment are incorporated in the document titled Principles of Public Administration, serving nowadays as a comprehensive list of the principles and standards of good public administration, which has been formulated within the European Administrative Space. The Principles of Public Administration have been prepared by SIGMA, a joint program of the European Commission and the OECD, as the framework standards for good public administration, and as the framework for the evaluation of status and progress of the public administration reform in the candidate countries and potential candidate countries. One chapter in the Principles of Public Administration is titled »public service and human resource management«, with the following principle included therein: »The recruitment of public servants is based on merit and equal treatment in all its phases«. The term »meritornost« in the Bosnian language is a direct translation of the term merit, and its meaning will be explained in further text.

Within the above principle of recruitment based on »merit and equal treatment«, a series of standards has been defined:

- The recruitment process (either internal or external) is clearly based on merit, equal opportunity and open competition. The public service law shall clearly establish that any form of recruitment and selection not based on merit is considered legally invalid.
- The general eligibility criteria for and general provisions ensuring the quality of the recruitment are established in the primary legislation. The detailed procedures, including specific requirements for entering each category, job descriptions, competency profiles, selection methods, scoring systems and composition of selection committees, are covered mainly by secondary legislation.
- The recruitment and selection committees include persons with expertise and experience in assessing different sets of skills and competencies of candidates for public service positions, with no political interference.
- The right of candidates who are not appointed to appeal against an unfair recruitment decision.
- Protection against discrimination.

## **2. Career and Position Systems**

In the European Union member states and beyond, within the OECD, there are various models of civil service in place, all of them abiding by the same principles and standards. Two models that are typically mentioned are the "career" and the "position" model. In practice, however, they do not appear in their pure form; public service systems usually imply a combination of these two models.

The feature of the career system is that the career in civil service may start only at the lowest, entry positions of individual "career classes". The candidates with university education, for example, have a special career class with entry, beginner jobs. To join the civil service in the career system, there is often the requirement of taking a specialized exam and in some systems for certain career classes the requirements even include a diploma from a particular educational institution. While entry level jobs are filled through open competitions, senior jobs are filled within the internal labor market, usually based on the internal competition. This means that only the candidates that already have the civil servant status and already are in a particular career class may apply. The more demanding jobs are reserved for the promotion of civil servants who demonstrate the strongest competencies in the internal competition. Civil servants apply for higher jobs throughout their career and their chances for advancement increase thanks to the knowledge, skills and experience acquired.

The position system does not have such limitations. Each position is advertised and opened to the external market through the open competition. Internal candidates do not have any particular advantages, at least not formally; they can certainly apply for the competition and, given their experience and the knowledge and skills acquired in practice, they can have some factual (but not necessarily decisive) advantage over the external candidates.

Both of these models have their respective advantages and disadvantages. The career system is very closed and when it comes to higher positions it does not facilitate the "influx of fresh blood", which is the reason why it may seem rigid and bureaucratic; on the other hand, it ensures stability, accumulation of experience and historical organizational memory, and at the same time providing better and more reliable advancement opportunities to civil servants. The position system has the opposite advantages and disadvantages.

Most systems combine the features of the career and the position model. Oftentimes the systems that are formally and legally established as position systems operate in practice, at least partially, as career systems – for example, with the managers having the option to choose between internal transfers and open competitions.

Various experts in transition economies often advocate the application of the career system, in order to neutralize the impact of the recruitment along political lines and to ensure a higher degree of professionalism. Hence, we should accentuate that the European standards do not mandate the application of either model – compliance with the principles of equal opportunity and recruitment on merit can be ensured in both models. We therefore believe that there is no point in the candidate countries or potential candidate countries being pushed towards either model. The advantages and disadvantages of both models should be fairly presented, leaving the choice with the country.

*Each country enjoys discretion in establishing a civil service system that best serves its interests, in view of its tradition, the situation in the labor market and other circumstances. It can opt for the career system, position system or a combination of both. In any case, the country must ensure that recruitment is based on equal opportunity under the same conditions and on the principle of selection of the most competent candidate.*

### **3. Launching of Procedure for Filling Job Vacancies**

Bosnia and Herzegovina is one of those countries in which the jobs in each public administration body or organization are systematized, defined and described in the systematization in form of internal bylaw (in the Brčko District, instead of the term "systematization", they use the term "organizational plan"). The systematization traditionally constitutes the basis for the recruitment. This is a bylaw that has a dual nature: on the one hand, the systematization is an organizational bylaw describing the internal organization down to its basic element – the job. On the other hand, the systematization is a labor bylaw, internal bylaw of the employer, ensuing from which are certain rights and duties of the workers. The systematization, for example, defines the recruitment requirements for a particular job, a description of the duties and responsibilities, and can even contain some elements for the salary determination.

The systematization determines which jobs are necessary for the public administration body to be able to operate. It often happens that systematizations are "inflated", i.e. envisaging more jobs than the number supported by the budget framework. Given that such systematization obscures transparency, it would be much better if it were adapted to the actual framework.

The term job "vacancy" refers to the systematization. A job is vacant if it exists in the systematization but has not been filled, or, in other words, no civil servant is working on that job. This situation may arise in two cases: either a job that had not existed before has been newly opened, created in the systematization, or the worker has left the job (there are many potential reasons for it: transfer to another job in the same or different public administration body, termination of employment on disciplinary grounds, at the employee's initiative or, if the employment was for a fixed-term, due to the expiry of that term).

A vacant job in the systematization does not necessarily mean that the procedure should be launched to fill the job. There are other requirements, both external and internal. It is of particular importance to have for particular recruitment adequate financial resources in the budget, i.e. in the financial plan of the public administration body or organization. If there is a mandatory decision on the maximum number of employees (for example, in form of the staff plan, which, of all government levels, is currently formally implemented only in the Republika Srpska), it should also be checked whether that particular recruitment would be in compliance with that decision.

Each vacant job in the public administration is precious, in particular at the time of continuous search for the ways of making work rationalization and cost reduction. Having a job vacancy is an excellent opportunity to reexamine whether there is actually a need for that job or for that civil servant to work full time on that job. If we are under the obligation to reduce the number of employees, a job vacancy is a perfect opportunity to do it without socially painful layoffs. If we have high-priority and urgent staff needs in other fields, with no financial resources in the budget and no room in the staff plan, a job being vacated is a perfect opportunity to painlessly »eliminate« one job and open another. The internal processes of each public administration body should nowadays include mandatory reexamination of the need to fill a job vacancy. However, this reexamination cannot be done by the immediate manager alone, as he will likely be inclined to recognizing the need for the recruitment of another person. The decision on whether a job vacancy should be filled or not should be made at a higher level, at the level of the top management in the public administration body (for instance, at the ministerial board). The top manager of the organization is the one to set the priorities and to make strategic decisions on how the resources will be deployed in the respective body or organization.

*The recruitment procedure in regulated systems is launched upon the fulfillment of the following requirements:*

- *There is a vacant position in the systematization of the public administration body or organization.*
- *Budget funds have been provided for the recruitment.*
- *The recruitment is in compliance with the maximum number of workers in the body or with the staff plan.*
- *Reexamination of the need to fill the job has shown that filling the job is more advantageous than its elimination in order to reduce the number of employees, to fill another job vacancy that we were not able to until now or to open a new job in an area with higher degree of priority.*

#### 4. Mechanisms (Methods) of Filling Job Vacancies

There are multiple mechanisms (methods) for the filling of job vacancies: by transferring a civil servant from the same body (perhaps even from the same organizational unit), by transferring a civil servant from another body (still within the so-called internal labor market) or by recruiting a new person not previously employed with the civil service. In case of both internal transfer and recruitment of the candidate from the external market, it is theoretically possible to do it using the procedure that enables the participation of all interested candidates (competition) or without such procedure. In the field of human resources management, there is no hierarchy of better and worse methods. For specific jobs, private companies often engage in the pursuit of candidates through headhunting, without the competition. Competition can sometimes even have negative effects on the procedural efficiency; for example, in case of a very particular job and the candidate, who is a renowned expert in the field, does not want to enter the competition. In case when we are »eyeing« a superb candidate, who perfectly meets the required profile and whose qualities we have already observed in a prior cooperation, competition can be just a front, giving false hope to other candidates and forcing them to waste precious time on something that is doomed to fail in advance.

A competition can be compared to the net fishing, where the biggest fish remain and the smaller ones fall through the holes in the net; and there is also harpoon fishing. This is our way of saying that in the practice of human resources management, competition is not the only way of recruiting candidates for the jobs.

Nonetheless, despite certain shortcomings of the competition as the candidate selection method, in the public administration, at least when it comes to the search for candidates from the external labor market, the open competition is still the most reputable procedure. Not so much for its efficiency, but primarily for the fact that the competition can best ensure the abidance by the principles of equal opportunity and recruitment of the most competent candidate. In the neighboring countries, the competition is the principal method of selection even when it comes to the search for candidates in the internal labor market (internal competition), even though some countries create room for more flexibility in that regard. In most structures, the internal competition is not required for the transfer in the same rank (to jobs with the same level of requirements) or for the promotion of civil servants with excellent performance appraisals to more demanding jobs.

The recruitment of candidates from the internal and the external labor market<sup>1</sup> has its advantages and disadvantages. The candidates from the internal labor market are usually more familiar to the managers (this in particular goes for the candidates from the same public administration body or even from the same organizational unit) and also the networking in the public administration enables the managers to learn more about the candidates from the circle of reliable people. As for the candidates in the open competition,

<sup>1</sup> It should be noted that for each open competition, candidates who already have civil servant status, i.e. candidates from the internal labor market, can also apply. If the competition criteria emphasize a great deal familiarity with the operation of the public administration, they can even enjoy some factual advantage, even though they are equal to the external candidates under the law.

we can usually check them only in the competition procedure, through the documents, tests and interviews. Some of their traits that we fail to see during the procedure can emerge subsequently, leaving us pleasantly or unpleasantly surprised. The internal labor market provides the candidates with broader knowledge of the public administration and the experience acquired within the system. The internal candidates know the system, the processes and the people. If they come from the same body or even from the same organizational unit, this advantage is even more pronounced. Recruitment from the internal labor market has also advantages from the aspect of civil servants themselves. This approach enables them and their managers to better plan their careers. If, for example, we recognize managerial skills and ambitions in an employee working in our sector, we can start shaping him accordingly, so that some day, when a managerial job becomes vacant, he would make an excellent candidate.

On the other hand, the open competition is much more competitive, enabling us to make the selection from a much broader circle of candidates. And increased competitiveness usually leads to better supply and better selection. Furthermore, the open competition allows for the influx of »fresh blood« into the system.

*It is not possible to say per se that the internal procedure is better than the external or vice versa. It all depends on the assessment of the elements that are more important – reliability regarding the quality of the candidate, his/her knowledge and experience from the public administration or even from the field of work of particular body or organizational unit, or broad circle of potential candidates, increased competitiveness and having fresh blood in the organization. In our opinion, the best thing is for the legislative framework to enable the managers to decide for themselves as to which recruitment method is the most appropriate in the situation at hand.*

## **5. Internal Labor Market in Civil Service**

In the system of civil service, there can be an active workforce market that encourages internal mobility. This means that civil servants move from one job to another along horizontal and vertical lines, instead of being »stuck« in one workplace. Active internal labor market and internal mobility bring significant advantages. They enable civil servants to pursue their career, and not only in terms of promotion to more demanding jobs. A career can also be developed »horizontally«, whereby civil servants change jobs, field of work, or workplace, without advancing to higher and better paid jobs. Through horizontal mobility, civil servants acquire new knowledge, new skills, new experiences and new acquaintances.

The internal labor market and mobility have also advantages for the overall system of civil service or public administration. By moving civil servants from one workplace to another, for example from one public administration body to another, what transpires is transfer of experience, good practices and lessons learned. Civil servants can, in view of practices on



their old jobs, help upgrade the process in the new workplace, point to potential improvements to be made or prevent actions that have proven to be wrong in their old workplace.

The main factor of mobility in the internal labor market of the civil service is the organizational culture. It can be oriented towards rigid understanding of personal career (meaning that civil servants have no interest whatsoever in changing their workplace) and towards negative view of mobility (meaning that moving from one workplace to another is not deemed as a normal thing to do, but rather as something negative or at least suspicious). The managers in the public administration must encourage internal mobility and must not see it as an »escape« or »theft« of the staff, because it is beneficial for everyone in the long run.

The mechanism of internal mobility refers to consensual transfers of civil servants from one position to another within the same public administration body or to a different body. Such transfers are often the result of internal advertising that opens the competition for jobs to candidates who already have the civil servant status. The transfer or relocation of the civil servant from one body to another consequentially leads to the filling of vacancy in the other body and the vacating of the job in the first body, so basically the transfer leads to the »cascading« procedures in the filling of job vacancies. Classical transfers, when civil servants are transferred or reassigned to vacant positions through internal competitions or in other ways provided for by the regulations, are quite different from the relocation of particular job (with the civil servant) from one body to another, because of the relocation of tasks and competencies, or the relocation of the »quota« and the financial resources for the job. For this reason, we have to stress that it would be illogical to think that giving advantage to the internal transfer over recruitment from the external job market serves as an instrument of reduction in the number of employees and thus of the administration rationalization. Namely, such reduction can only take place by deciding not to fill a job vacancy. Filling a job vacancy through a transfer vacates another job, which leads us to the same situation in terms of the number of employees (unless we need the first job and do not need the second one, so we can eliminate it in the systematization after the transfer).

A significant contribution to the mobility is derived from the existence of active information system for human resources management that supports the internal labor market. Advanced information systems enable systematic recording of civil servants' competencies or even browsing the information system by civil servant of particular profile (with particular competencies). In Bosnia and Herzegovina, the HRMIS information system was put in place, but unfortunately it is not applied in the public administration bodies at all government levels.

## **6. Process of Candidate Selection in Open Competition**

We have already pointed out that the purpose of the open competition is to enable all interested candidates to compete for the job under the same conditions, to introduce competitiveness and to select the candidate that is best suited for a particular job.

In order to achieve the above goals, the competition procedure must uphold certain standards. The requirements (prerequisites) and the criteria for the selection must be determined and known in advance. The term requirement or prerequisite means a characteristic of the candidate that qualifies him for further procedure. Or, put in other words, the candidate that does not satisfy the requirements/prerequisites will be removed from the procedure and will not be eligible for the final selection phases. The requirements or prerequisites generally pertain to the admission into civil service (general requirements / prerequisites) and to the specific job (specific requirements / prerequisites). General requirements are usually defined by the law and they include candidate's citizenship, being of age and non-conviction. Sometimes they prescribe as the general requirement particular knowledge, which is then checked by testing or examination. In modern civil service systems as the general requirement they usually prescribe general knowledge of the administrative system, which is verified through the specialized exam. This is practiced by the European Commission, which tests in their open »concourse« the knowledge of the legal and institutional system of the European Union, but also writing skills and overall intelligence (through certain numerical tests).

Special requirements or prerequisites pertain to the job at hand. They usually imply a particular level (or even program) of education and formal experience, but other requirements can also be defined (a particular level of knowledge of a foreign language and so on). In the regional practice, special requirements are prescribed under the systematization and advertised at the very beginning of the competition.

We can deem the fulfillment of the requirements as the entry ticket, enabling the candidates to qualify for the competition. It is only when we get to the circle of candidates that meet the general and special requirements that the real »competing« for the job starts, where the best person should win.

The term »the best« is linked to one of the key expressions in modern human resources management – to the term of »competency«. The competencies are characteristics or qualities of individuals that are relevant to their work performance. They do not pertain solely to their technical knowledge and skills, but also to their talents, abilities, psychological traits (candidate's personality) and personal values.

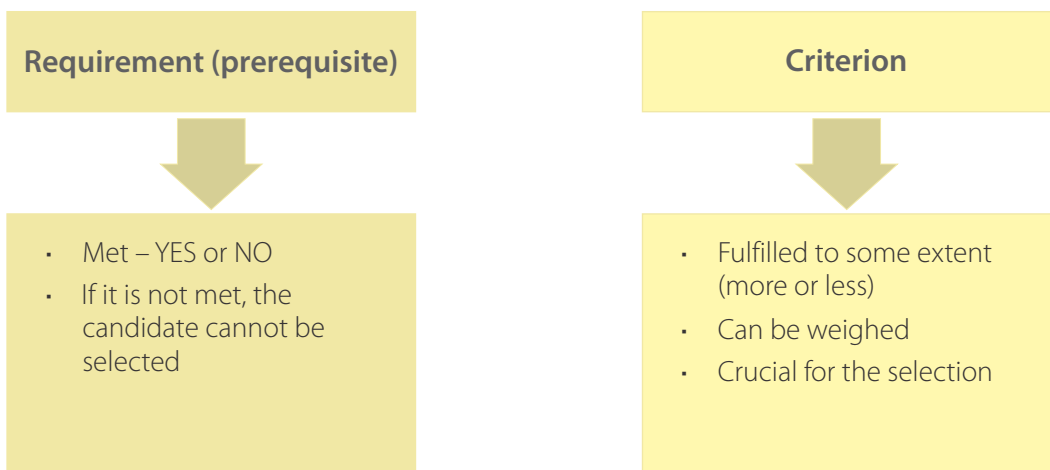
Modern organizations develop models of general competencies (those that are relevant for all jobs in the organization), and for each individual job in the job analysis and description they also define specific competencies that are needed for the efficient performance of duties and responsibilities on the job. Competencies are covered by a special chapter in this handbook, so there is no need to discuss the topic in more detail at this point. For better understanding, we can give an example of the job of »senior advisor for building permits«. For this job, other than technical knowledge (knowledge of the administrative field of the construction and of regulations in that field, knowledge of general and special

administrative procedure), it is necessary to possess communication skills, individual user orientation, high degree of integrity, ability to make decisions quickly, making logical and persuasive arguments and taking responsibility for the decisions made.

The bottom line in the process of candidate selection and the center piece of each competition procedure is to identify the competencies of candidates and to identify the candidate who matches to the largest extent the job profile, that is, the required competencies. The pre-requirements for a well conducted selection process are, firstly, that the competencies required for the job advertisement are clearly defined in advance (here, we answer the question: what kind of person do we need?) and that in the process the competencies of the candidates are effectively identified (here, we answer the question: who is the best candidate for the job vacancy?). The selection process implies the comparison of the job profile against the candidate's profile. The candidate whose set of personal competencies overlaps to the greatest extent the competencies needed for the job can be pronounced the winner, i.e. the candidate who is »the best« for the advertised job.

Only competencies are used as criteria for the selection. If human resources management in an organization is well developed, the competencies required for a particular job will cover all the bases – knowledge, abilities, skills, psychological profile, and values. In less developed systems, the focus will only be on some aspects (technical knowledge and experience in the relevant field), but, in any case, the selection will revolve around the competencies, even if we called them by different names. The competencies that we use as the selection criteria can be weighed, in view of the importance that we give to each competency, and for each or for some of them we can also identify the minimum to be achieved by the candidates to be considered for the selection process. In that case, the competency is no longer merely a criterion, but rather a requirement (prerequisite).

The difference between the requirements (prerequisites) and the criteria for a job is displayed in the following table:



Let us once again take as an example the job of the senior advisor for building permits and let us define a series of general requirements, specific requirements and competencies that will serve as the selection criteria.<sup>2</sup> General eligibility requirements that are commonly prescribed by the law at all government levels in Bosnia and Herzegovina are as follows: the BiH citizenship, being of age, non-conviction, and health certificate. Specific requirements for a particular job pertain to education level (university degree) and work experience (for example: three years of work experience on the jobs that require university education).

The list of specific competencies that are relevant for the efficient performance of duties and responsibilities on the job of senior advisor for building permits will include the following elements:

- Knowledge of the regulations in the field of construction,
- Knowledge of general and special administrative procedure,
- Skills of process management and problem solving,
- Being communicative, user oriented,
- Ability to make decisions effectively,
- Writing and arguing skills,
- Logical thinking,
- Precision,
- Personal effectiveness, and
- Integrity.

It is likely that not all enumerated competencies are equally important to us. For some of them, we will decide that a candidate with certain qualities can quickly compensate for the shortfalls through the practice on the job (this particularly applies to technical skills), and for some we will set the minimum quality that has to be fulfilled and cannot be compensated even by some exceptional other qualities.

The table below shows an example of the weighing of the criteria/competencies:

<b>CRITERION/COMPETENCY</b>	<b>WEIGHT (/1000)</b>	<b>MINIMUM (1-5)</b>
Knowledge of the regulations in the field of construction	60	3
Knowledge of general and special administrative procedure	80	3
Skills of process management and problem solving	50	3
Communication skills	90	3

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<sup>2</sup> Legal provisions are different at different levels of government, so this is illustrated as hypothetical example, not linked to any particular government level.

CRITERION/COMPETENCY	WEIGHT (/1000)	MINIMUM (1-5)
User orientation	90	3
Ability to make decisions effectively	120	3
Writing skill	100	3
Arguing skill	120	3
Logical thinking	110	3
Precision	90	3
Personal effectiveness	90	3
Integrity	YES/NO	YES

In the case at hand, we have decided to put special accent on the ability to make decisions quickly, logical thinking, the writing skill and decision arguing, as we have decided these were the most important requirements for making decisions on the requests for building permits. For all these competencies we have defined the minimum, which means that we will not select the candidate who has not demonstrated at least average skills in any one of these competencies. This means that we will not tolerate if the candidate does not know anything about the administrative procedure or if he has very bad communication skills. However, the candidate who has demonstrated average skills on some of these competencies can be selected, if the total score puts him ahead of all other candidates.

For each of the competencies, it is also necessary to establish the method of their identification – by reviewing the documents, by making inquiries with the former employers, recommendations, written test, or structured interview. Certain competencies can be set in a centralized manner, as a »model of general competencies«, and others specifically for the job at hand.

The competition procedure is usually carried out in multiple phases, with the elimination of a number of candidates in each phase. For example: in the first phase, verification is made of the fulfillment of the general and special requirements based on the documents submitted by the candidate with the application. In the second phase, administered is a written test of general knowledge and/or of logical thinking. In the third phase, the remaining candidates

that have not been eliminated in previous phases are given a written task linked to the job at hand, in order to check their ability to solve problems, their knowledge of the respective field, writing skill and communication skill. In the end, a structured interview is carried out. As we will see, the procedure in place at various government levels in Bosnia and Herzegovina, despite their differences in nuances and forms, fairly matches the described structure. We will show that based on the existing regulations, the interview provides sufficient room for good application of the criteria or competencies, provided that the competencies that will serve as the criteria are well defined in advance, that even the questions through which they will be checked are defined and that the committee members are well trained and prepared (more details in the chapter on the competencies).

The selection procedure in the open competition can be centralized, decentralized or a combination of both approaches. The centralized procedure means that the central institution for human resources management carries out the procedure and basically »serves« the selected candidates to the public administration bodies. The decentralized procedure means that each organization organizes the selections for its own needs. A combined model means that some of the tasks (usually verification of the formal requirements and general competencies) are carried out in a centralized manner, while other tasks (verification of specific competencies) are decentralized. In Bosnia and Herzegovina, the procedures are greatly centralized at all government levels, with a significant element of decentralization being the participation of representatives of the respective bodies in the selection committees.

All of the above can be applied *mutatis mutandis* on the internal competition. With regard to this competition, we should accentuate the need to simplify the procedure for the candidates. Thus, for example, it is recommended in the phase of application to the competition not to require redundant formalities (e.g. proof of non-conviction and citizenship). In this phase, it is quite sufficient to have signed statements of the candidates, and a detailed check is carried out at the end of the procedure only for the selected candidate. There is no point in complicating the procedure for a large number of candidates, with only one being selected in the end. If it turns out eventually that the candidate has not provided truthful data, he will certainly be eliminated and another candidate will be selected in his/her place. This approach can also pertain to the documents proving formal education (diplomas).

## **7. Structure at Individual Government Levels**

Civil service and human potentials management in the public administration fall under the competence of various government levels: the level of the BiH institutions, the entities (the Republika Srpska and the Federation of Bosnia and Herzegovina), the Brčko District, and the cantons in the Federation of Bosnia and Herzegovina. As we will illustrate, the systems have many common features, but they also differ in certain elements.

## 7.1 Institutions of Bosnia and Herzegovina

At the level of the institutions of Bosnia and Herzegovina, the law does not prescribe the requirements for the launching of the procedure for filling of job vacancy, but in practice it is deemed as necessary that there is a vacant job in the systematization and that budget funds have been provided for the job. A job vacancy in the civil service can be filled by transfer within the body or from another body, or through the open competition. In case of transfers to similar jobs, there is no need for the internal competition; otherwise the internal competition is warranted. The recruitment for a fixed-term is done in a decentralized manner in each body and without the competition, but it is limited in terms of both contents and time.

The internal competition is advertised by the Civil Service Agency, and the advertisement contains a description of the vacant position, a description of the type of competition, the list of the most important subject matters for the competition, the list of required documents, deadline and place for their submission, the specific academic and professional requirements for the position and other requirements that may be deemed appropriate.

The open competition is also advertised by the Civil Service Agency, on their internet page and in three national daily newspapers. The advertisement includes the same contents as the internal competition, together with the general eligibility requirements for admission into civil service. These requirements are prescribed by law: citizenship of Bosnia and Herzegovina, being of age, health certificate, not to have been dismissed from the civil service within the past three years, not having met the requirements for retirement, not to have criminal proceedings instituted against him or proceedings before the International Criminal Tribunal for the former Yugoslavia (ICTY) and not to have been convicted by the ICTY.

The selection committee is appointed by the Civil Service Agency. The committee is composed of five members, of whom three are appointed by the Agency from a special list, and two members are representatives of the institution concerned, which has the job vacancy.

The first phase of the competition procedure constitutes the »public exam«, which is devised to test general knowledge on the constitutional setup and the public administration system. It has 21 questions with answer choices. The questions are generated automatically and randomly; the candidate has successfully passed the exam if he scores a minimum of 11 out of 21 points. The second phase, which aims to test the competencies for the job at hand is called the "specialized exam", and it consists of a written and verbal part (an interview). In the written part, the candidates who have been successful in the previous phase, who fulfill all formal requirements and have submitted valid applications are given a practical task from within the respective field of work. The interview of up to 30 minutes contains the questions pertaining to candidate's knowledge, his/her ability to perform the duties and responsibilities of the job, the ability of the candidate to adapt to the changing workplace, work experience, education level and qualifications, team work, acquiring new knowledge, activities of the institution and the fields related to the job.

The candidates who have scored a minimum of 75% on the written part of the specialized exam qualify for the interview. Appointed to the position is the most successful candidate, i.e. the candidate who has scored the highest number of points on the specialized exam, combining the points of the written part and of the interview. With regard to the highest ranking managerial jobs, the list of candidates who have successfully passed the interview (i.e. who have scored a minimum of 16 out of the total of 30 points) is put together and the Council of Ministers can, upon proposal by the responsible official, appoint to the position one of the candidates from the list. This means that for the highest managerial jobs there is some room for political discretion, which can be quite justified and this approach also exists in some EU member countries (France, Germany, etc.). However, it is important for the criteria for the specialized exam for managerial positions to be sufficiently rigid so that only candidates with truly exceptional competencies can get on the list of successful candidates. One should bear in mind how important civil servants in the highest managerial positions are for good operation of the system.

The legal framework for the open competition procedure enables for the most part the application of all European principles and standards of good governance. The logic behind the procedure is that in the first phase the candidates are checked against the eligibility requirements for admission into civil service and for the particular job. The next phase pertains to the general familiarity with the constitutional order and the public administration system. The candidates must demonstrate certain level of knowledge (more than 50% of correct answers). If we put this part of the procedure under scrutiny, we could conclude that it has certain deficiencies. The standard for the »public exam« is relatively low and many candidates pass it. On the other hand, it is possible for a candidate to be eliminated, who would have demonstrated at later stages to be a good candidate for the job at hand, even though he may not have the best knowledge of the public administration.

The so-called "specialized exam", on the other hand, provides for the selection in the spirit of all modern principles of human resources management. It is possible to establish a model of general competencies at the central level and to include in the interview some questions that pertain to those competencies. It is possible for the institution to define specific competencies required for particular jobs in advance (there are no legal obstacles to having the list of required competencies incorporated in the job systematization) or for this to be done by the committee itself prior to the interview, and to insert into the written part of the exam and into the interview certain questions that can help test specific competencies.

This means that the legislation provides for the development of the model of general competencies and of competencies for particular jobs, but it does not in itself guarantee the quality of the procedure. The key component is the implementation of the specialized exam and the interview in practice, in particular the adherence to the following standards:

- The list of competencies that will serve as the criteria must be defined in advance, i.e. before doing the specialized exam. Together with the list of competencies, the weights (the respective weights of individual criteria) must be defined as well.
- Before doing the interview, the committee must define the methods for the testing of required competencies (in particular the questions to be put to the candidates) and for the evaluation.



- When doing the interview, the committee must adhere to the defined criteria (competencies), the list of questions and the methods of evaluation.
- The committee must select the candidate who matches the defined criteria to the greatest extent (the candidate who has scored the highest number of points based on the criteria – competencies established in advance).
- The Civil Service Agency must encourage the application of the said principles through their instructions, the development of the methodology for general and specific competencies, handbooks, training, etc.

We can conclude that the legislation at the level of the BiH institutions enables the application of modern principles of human resources management and the compliance with the principles of public administration developed within the European Administrative Space. This space exists both for the Agency and for the individual institutions. The legislation can be further enhanced, but it does not create any obstacles. The biggest challenge is the application of the legislation in practice. Namely, the legislation per se is no guarantee; it is important for it to be implemented in the way that adheres to modern European principles and standards.

## **7.2 Federation of Bosnia and Herzegovina**

The Law on Civil Service of the Federation of Bosnia and Herzegovina prescribes in Article 3 that the recruitment and the professional career advancement of civil servants is based upon open competition and professional merit.

Similarly to the level of the BiH institutions, the requirements for the launching of the procedure for filling of job vacancies are not prescribed; however it is deemed in practice that there should be a vacant position under the systematization and that budget funds are secured to fill the position.

Job vacancies are filled through internal transfers or relocations of civil servants within the internal labor market without internal competitions. Similarly to the level of the BiH institutions, transfers without internal competitions are permitted only for the same or similar positions (the same level of required education and job complexity).

The general eligibility requirements for the civil service are practically identical to those at the level of the BiH institutions (Article 35 of the Law on Civil Servants and Employees in Civil Service Bodies in the Federation of Bosnia and Herzegovina), with this law setting an additional requirement of the minimum education level (university degree, level VII).

The open competition consists of the general exam and specialized exam. The general exam involves the testing of the knowledge about the constitutional system and the public administration system and it corresponds to the »public exam« at the level of the BiH institutions. The exam comprises the questions with answer choices. In order to pass, the candidate must correctly answer a minimum of 28 out of the total of 42 questions (two thirds).

The second part of the competition procedure is the »specialized exam«, which pertains to the competencies that are needed for a particular position. The Decree on Conditions, Methods and Program for General Exam and Specialized Exam Taken by Candidates for Civil Service in the

Federation of Bosnia and Herzegovina stipulates in Article 18(2) that »the objective of the specialized exam (...) is to test the capacity of the candidate to work on a particular job for which he applied«. The composition of the selection committee in charge of the specialized exam procedure is different from the setup at the level of the BiH institutions – namely, the committee is composed of three members from the respective public administration body and two members from the Agency list. This means that the body itself has a stronger role in the selection process.

The first part of the specialized exam is the part in writing. Unlike the institutions of BiH, the written part of the specialized exam is yet another test with answer choices (10 questions, or in case of managerial positions, 14 questions), and not a written task pertaining to the duties and responsibilities of the job. The criterion for the passing rate is 70%. The second part is the interview, which aims to test »the level of knowledge and competencies, ability to adapt to the changing workplace«, and the questions can also pertain to the information in the application (work experience, qualifications, etc.). The Decree limits the interview to 30 minutes.

Unlike the setup at the level of the BiH institutions, in the Federation there is no obligation on the part of the manager or the Council of Ministers to appoint to the position the candidate with the highest score; any candidate from the list of successful candidates can be appointed (successful candidates are all candidates who have scored on average a minimum of 70% in both the written part of the specialized exam and in the interview) and upon the prior opinion obtained from the Civil Service Agency. The manager can even appoint a special committee to administer an additional interview with the successful candidates.

A comparison between the legislation on the competition procedure at the level of the BiH institutions and the respective legislation at the level of the Federation of Bosnia and Herzegovina indicates that there are some important differences. In the Federation, the public administration body has a stronger role in the selection committee, which can be understood as a welcome decentralization. On the other hand, the written part of the specialized exam is undoubtedly better devised at the level of the BiH institutions. Putting a concrete task related to the job for which the competition is opened is a much better test of relevant competencies than the questions with answer choices. Furthermore, from the aspect of the European principles and standards of public administration, the right to appoint to the position any candidate who has scored a minimum of 70% of the points on the specialized exam is very questionable. This degrades the role of the selection committee and raises the issue as to what additional criteria can be taken into consideration within the specialized exam itself, in particular when we take into account that the representatives of the respective public administration body even constitute the majority in the committee. If additional criteria need to be defined and additional tests performed, why not do so during the competition procedure itself? The law even provides for the possibility for the manager to appoint a special committee (!) to conduct an additional interview. The regulations warrant criticism in this regard, which is mitigated by the fact that in practice in most cases the managers do appoint the candidate with the best results.

Despite criticism, the current legislation, similarly to the level of the BiH institutions, does enable the application of modern principles and standards of human resources management. The biggest room for maneuvering to ensure a good selection process is in the interview. The legislation provides for the definition of the required competencies (general and specific) as the

selection criteria in advance, and also of the methods (questions) for their verification, and for the selection to be made by applying the same criteria defined in advance. Provided that the legislation is implemented in practice accordingly and that the candidate who has scored the best result is appointed, we can talk about the compliance with the standards of modern human resources management and the European principles of public administration. As we have seen, the legal regime does not at all guarantee it, but it does not prevent it either.

### **7.3 Republika Srpska**

The general eligibility requirements for the civil service are the citizenship of the Republika Srpska or of Bosnia and Herzegovina, being of age, health certificate, for the candidate not to have been sentenced for criminal offense to unsuspended sentence of imprisonment of at least six months or for criminal offense that renders him unfit to perform duties and responsibilities in the public administration bodies of the RS and not to have been dismissed from a public administration body as a result of disciplinary measure at any government level in Bosnia and Herzegovina in the three years prior to the competition advertisement. The legislation prescribes as special requirements adequate education level, having passed the professional exam for working in the public administration bodies of the RS and work experience in the required educational level.

Article 29(2) of the Law provides for the principle that "during the recruitment for public administration body of the RS, all civil servant jobs will be available to candidates under the same conditions".

Unlike the setup at the level of the BiH institutions and in the Federation of BiH, there are regulations in place in the Republika Srpska pertaining to the launching of the procedure for the filling of vacancies. Article 30 of the Law prescribes: "For the recruitment and the filling of vacancies it is necessary that the job is systemized under the Rulebook and that it is in harmonization with the staff plan of the public administration body of the RS for the current year".

The methods for the filling of vacancies are primarily internal and open competition, and there is also the possibility for the promotion of civil servants to higher positions without internal competitions under certain conditions defined by the bylaw (Rulebook on Procedure for Evaluation and Advancement of Civil Servants and Employees). It is not clearly defined whether and to which extent it is possible to fill positions by reassigning civil servants within the internal labor market, without internal competitions. We believe that Article 48 of the Law does not provide a clear answer to this question. In paragraph 1, this Article prescribes that "civil servants may be permanently reassigned without their consent within the same public administration body of the RS to the jobs that correspond to their education level if this is warranted by new organizational structure or rationalization of work". Also, paragraph 2 of the same Article reads that "upon a written agreement between the managers of public administration bodies, civil servants may be permanently reassigned with their consent to another body of the RS if in the same body there are no vacancies that correspond to their education level". Given that special requirements are prescribed for the promotion to higher positions, we can conclude that the possibility for reassignments with the consent of civil servants and without the competition . pertains only to the same level job transfers. Another question that remains open is why civil

servants should not be able to be voluntarily reassigned to another body if there are vacant positions in the body where they currently work. Such a limitation smothers internal mobility with no reason. The provisions on the methods for the filling of vacancies require amendments to ensure more clarity, transparency and stimulation of the internal labor market.

Article 34(7) of the Law prescribes that »the recruitment process for civil servants encompasses checking out whether the open competition requirements have been fulfilled and administering admission interview with the candidates«. In other words, this means that all candidates who (with the fulfillment of other general requirements, such as being of age, citizenship and non-convictions) pass the specialized exam qualify for the interview. The specialized exam consists of the written and verbal part, and it can also be taken by the interns and other candidates, but only by those who already have some (minimum) working experience. The written part of the exam involves doing a practical task, while the verbal part is done in front of the selection committee, and it pertains to the candidate's knowledge of the constitutional regime and the public administration system.

Article 17 of the Rulebook on Rules and Procedures for Open Competition for Recruitment of Civil Servants stipulates that the admission interview involves individual talks with the candidates, based on which the committee assesses the competency of the candidate to work on a particular job to which the competition refers, general commitment of the candidate to the serving in public administration bodies of the RS, his/her overall expertise and abilities, as well as his/her organizational and performance skills for the job. The interview may last no more than one hour (unlike the BiH institutions and the Federation, where the interview is rigidly limited to 30 minutes). The committee distributes the list of successful candidates to the Civil Service Agency, and the Agency proposes the appointment of the most successful candidate.

The legislation pertaining to the selection procedure in the Republika Srpska differs from the setup at the level of the BiH institutions and in the Federation of Bosnia and Herzegovina in some important elements. Firstly, all candidates who (together with the fulfillment of the general, formal requirements) pass the general and specialized exam qualify directly for the admission interview (while, as we have seen, at the level of the BiH institutions and in the Federation of Bosnia and Herzegovina, competing for the particular job after taking the general exam involves a written and verbal part, and the written part is a filter through which only a number of candidates pass). Secondly, the Republika Srpska does not use tests with answer choices in any of the phases of the competition procedure. Thirdly, unlike the Federation of Bosnia and Herzegovina (and similarly to the level of the BiH institutions), appointed is the most successful candidate, while other successful candidates are taken into consideration only if the most successful candidate does not start working in the civil service for any reason.

We can also say about the legislation in the Republika Srpska that, through the interview, it enables the application of modern approaches to human resources management and the European principles and standards of public administration, of course, provided that the interview is conducted upon certain criteria (the required competencies) that are established in advance and that those criteria are abided by in the procedure. Even though there is room for improvement of the applicable legislation, it does open the possibility for the development of models of general and specific competencies and the selection of candidates strictly upon such established criteria – competencies.

We should mention another interesting aspect of the legislation in the Republika Srpska. Unlike the setup at the level of the BiH institutions and in the FBiH (and in the neighboring countries), in the Republika Srpska there are also rules for the recruitment of employees - technical and administrative staff (Decree on Unique Rules and Procedures for Open Competition for Recruitment of Technical and Administrative Staff). The Decree envisages the implementation of the procedure of »open competing« (a procedure in essence similar to the open competition), which is conducted at the level of administrative bodies (without the participation of the Civil Service Agency, thus in a decentralized manner), and unlike the civil service open competition, non-selected candidates do not have the right to appeal. The introduction of the rules for the recruitment of technical and administrative staff is certainly welcome, because there are similarities between civil servants and technical and administrative staff in some key aspects (working in the public interest, earning income from the public funds). Although the European principles of public administration do not include the status and the rights of the technical and administrative staff, we could find plenty of arguments for the adherence to the principle of merit-based recruitment and equal opportunity to get the job under the same conditions also when it comes to the jobs of technical and administrative staff. In this regard, the legislation of the Republika Srpska is among the most advanced legislations in the region.

#### **7.4 Distrikt Brčko**

The public administration of the Brčko District, due to relatively small proportions, has a much simpler organization. The subdivision for human resources is in charge of the human resources and a permanent body – Recruitment Committee, has been established for the needs of the recruitment and selection. The Committee comprises three members, who are appointed by the mayor for the tenure of four years upon open competition from the list of successful candidates proposed by a special commission.

The general requirements for the recruitment into civil service are similar to those at the level of the BiH institutions (Article 23(3) of the Law on Civil Service in Public Administration Bodies in Brčko District of Bosnia and Herzegovina), while special requirements are determined under the »organizational plan« of public administration bodies, which has the same significance as the job systematization at other government levels. It is worth noting that the requirement for the admission into civil service is having passed the exam for working in the public administration; however, the selected candidate can meet this requirement even after the employment, within six months (something like the practice in Slovenia). To conduct the selection procedure for specific vacancies a three-member committee is formed, appointed by the mayor. One member is appointed from the Recruitment Committee, and two from the body which has advertised the vacancy. One of the committee members must be the immediate supervisor (we can welcome this solution as good practice and recommend it to other government levels).

Vacancies for civil servants or employees are filled based on professional competencies through open competitions, reflecting the population composition (Article 33 of the Law). Competitions are advertised upon the recruitment plan, which is prepared for each public administration body by the manager of the respective public administration body if in the course of the year a vacancy emerges (Article 34). The requirements for the launching of the procedure are the following: that the job is identified in the organizational plan, that the job is vacant and that there

are funds approved in the budget for the salaries and contributions of the civil servant or employee. The procedure can also be launched if the job is not yet vacant, but it is expected to be; however, in that case the working relation can only be conceived after the job becomes vacant (a very practical solution that can serve as good practice).

The open competition consists of the written test (75%) and the interview (25%). Potential questions (with answer choices) for the test are submitted by the public administration bodies for their respective areas of competencies, and all questions are published on the web pages.

Even though the interview carries only 25% of the results, it is regulated in great detail under the Rulebook on Recruitment. The verbal interview aims to assess the level of candidate's knowledge and to this end, the questions asked pertain to: the field of the public administration and institutional competences, knowledge, abilities and skills of the candidates to adjust to new environment and circumstances, description of the duties, tasks and responsibilities, as well as certain competencies regarding the performance of duties and responsibilities of the job for which the candidate has applied. In Article 20(3), enumerated are the questions that pertain to numerous competencies beyond the classical test of knowledge from within the field of work. These are questions that regard motivation, working under pressure, decision making, etc. The commission grades the knowledge and many other criteria (willingness to engage in active learning, problem solving skill, communication and self-confidence, flexibility, analytical skills, etc.). The Rulebook is basically a sophisticated set of instructions on how to check the competencies. Potential criticism of the Rulebook is that, concerning the competencies, it puts all jobs in the same basket. It would be more purposeful if the list of the criteria (competencies) were adjusted to the job at hand, i.e. if the criteria were adequately weighted. Another criticism, closely connected to the previous one, pertains to the fact that there is no obligation to determine the necessary competencies for each job at hand. But, in any case, the Rulebook on Recruitment of the Brčko District of Bosnia and Herzegovina is a step toward modern human resources management.

Yet another criticism that we can direct at the competition system in Brčko is the ratio of the importance given to the written test (using the system of a/b/c/d questions) and the interview. Given that the interview is regulated in great detail and that key competencies are being checked at the interview, it is not clear why the interview carries only 25% of the total points.

At the end of the competition procedure, the commission compiles the list of five most successful candidates and submits it to the Recruitment Committee, and having made additional checks, the Committee forwards it to the Mayor. In principle, the most successful candidate is appointed, unless, in view of the population composition, it is necessary to appoint a candidate of different ethnicity.

## **8. Critical assessment of the legislation concerning the selection of civil servants at all government levels in BiH from the aspect of the European principles of public administration and modern standards of human resources management**

As we have demonstrated in Section 7, the legislation at all government levels in Bosnia and Herzegovina facilitates, but does not in itself guarantee, the application of the European principles of public administration and the standards of modern human resources management. The systems at all government levels have some common elements. The procedure for the open competition envisages the testing of general knowledge and the knowledge needed for the job at hand (although not at the same procedural phases). All systems, except for the Republika Srpska, involve written tests of general knowledge of the constitutional order and the public administration system with answer choices. All systems envisage the interview, which enables the testing of general and special competencies. The Brčko District has gone a step further and included into the Rulebook on Recruitment detailed instructions to the selection committee, which take into consideration the importance of the competencies in the broadest sense of the word.

We can label the current systems at all government levels in Bosnia and Herzegovina as position systems, because the open competition can be advertised for each job. Still, the systems have some elements of the career systems: the option of internal competition and promotion to higher positions without the competition, specialized exam that tests the knowledge of the public administration system, certain (although not crucial) factual advantage of internal candidates in all phases of the procedure.

At the level of the BiH institutions and in the Republika Srpska, the managers are under the obligation to appoint to the position the most successful candidate, and in the Federation of Bosnia and Herzegovina this obligation does not exist. The setup in the Federation for this reason deserves serious criticism and opens a series of questions, such as: which criteria cannot be included in the competition procedure? What is the point of appointment of additional committee by the manager? Even in Brčko, the Mayor can appoint a candidate who was not the first on the list of successful candidates, but only on ethnic grounds.

Overall assessment of the legislations at all government levels can be deemed as positive, with certain criticisms, reservations and recommendations for their improvement. An undisputed quality of the current legislations is the system of »cascade elimination«, i.e. of »filters« that enable the number of candidates to decrease, so that only the shortlisted competent candidates participate in the interview (this is where the requirements for the so-called specialized exams could be made even stricter). We would recommend to all government levels to include certain additional standards in the procedure for the open (and internal) competition. A regulation (whether law or bylaw) could prescribe the obligation to:

- Determine competencies as the main criteria for the selection of civil servants,
- Define the framework of general competencies that apply to all jobs in a centralized manner, at the level of central units for human resources management (agencies) or governments/council of ministers,

- Define the required competencies for specific jobs in public administration bodies in accordance with the recommendations and methodology to be developed by the central agencies,
- Weight the competencies as the selection criteria in relation to their significance for a particular job,
- Define the methods of identification and assessment of the competencies through written tests and the interview,
- Facilitate the training for the committee members, with particular accent to the identification and recognition of competencies and administration of the interview,
- Simplify the procedures for the candidates as much as possible (for example, to follow the good practices at some government levels by not requiring proofs of the requirement fulfillment from all candidates, but rather the fulfillment of the requirements is checked only in the end for the selected candidate, by submitting evidence or by checking official records).

In any case, the current legislations enable full application of the competency model, but it is not systematically envisaged. The institutions or bodies that want to follow modern principles and standards can do so, but it is certainly recommendable, taking into account the legal tradition in BiH, for those principles and standards to be prescribed as mandatory and for the central agencies to assume the leading role in further development towards the modernization of the recruitment procedures.

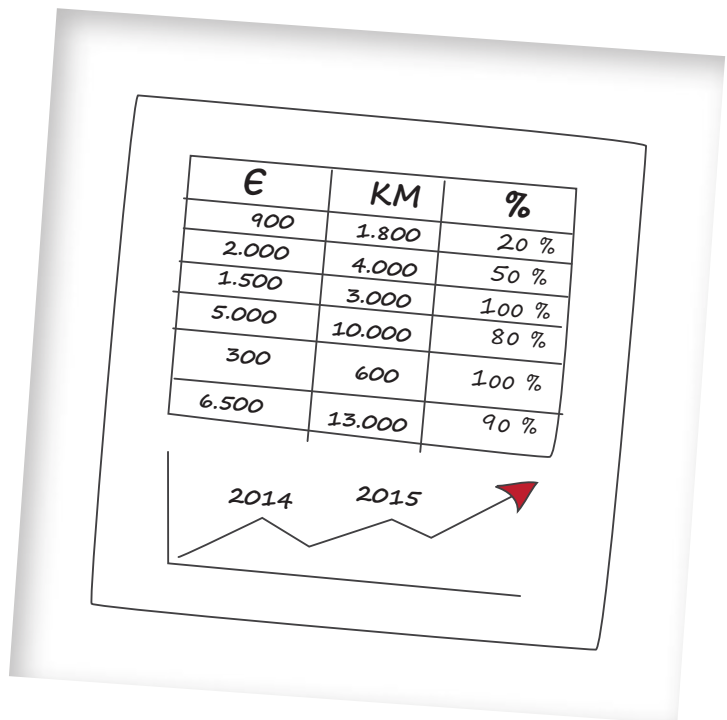
In the end, we want to emphasize one of the most important elements of the process of the selection of civil servants: the selection of civil servants for the highest managerial positions. While in the Republika Srpska the selection process does not involve any particularities, at the level of the BiH institutions there is room for maneuvering for the purpose of political discretion and compliance with adequate ethnic structure. In the Brčko District, the same rules apply for the highest managerial positions as for everyone else, which essentially means that the first ranking candidate can be substituted due to ethnic structure. In the Federation of BiH, discretion is incorporated into the selection process for all jobs, not only for the highest managerial positions.

When it comes to the highest managerial positions, some discretion on the part of the political management (ministers or the government/council of ministers) is not in contravention of the European standards. Some countries (Germany, France, Slovenia) have such discretion incorporated into their models (in France, for civil servants at the highest managerial positions they even use the term »fonctionnaires a la discretion du gouvernement«, which means civil servants at government discretion). However, what does constitute a European standard is the requirement for the candidates who get on the list of shortlisted candidates from which the selection is made to meet high standards of competencies (subject-matter and managerial knowledge, skills, abilities, experience, integrity, and so on). The quality of the public administration should be built from the top. For this reason, at all government levels in BiH special attention should be paid to the building of high standards (competency models) and methods for candidate testing for the highest managerial positions and these standards should be strictly complied with. If this requirement is met, then even the introduction of some degree of political discretion should not be a problem.



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# Analytical job assessment and job analysis



analysis →



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## 1) Job analysis

### 1. Introduction

Job analysis is a process which includes collection and analysis of information about work posts with the primary aim to prepare high-quality job descriptions. Information is collected within the job analysis in order to define the purpose of a particular job within the organisation, main tasks and responsibilities, as well as education level, experience and skills (competences) required to perform tasks and responsibilities at that particular job.

Job analysis represents the basis for other processes in the human potential management, such as:

- human potential management (defining the future requirements for the job);
- recruitment and selection (preparing the specification, i.e. the knowledge and skills which will serve as the basis for selection);
- performance appraisal (defining those factors which will be taken into account when determining the objectives and additional skills which can be considered within the performance appraisal);
- human potential development (providing information about the knowledge and skills which are necessary for the work performed at different jobs and which should be covered by training);
- development and maintenance of a computerised information system for human potential management (indicating what should be registered in the data base).

The process of job analysis comprises two main phases:

- data collection and
- preparation of a job description.

The main result of the job analysis is a high-quality job description which entirely matches the activities performed at the job and ensuing results, i.e. which identifies the future requirements and needs in terms of tasks, duties and responsibilities, if it is a new job.

The objective of this section is to determine clear rules for job analysis, i.e. how to conduct data collection and prepare job descriptions which will serve as a reliable basis for other functions of human potential management within the civil service structures in BiH.

## **2. Data Collection**

Data collection is the first phase in job analysis and it includes collection of different types of information pertaining to the job being analysed. The information can be obtained by analysing the existing job description in the rulebook on internal organisation, organisational charts and different procedures or instructions concerning the job. In addition to analysing different documents, information about the job is obtained primarily from the employee at the job, i.e. from the civil servant who performs tasks at a given job and if necessary from his immediate supervisor.

Data collection, as well as other phases of job analysis, should be performed by the job analyst, i.e. employee who works on human potential management and/or other employee determined by the secretary of the public administration body, i.e. head of the public administration body. Job analyst collects all information relevant for performance of tasks and responsibilities at a specific job (information about internal organisation of the public administration body, existing job description in the rulebook on internal organisation, organisational charts, etc.) and conducts an interview with the civil servant who works at the job on the basis of the job analysis questionnaire contained in the Annex I of this Chapter.

## **3. Preparation of Job Descriptions**

### **3.1. New Job Description Form**

Result of job analysis is a job description. Job descriptions should be made based on the data collected in the process of job analysis, i.e. on the comparison of such data with the existing job description. The analysis is also used to check the accuracy of the existing job descriptions.

New trends in human potential development require such job descriptions which will provide sufficient information about the job. In addition to the technical information about the job (e.g. work post title, organisational unit, number of positions), it is necessary to clearly specify the purpose of the job and description of tasks on that particular job indicating concrete results, as well as the percentage of time necessary for their completion. The job description should contain detailed information about a technical profile of the incumbent, specifying the education level and work experience required, as well as necessary professional knowledge and competences (knowledge, skills and personal characteristics) of the incumbent necessary to perform tasks at a given job. In the end, the job description should also contain the title/category of the work post, as the result of the analytical job assessment, which will be in more detail discussed in the next chapter. The new form for the job description is contained in the Annex 2 of this Chapter.

### 3.2. Job Description Criteria

All areas falling under the competence of a public administration body should primarily be reflected in the competences of organisational units and further on, in job descriptions for all work posts in the public administration body. All job descriptions should be written using the standard format containing all the elements defined in the Annex 2 of this Chapter.

**Purpose of work post** is a brief description why the work post exists (what the incumbent is expected to do and why). It is desirable to define the purpose in one sentence (usually up to 40 words). When defining the purpose, it is necessary to consider the following:

- which part of the competences of the public administration body/organisational unit is performed through this work post (from the rulebook on internal organisation of work posts, i.e. organisational charts);
- what is the contribution of this work post to the objectives of the organisational unit which makes it specific compared to other work posts;
- how to, in one sentence, summarise the overall responsibility at the work post.

**Description of tasks and responsibilities** should be in compliance with the purpose of the work post. Each job should represent a separate area in which results must be achieved in order to fulfil the purpose of the job (what is it that the public administration body expects from a particular job). Both the theory and practice showed that the majority of jobs include 5 to 9 specific tasks and responsibilities. Should there be less than 5 tasks, it can be assumed that something was left out, if there are more than nine tasks, it can be assumed that the individual activities were included in the list.

When defining the tasks and responsibilities, it is necessary to pay attention to the main characteristics, as follows:

- all tasks and responsibilities should in a realistic manner present the key results expected from the employee at a given job;
- each job should be different from another and represent a specific area in which results should be achieved;
- each of the jobs should be focused on what is required and not how it will be done;
- the tasks should be prioritised, starting from the most important ones to achieve the purpose of the job, i.e. in accordance with the percentage of the time necessary for their execution;
- the tasks should be defined in a manner to be measurable.

Each of the tasks should be defined in line with the principle that “something needs to be done in order to achieve a certain result or standard”. It is desirable that the description of tasks begins with the words such as: preparing, creating, planning, organising, testing, maintaining, developing, supervising, providing, etc.

Percentage of workload for each of the tasks and responsibilities should refer to a regular time period of twelve months. This information will help to categorise all jobs based on the most important and frequent tasks performed at a given job.

**Contacts** are to specify the main internal and external contacts of the incumbent at a given job and their purpose and frequency.

**Requirements for a work post include:** education level, work experience, professional knowledge and skills and competences. In addition to the elements of the description which should specify the education level and relevant work experience, professional knowledge and skills (such as, for example, knowledge of a specific field pertaining to the work post, knowledge of foreign languages, knowledge in a specific field of expertise proved by certification, etc.), this part of the job description should also provide an answer to the question which competences – knowledge, competences (skills) and behaviour - are necessary in order to perform the job efficiently. The list of competences for jobs in civil service and their in-depth explanation are contained in the chapter on the use of Competency Frame and in the questionnaire for job analysis in the Annex I to this Chapter.

**Category/position of a work post** is determined following the analytical assessment for a given work post, as described in the next chapter dealing with the analytical job assessment.

### 3.3. Drafting Job Description

Based on the data collected and interview with the civil servant at a given work post, as specified in the chapter above, a job analyst will prepare a draft job description using a new job description form. In bodies which have high number of employees draft job description can be prepared by a civil servant or an employee which is in charge of managing of internal organisational unit or other person determined by the head of a body.

Having drafted the job description, a job analyst will send the draft job description to the person whose job is analysed for comments and afterwards, she/he should once more analyse the content of the described tasks and responsibilities and analyse described tasks and responsibilities from the perspective of internal environment, competences and goals of the public administration body in order to establish that all described elements of a given work post are mutually compliant. Should it be established that some of the elements are not mutually harmonised, a job analyst has to consult the head of the organisational unit where the work post is situated and, if necessary, with the secretary of the public administration body.

After consultations, a job analyst will make an analytical assessment of the work post in order to establish the position/category into which the work post is categorised. The process of categorisation is done on the basis of the established methodology for analytical job assessment, which will be in more detail discussed in the next chapter. After the analytical assessment, a job analyst will make the final job description and title of the work post into which the job is classified. The final job description is delivered to the secretary of the public administration body, i.e. other responsible person determined by the head of the public administration body for approval. Having obtained the approval relevant parts of the job description will be integrated into the rulebook on internal organisation of work posts.

#### **4. Conclusion**

Job analysis is a modern instrument representing the basis for all other processes in the human potential management. A successful job analysis provides a precise method to determine the purpose, tasks and responsibilities and requirements for a work post in a new comprehensive job description format, which will represent an excellent basis for planning of human resources and recruitment, as well as for analytical job assessment, performance appraisal and development of human potentials. Having in mind the significance of job analysis in the system of human potential management, it is necessary to particularly pay attention to this instrument and introduce it in all public administration bodies and institutions within the civil service/public administration system in Bosnia and Herzegovina.

## Annex 1

### JOB ANALYSIS QUESTIONNAIRE

The information collected through this questionnaire will primarily be used for the development of improved job descriptions in (name of the institution). Please, prior to answering the questions, carefully read the instructions.

#### 1. MAIN INFORMATION

Institution	
Sector	
Organisational unit	
Work post title	
Number of staff	
Number of targeted staff	

#### INFORMATION ABOUT THE RESPONDENT

Name and surname:	
Title of immediate supervisory work post:	
Title and number of subordinated work posts and staff members:	

#### 2. JOB PURPOSE

Please describe as briefly as possible the purpose of the job you perform.

This information should clarify why the work post exists (what is its main purpose) and its relevance for the institution. What is the end result expected from the job? Do not describe how you perform your work obligations. A typical formulation of the job purpose is: The substance of this work post is to (provide, contribute, etc.) WHAT? (e.g. efficient and timely analysis of the legal framework) with the aim to WHAT (e.g. fulfil the requirements of the institution in the EU integration process)?



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### 3. DESCRIPTION OF TASKS AND RESPONSIBILITIES

In this part, you are expected to identify the main tasks and responsibilities, i.e. duties at your work post. Do not explain how you perform your tasks, only specify which tasks you perform. Rank them in accordance with the percentage of workload at the annual level (the sum of all percentages should always be 100). The higher number of tasks and responsibilities does not necessarily imply the higher complexity of the job.

Try to connect each task with a particular result or output (e.g. data collection and analysis for the purpose of production of reports, etc.).

You can also specify the level of decision-making (independent decisions or provision of information/opinion on the basis of which other staff members make decisions).

Tasks and responsibilities	Percentage of workload (your estimate on annual level)

### 4. CONTACTS

Please describe the frequency and purpose of key contacts which you make working on this work post (within and outside the institution).

Internal contacts – within the institution:		
Name of the organisational unit you have contact with	Purpose of the contact	Frequency (daily, weekly, monthly)

External contacts:		
Name of the institutions/ organisations you have contact with	Purpose of the contact	Frequency (daily, weekly, monthly)

**5. REQUIREMENTS (EDUCATION LEVEL, WORK EXPERIENCE, PROFESSIONAL KNOWLEDGE AND SKILLS, AND COMPETENCES)**

Based on your experience and knowledge concerning the requirements for this work post, please give your opinion as to which staff member profile would best fit this work post taking into account the following categories:

- a) education (education level, specialisation) and work experience
- b) professional knowledge and skills
- c) competences

Please note that, in this part, the respondent does not necessarily have to confirm what is specified in the rulebook on internal organisation of work posts, i.e. organisational charts, because the purpose of this question is to more realistically specify the requirements for the profile for this work post.

Required degree, type and work experience	
Required professional knowledge and skills	
Required certificates for professional knowledge	

The text below contains the list of competences as specified in the Competency Framework to more specifically determine the profile of the incumbent. Please circle those competences (knowledge, capacities/skills, behaviour) which you find to be of the highest relevance for performance of tasks at your work post.

Please make sure you circle up to 6 competences.

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## COMPETENCES FOR ALL CIVIL SERVANTS

### 1.0. Professional development and integrity

- 1.1. Continuous development of knowledge and skills necessary to perform the job
- 1.2. Commitment to personal and professional development
- 1.3. Knowledge dissemination
- 1.4. Integrity

### 2.0. Initiative, change, problem solving

- 2.1. Initiative
- 2.2. Innovations (develops new ideas to solve work related problems and improve work processes)
- 2.3. Creativity (questioning conventional approaches to work)
- 2.4. Ability to solve problems
- 2.5. Ability to address difficult and complex challenges
- 2.6. Assisting others in accepting changes

### 3.0. Team Work

- 3.1. Building constructive working relations
- 3.2. Promotion of team work
- 3.3. Provision of assistance to others in resolution of conflict situations
- 3.4. Respect for different viewpoints and acceptance of differences
- 3.5. Ability of a team work with employees from other organisational units (within and outside the public administration body)

### 4.0. Communication

- 4.1. Tactfulness
- 4.2. Ability to clearly convey ideas, facts and instructions
- 4.3. Active listening
- 4.4. Encouragement of others to provide feedback
- 4.5. Adjustment of communication style to the audience
- 4.6. Efficient participation in meetings

### 5.0. Personal effectiveness and results orientation

- 5.1. Focus on results and expected outcomes
- 5.2. Ensuring satisfaction of citizens with the provision of services
- 5.3. Attention to detail
- 5.4. Efficient and effective time management and management of resources
- 5.5. Efficient decision-making
- 5.6. Analytical thinking
- 5.7. Keeping composure in stressful situations

## **COMPETENCES FOR MANAGERIAL CIVIL SERVANTS**

### **6.0. Leadership skills**

- 6.1. Ability to translate strategic objectives in daily tasks
- 6.2. Development of a positive working environment
- 6.3. Skills necessary to define objectives
- 6.4. Efficient delegation of tasks
- 6.5. Motivation of employees
- 6.6. Leading by example

### **7.0. Planning and organisation**

- 7.1. Efficient planning
- 7.2. Planning of work of a group of employees
- 7.3. Supervising the work and results of employees
- 7.4. Ability to manage risks (risk assessment and establishment of realistic risk management plans)
- 7.5. Ensuring that deadlines are met

### **8.0. Developing employees**

- 8.1. Identification of training needs in employees
- 8.2. Recognition and development of employees' potential
- 8.3. Coaching (detailed coaching of employees with the aim to increase efficiency)

### **9.0. Strategic direction**

- 9.1. Strategic planning
- 9.2. Monitoring of implementation of strategic plans
- 9.3. Management of resources necessary to achieve strategic objectives
- 9.4. Taking responsibility for ensuring the strategic objectives are met
- 9.5. Building an effective managerial team

## 6. COMMENTS AND RECOMMENDATIONS

This point is intended for comments and recommendations by the employee concerning his/her work post. Comments/recommendations can refer to any aspect of work, including the problems pertaining to the tasks and responsibilities. It does not mean that every employee has comments or recommendations but if the employee has them, it is important that such comments or recommendations are given in order to improve the job description.

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Date:	
Name of the employee who conducted the interview:	
Signature of the interviewee :	

## Annex 2 : New Job Description Form

### Job Description

#### 1. Main information about the work post

*Institution:*

*Title of work post:*

*Sector/department/service:*

*No of staff/number of targeted staff:*

*Title of immediate supervisory work post:*

*Title and number of directly subordinated work posts and staff members:*

#### 2. Purpose of work post

#### 3. Work post description

Tasks and responsibilities	Percentage of workload

#### 4. Key contacts

## 5. Requirements for the work post

Required education degree and work experience	
Required professional knowledge and skills	
Required competences	

6. Category/position the work post is categorised into \_\_\_\_\_

7. Signature of the work post analyst \_\_\_\_\_

8. Signature of the Secretary of the Ministry  
or other responsible person \_\_\_\_\_

9. Date \_\_\_\_\_

## Annex 3 : Sample job description in a new form

### Job Description

#### 1. Main information about the work post

<i>Institution:</i>	Ministry of Labour
<i>Title of work post:</i>	Head of Labour Inspection Section
<i>Sector/department/service:</i>	Labour Inspection Section
<i>No of staff/number of targeted staff:</i>	1/1
<i>Title of immediate supervisory work post:</i>	Assistant Director – Chief Labour Inspector
<i>Title and number of directly subordinated work posts and staff members:</i>	13 labour inspectors

#### 2. Purpose of work post

Managing the Labour Inspection Section within the Department with the aim of efficient performance of inspection controls in the field of labour and work protection.

#### 3. Work post description

Tasks and responsibilities	Percentage of workload
Conducting complex inspection controls, producing minutes, decisions and misdemeanour warrants in accordance with the control performed	30%
Cooperation with the chief inspector on preparation of inspection plans on monthly and annual level	20%
Cooperation with heads of field offices concerning the implementation and monitoring of implementation of the inspection operational plans	20%
Managing the Section, supervision of the work of inspectors and reporting to the Assistant Director on conducted inspection controls	10%
Entry of data into the IT system and production of reports on inspection controls conducted	10%
Monitoring of regulations in the field of labour and work protection and harmonising best practices in the inspection	10%

#### 4. Key contacts

Daily internal contacts with heads of field offices and chief inspector concerning the planning of implementation of inspection activities. Regular contacts with local labour inspectors with the aim of adequate delegation of tasks. Contacts on a weekly level with the Ministry of Labour, administrative inspectors, police, ombudsman in order to exchange information with the aim of a more efficient control.



## 5. Requirements for the work post (education level, work experience, professional knowledge and skills, and competences):

Required education degree and work experience	University degree – level VII, faculty of economics or law, 3 years of work experience in the field of inspection control
Required professional knowledge and skills	Law on Administrative Procedure, Labour Law, Law on Inspections, Law on Work Protection and other regulations, coordination of ideas and resources necessary to achieve the objectives, data analysis, making conclusions and resolving problems
Required competences	Communication, management, continued development, tactfulness, strategic planning and decision-making

## 6. Category/position the work post is categorised into the fourth category

7. Signature of the work post analyst \_\_\_\_\_

8. Signature of the Secretary of the Ministry  
or other responsible person \_\_\_\_\_

9. Date \_\_\_\_\_

## II) Analytical job assessment

### 1. Introduction

Analytical job assessment is a systematic process used to determine a relative value of a work post, in accordance with the complexity level, responsibility and influence that job has in the organisation. Using an adequate system of analytical job assessment, each work post can, in an appropriate manner, be compared with other work posts within the civil service.

Analytical job assessment represents the basis for the civil service salary system. The objective of the salary system reform for civil servants and general service employees is to have their work paid in accordance with the level of responsibility and complexity of a job and in accordance with the contribution of those tasks to the efficiency and results of the organisation.

In order to achieve this, it is necessary to:

- Develop the system of analytical job assessment for evaluation of a relative value of tasks performed by a civil servant, i.e. a general service employee;
- Define a structure and gradation of work posts reflecting the differences in the level of responsibility, complexity and results of different work post levels;
- Assign work posts into different categories using the agreed system of analytical job assessment.

### 2. Systems of analytical job assessment

Most frequently used methodologies for analytical assessment of work posts in the civil service in European countries are the classification of work posts and factor scoring system. Selection of methodology for analytical job assessment to be used must be carefully tailored to the circumstances and needs of a concrete civil service system for which it is developed.

#### JOB CLASSIFICATION

In accordance with this approach, every job category is described in accordance with the key criteria for tasks and responsibilities performed in that category (e.g. level of responsibility, level of communication, necessary qualifications and experience, etc.). Jobs are designated into adequate categories based on how closely they match established general category descriptions (salary grades). These general descriptions will usually indicate categories such as the relative complexity of work, types of decisions to be made, scope of managerial responsibilities, knowledge, experience and skills necessary for each category, etc.

Job classification method is easy to create and apply. Usually, this concept is easily understood and accepted in public administration bodies. However, the problem with this

approach is that it is not transparent enough and it cannot be documented, wherefore the system can be abused and biased. Nevertheless, comparison of job descriptions against the general and standard job descriptions, if conducted in line with the guidelines and under the adequate monitoring, can be rather objective. Numerous transition countries which introduced the pay grade system based on analytical job assessments, such as Lithuania, Armenia, Serbia, Slovenia and state level in BiH, adopted the job classification model.

### **FACTOR SCORING SYSTEM**

The first step in this approach is to select several factors which will characterise all relevant elements of a job category (e.g. responsibility, decision-making, complexity, etc.). Scores are given for each of the determined factors in line with the definition (level) which best matches the tasks and responsibilities of a given job. The scores given for each factor are added to obtain a total score for each job. Jobs are designated into categories based on the total score and in accordance with the score range established for each category.

The advantage of the factor scoring system is that it can be documented and therefore it can hardly be biased. However, the problem is that the application of this system is very demanding. A precondition for its application is to have detailed job descriptions in all public administration bodies and intensive engagement of the staff in order to implement and maintain the system. This system is, for example, used in Latvia and the United Kingdom.

The factor scoring system is particularly recommended when introducing a new system in the structure or gradation of jobs, since it contains the elements suitable for the establishment of new systems (linking factors to scores). Thus, for example, the factor scoring system was used in Armenia to establish a new job gradation in the process of the reform of the salary system and in Serbia at the beginning of the reform of the salary system in the public sector. However, both countries opted to apply the job classification system in practice as it is easier for application.

### **3. Recommended methodology for analytical job assessment for the establishment of new job grading system**

Taking into account the fact that the factor scoring system is very suitable for the establishment of a new job grading system in civil service, we recommend the use of the factor scoring methodology in the establishment of a new job categorisation in the civil service structures in BiH. The decision on application of the analytical assessment methodology in practice should be made after a careful discussion by key decision makers, taking into account the implications of the process of application of the proposed solutions.

In order to implement the factor scoring system (and other analytical job assessment systems) aimed to establish a new job structure, it is necessary to have a certain sample of representative jobs. Criteria for selection of a sample require that these are representative, i.e. generally known jobs in public administration bodies which will not be changed by the adoption of a new rulebook on internal organisation of work posts and that they represent all existing work posts/categories. Thus, they will represent a framework for comparison with the work posts within the public administration body and other public administration bodies.

#### **4. Application of the factor scoring model**

In order to apply the factor scoring system for the purpose of the establishment of a new job grading, it is first necessary to make a factor scoring scheme. The best way to do that is to work in a working group, which would include representatives of different public administration bodies and experts for human resources in different sectors.

There are several steps necessary to create and implement the factor scoring system:

- a) identify and define factors;
- b) define different factor levels;
- c) decide on the scoring model;
- d) implement the initial test of the draft factor plan on a typical sample of tasks and responsibilities;
- e) assess all work posts in the sample;
- f) give proposals for a new job structure.

##### **a) Identification and definition of factors**

First, it is necessary to identify a certain number of factors which are common for a number of work posts that are a subject of the analytical assessment. Usually, there are 5 to 6 factors so that the scheme is neither too simple nor too complex. In order to assist in implementation of the scheme, each of the factors can be described to a certain level of detail.

We recommend to analyse the following factors:

##### *1. Responsibility*

This factor is to denominate to what degree the tasks and responsibilities performed at a given work post affect the achievement of the objectives of the public administration body, as well as the scope of material, financial and human resources managed in order to achieve the results.

##### *2. Decision-making*

This factor is used to determine the level of initiative and autonomy within a given job. Autonomy needs to determine the level up to which the job is done under supervision of a

supervisor or in line with his general or individual guidelines and instructions, taking into account the type of the decisions made which affect the management of the work of the public administration body.

### *3. Complexity of work and creative thinking*

This factor is used to express the diversity of duties, need for analytical skills and creative thinking in resolution of problems or identification of alternative courses of action. Creativity can be best observed as a need to introduce innovations in order to resolve a problem within the accepted procedures and guidelines.

### *4. Contacts and representation*

This factor is used to determine the scope, level and purpose of contacts with people within and outside the organisation, taking into account required writing and speaking skills, nature of contacts and relevance of results.

### *5. Competence*

This factor is used to determine the knowledge and skills (technical/professional/managerial) acquired through education, training and experience as prerequisite basic input parameters necessary to fulfil job requirements.

## **b) Defining the factor levels in order to develop the basic factor plan**

The main factor plan defines the **levels within each factor** and gives a framework for analytical job assessment. The starting point could be the analysis of the levels that could be characterised as the highest and lowest level for each factor and their description. For example, the highest level in the complexity and creative thinking can be defined as: "Resolving complex issues of general interest requiring a high level of creative thinking for the purpose of the development of new public policies". The lowest level could be described as "simple tasks of repetitive nature". Further on, it is necessary to determine, following the structure of the groups of key tasks and responsibilities, the number of levels, with each level truly representing the difference in responsibilities and requirements of the levels above and below.

Proposal of the factor plan for proposed factors is contained in the Annex I of this Chapter.

## **c) Determining the scoring model**

It is necessary to decide how to determine scores for defined levels within each of the factors. There are two possible models:

- 1) „arithmetic“ or linear approach, applying the assumption that there are consistent differences between factors, e.g. a four-level factor can be given a score 1, 2, 3, 4.

2) “geometric” scores, applying the assumption that there are progressively larger differences in scores at every following hierarchical level.

#### **d) Initial testing of the draft factor plan**

The factors should be tested on a typical job sample. The objective of the initial test is to check whether the factors are adequate and to ensure that all aspects of work posts to be assessed are taken into consideration. The definitions included in the factor plan should also be subject to verification, in order to make sure that they are clearly worded and reflect real differences between individual work levels and cover the entire scope of requirements applicable to jobs to be assessed, in a way that they enable a consistent evaluation.

Pilot testing is also used to assess the results of the initial analytical assessment. If the results are not satisfactory, the factor plan needs to be amended and supplemented.

#### **e) Assessment of all work posts in the sample and consideration of ranking options**

The analytical assessment based on the factor plan is conducted in a way that the working group assesses and scores each job description in the sample on the basis of the definitions in the factor plan and then ranks them on the basis of the total score. Following the analytical assessment for all prepared job descriptions, the working group should consider the ranking results resulting from the analytical assessment. There is no simple test to confirm that the ranking of job descriptions based on the factor scoring system is well done. The testing of the ranking is done by the working group which compares each work post with the work post immediately above or below in the resulting ranking. If there are inconsistencies, the working group can change the scores, so that the final result is, if possible, acceptable for all participants.

Assessment of all work posts will serve as a basis to prepare proposals for a new structure of work posts or grading. It is important to conduct a detailed analysis of the proposal of a new job structure in order to ensure that it entirely covers all tasks performed in the civil service.

#### **f) Assigning all work posts of civil servants and general service employees into determined job categories**

After achieving the agreement on a new job grading, it is necessary to prepare a plan for classification of all work posts in public administration bodies in line with the new job grading. This is a rather demanding task, which will require additional consultations of all actors which will be involved in this process.

**Table 1**

In the course of 2014 and 2015, the EUHRM project team, in cooperation with project participating pilot institutions in the Federation of BiH, Republika Srpska and Brcko District used the factor scoring system to develop a new job grading, i.e. work post structure. A sample of about fifty work posts at each level, which were first analysed in accordance with the job analysis methodology, was selected and new job descriptions were made. The main instruction when selecting the jobs to be included in the sample was that those were representative, i.e. generally known jobs in public administration bodies which will not be changed by adoption of new rulebooks on internal organisation and work posts and which represent all existing categories of work posts. A draft factor plan was prepared, which included the following factors and their detailed definitions: responsibility, decision-making, complexity, contacts and representation, and competence. In Brcko District, considering that the new 2014 Law on Civil Service, foresees somewhat different factors, a separate accustomed factor plan was made with the following factors: responsibility, complexity, contacts, qualifications, experience and work environment. The factor plan for individual levels was first tested on a sample of 10 to 15 jobs and improved after receiving the feedback from users. The analytical job assessment was done through several workshops, based on the revised factor plan, for each level of government after which options for new job grading in the public administration bodies were proposed.

## **5. Proposed methodology for analytical job assessment to be used in practice**

Taking into account the prior experience in application of different systems for analytical job assessment in transition countries and the fact that this is the first time the analytical assessment is introduced in civil structures in BiH, the EUHRM project team proposes that the analytical job assessment system used in practice should be based on the job classification methodology.

The first step in the classification methodology is to define the criteria which will serve as a basis for classification. We propose that the job classification criteria be the same criteria used in the factor plan methodology (i.e. when establishing a new job grading system), which are: responsibility, decision-making, complexity, contacts and representation and competence.

Unlike the factor scoring system, which uses scores to determine the differences in the criteria levels, the job classification system is based on a **general description** of categories the work posts are classified into. The classification system implies that there is an exact number of established job categories into which jobs are classified, i.e. designated. A general category description is prepared for each job category and it, in a descriptive manner, determines the level of established criteria, which represents the basis for analytical assessment. Examples of general job descriptions are presented in the table 2.

**Table 2. Examples of General Description of Highest Job Categories**

First Category	The highest level of the achievement of strategic objectives of the public administration body (highest managerial level)
<p>First Category</p> <p>Jobs classified in the first category are the jobs that involve performance of especially complex managerial duties and responsibilities, constituting a rather high level of the achievement of strategic objectives; they encompass finding solutions to very important issues and developing new policies, processes and procedures, which require a high level of creative thinking. These jobs entail the responsibility for the management, the representation of the public administration body and the utilization of material and financial resources. At this level, decisions are made on expert and strategic organizational issues, as well as recommendations of key relevance to the institution as a whole. Performance of this job entails making a significant number of contacts with various institutions in the country and abroad, which leads to assuming obligations for the organization and requires a particularly advanced degree of communication and negotiation skills. To execute the tasks within this category, requirements include the ability to do strategic planning, work experience of minimum nine years at the required education level, expertise in specialist fields, and university education acquired at one of basic academic institutions comprising 240 ECTS credits.</p>	
Second Category	Rather high level of the achievement of strategic objectives of the public administration body (higher managerial level)
<p>Second Category</p> <p>Jobs classified in the second category are the jobs that involve performance of complex managerial duties and responsibilities, that constitute the basic level of the achievement of strategic objectives; they encompass problem-solving on important issues and problems and performance of a variety of duties, innovative work approach and creative thinking. These jobs entail the responsibility for the management of rather large organizational units and the representation of the public administration body. At this level, decisions are made on professional and organizational issues which do not come with guidelines, and decision making is limited only by organization's strategy and policy. Performance of this job entails making contacts with various institutions in the country, and sometimes even abroad, which leads to assuming obligations for the organization and requires a high degree of communication and negotiation skills. To execute the task at this level, requirements include a high level of expertise on certain issues, work experience of minimum seven years at the required education level and university education acquired through basic academic study programs comprising 240 ECTS credits.</p>	



The methodology for job classification is based on the comparison of the job description for a specific job (prepared in accordance with the job analysis in new format) with a general category description. If definitions within the general description match the description of the job at hand, the job is categorized/classified into that particular category.

However, it sometimes happens in practice that the classification criteria described for each category, bearing in mind that these are generic definitions, are not sufficient to assess the value of duties and responsibilities and to classify the job. For this reason, it is very important to prepare standard descriptions of duties and responsibilities for each job category, in order to make the classification process easier. **Standard descriptions** of duties and responsibilities are examples of description of typical, well-known jobs in various fields (human resources management, drafting of legislation, inspection, budget, etc.) that can be found in any public administration body, and which serve as an example in the procedure of analytical job assessment. An example of standard job description for the jobs in the field of human potential management that has been developed by the project team for the BiH state level is given in Table 3 in the text below.

In case of a dilemma between two categories into which a job can be classified, a comparison should be made between the description of duties and responsibilities for the job at hand and the examples of standard job descriptions, which are also representative of their respective categories. Such comparison should provide a consistent and sufficiently broad framework for the classification of all jobs into their appropriate categories.

If, however, it happens in practice that even after the comparison with general and standard job descriptions the dilemma persists as to which category the job should be classified into, analytical assessment should be made using the factor scoring system, or, in other words, the factor plan. It is recommended, however, that this system be used only by the bodies that have substantial expertise in the field.

All of the above elements of the job methodology will be further described in the next section, which explains more detailed steps of this process.

**Table 3: Proposal of Standard Job Descriptions for Human Potential Management at BiH State Level<sup>1</sup>**

Expert Advisor	Senior Expert Associate	Expert Associate

<sup>1</sup> At the BiH state level, standard job descriptions do not include information pertaining to job requirements, such as education level, work experience and competencies. In this regard, standard job descriptions pertain only to the duties and responsibilities performed on their jobs by expert advisors, senior expert associates and expert associates, which are further categorized

Expert Advisor	Senior Expert Associate	Expert Associate
<ul style="list-style-type: none"> <li>• Preparing strategic documents in the field of human potential management (institutional strategic and personnel plan, strategy for human potential management, integrity plan, etc.) and giving expert advice in this field through the work of the managerial boards of the institution;</li> <li>• Defining guidelines to improve job descriptions;</li> <li>• Supervising and, if necessary, implementing procedures for filling vacancies or job openings and hiring new employees in the institution;</li> <li>• Supervising performance appraisal procedures, preparing detailed reports on appraisals and proposing measures to advance employee appraisal process in the institution;</li> <li>• Preparing the program for professional development and vocational training of the staff in the institution, making assessment of the impact of training through continuous monitoring of staff development and progress;</li> <li>• Preparing work program for the interns, volunteers and student trainees;</li> <li>• Acting as mediator and advising management in the resolution of potential conflict situations and misunderstandings with the staff;</li> <li>• Representing the institution in the contacts with the Civil Service Agency.</li> </ul>	<ul style="list-style-type: none"> <li>• Preparing the annual and medium term plan of HR needs in the institution;</li> <li>• Making job analyses and analytical job evaluations;</li> <li>• Implementing procedures for filling vacancies or job openings when hiring new employees in the institution;</li> <li>• Organizing performance appraisal procedures, giving expert support to appraisers, preparing appraisal report;</li> <li>• Proposing and organizing (decentralized) training and making assessment of conducted training;</li> <li>• Carrying out activities regarding orientation for interns, volunteers and student trainees;</li> <li>• Coordinating the preparation and implementation of the integrity plan and analyzing the irregularities reported in the operations of the institution and corruption;</li> <li>• Sharing information in the field of human potential management with the Civil Service Agency;</li> <li>• Preparing individual regulations pertaining to labor rights, duties and responsibilities or those related to employment</li> </ul>	<ul style="list-style-type: none"> <li>• Preparing data for the annual and medium term plan of HR needs in the institution;</li> <li>• Conducting analytical job evaluations;</li> <li>• Submitting necessary information to the Civil Service Agency in order to implement procedures for filling vacancies or job openings when hiring new employees;</li> <li>• Preparing documents for performance appraisal and collecting data for the preparation of appraisal reports;</li> <li>• Organizing (decentralized) training, keeping record of conducted training;</li> <li>• Keeping the Register of personnel records and personnel files of the employees;</li> <li>• Collecting data for the preparation of the integrity plan and reports of irregularities in the operation of the institution and corruption;</li> <li>• Preparing standard individual regulations pertaining to labor rights, duties and responsibilities or those related to employment.</li> </ul>

## 6. Classification Process

The classification process in each public administration body should be carried out by a job analyst, that is, by an employee in charge of human potential management. Each public administration body should have at least one job analyst, answering to the ministerial secretary or another responsible person selected by the head of the public administration body.

The classification process is always preceded by the process of job analysis. In this regard, a job analyst collects data on the duties and responsibilities of a particular job and prepares a new description for the job on the new form, in accordance with the methodology for job analysis, which has been addressed in the previous section of this handbook.

After producing a new description for the job, a job analyst should analyze the description of that particular job and compare it with the general descriptions of particular job categories. The starting point in this process is the category for which a job analyst believes that it best suits the job that is being classified. A job analyst then compares the description of the particular job that is being assessed with the description of the duties and responsibilities in the general category description. If it is determined that the description of the job under assessment undoubtedly matches the general category description for the job, a job analyst makes an entry into that job description, proposing the name of the category into which the job is classified.

In case of a dilemma between two (or more) categories in which the job could be classified, a job analyst makes the comparison between the description of the duties and responsibilities for the job at hand and examples from the standard job descriptions, which are also representative of their respective categories. This classification based on comparative analysis of the draft job description with the standard job description in this case can be deemed final if the majority of the duties and responsibilities for the job at hand would be classified into the same category and provided that the civil servant spends more than 60% of his time at work performing those duties. However, if this is not the case, a job analyst should revisit the job description and correct potential inconsistencies in its contents.

Job classification should be subject to scrutiny and approval, in order to avoid the natural tendency to classify jobs into higher categories, which come with higher salary grades. The procedure for approval of the classification of particular job into particular category should be the same as the procedure for approval of the job description, by adopting amendments to the rulebook on internal organization and job systematization, i.e. the organizational plans. As is widely known, it is the Government that gives its consent to rulebooks on internal organization and job systematization (organizational plans) in this procedure, after having previously obtained a positive opinion from the institutions in charge of administrative and financial affairs. This is to prevent the possibility to overestimate positions and classify them into higher categories that do not correspond to the actual value of the job.

## **7. Conclusion**

Analytical job assessment is an indispensable tool in the determination of the relative value of the job and the establishment of a fair salary system in the civil service. Based on the system of analytical job assessment, each job can be compared to other jobs in the civil service, which is the basis for finding its proper ranking on the hierarchical ladder, which is linked to the corresponding salary grade. The introduction and performance of analytical assessment is a pre-requirement for the establishment of a fair salary system, which will be able to attract and keep the best human resources in the civil service.

## **Annex 1**

### **FACTOR PLAN FOR ANALYTICAL JOB ASSESSMENT**

#### **RESPONSIBILITY**

This factor is used to determine to what degree the tasks and responsibilities performed at a given job affect the achievement of the objectives of the public administration body, as well as the scope of material, financial and human resources that are managed in order to achieve the results.

1. The incumbent is responsible for performing duties and responsibilities that involve simple routine operations and the application of uniform working methods, with no managerial responsibilities, and which have little impact on the achievement of the objectives of the organizational unit.
2. The incumbent is responsible for performing duties and responsibilities that involve routine operations with clearly defined tasks and the application of established working methods, with no managerial responsibilities, and which have moderate impact on the achievement of the objectives of the organizational unit.
3. The incumbent is responsible for performing specialized administrative or skilled/technical duties and responsibilities, which involve the application of various working methods and expert techniques, with no managerial responsibilities, and which have little impact on the achievement of the objectives of the organizational unit.
4. The incumbent is responsible for performing specialized administrative or skilled/technical duties and responsibilities that require an in-depth knowledge of the working methods or a high degree of technical skills to perform the tasks of the job, with no managerial responsibilities, which have moderate impact on the achievement of the objectives of the organizational unit.
5. The incumbent is responsible for a professional, managerial or advisory job that comprises a rather broad spectrum of standard and non-standard duties and responsibilities, which significantly impact the achievement of the objectives of the organizational unit, which might involve: 1) responsibility for the management of a small organizational unit 2) external coordination of the work of a group of employees outsourced from the public administration body or 3) independent performance of administrative supervision.
6. The incumbent is responsible for the coordination of the work of the employees in a medium sized organizational unit, where they perform mutually related tasks of the public administration body for a specific administrative or territorial area. He may be responsible for the utilization of financial, material and human resources assigned to the organizational unit and the coordination of the work of a group of employees outsourced from the seat or from the public administration body.

The incumbent has significant impact on the achievement of the objectives of the organizational unit coordinated by him.

7. The incumbent manages or coordinates the work of a relatively large organizational unit, where they perform tasks and duties in one field from under the scope of the public administration body. He is responsible for the utilization of financial, material and human resources assigned to the organizational unit coordinated by him. The incumbent may coordinate the work of a rather large group of employees outsourced from the seat or from the public administration body. He has significant impact on the achievement of the objectives of the organizational unit coordinated by him.
8. The incumbent coordinates the work of all organizational units of the public administration body in order to ensure the execution of tasks as identified in the work program of the institution. He may be responsible for the utilization of financial, material and human resources in the institution. The incumbent has moderately significant impact on the achievement of the objectives of the public administration body.
9. The incumbent manages, represents and speaks for the public administration body with a rather small number of employees, which may be with a ministry. He is responsible for the utilization of financial, material and human resources of the institution managed by him. The incumbent has key impact on the achievement of the objectives of the public administration body.
10. The incumbent manages, represents and speaks for the public administration body with a rather large number of employees, which can be autonomous. He is responsible for the utilization of financial, material and human resources of the institution managed by him. The incumbent has key impact on the achievement of the objectives of the public administration body.

## DECISION-MAKING

This factor is used to determine the level of initiative and autonomy within a given job. The autonomy indicates the extent to which the job is done under supervision of the supervisor, taking into account the type of decisions made which affect the management of the work of the public administration body.

1. The incumbent performs the duties and responsibilities of the job by following detailed instructions and guidance pertaining to his field of work.
2. The incumbent performs the duties and responsibilities of the job with occasional supervision by his supervisor; he has limited autonomy in decision making, but regularly goes to his supervisor for the guidance in solving common problems at work.
3. The incumbent performs the duties and responsibilities of the job with occasional supervision by his supervisor; he goes to his supervisor only for solving more complex methodological and technical problems.
4. The incumbent works under the general guidelines of his supervisor – he often has to make operational decisions which require judgment calls without going to the supervisor.
5. The incumbent works under the general guidelines of his supervisor, but also has substantial space for autonomous decision-making. He gives his contribution to the decision-making in the organization by preparing analytical documents (reports, analyses, etc.), performing independent administrative supervision or giving suggestions for the actions pertaining to the issues from certain administrative or technical field.

6. The incumbent makes special contribution to the decision making at higher level through the preparation of complex analytical documents, giving suggestions for the actions pertaining to a broad spectrum of issues, which may include performance of the most complex tasks of administrative supervision. He often gives his opinion on chosen actions that can influence certain parts of the organization and/or policy making in certain fields from within the scope of the public administration body. With his special knowledge and skills in particular administrative or technical field, he gives contribution to the decision-making at higher level.
7. The incumbent takes full initiative in the decision-making in one field from within the scope of the public administration body. Only occasionally he goes to higher levels to get confirmation for his actions. He has significant impact on the decision-making at the highest level.
8. The incumbent makes decisions that influence a broad spectrum of complex issues from within the scope of the public administration body. Only occasionally he goes to higher levels to get confirmation for his actions. He has significant impact on the decision-making at the highest level.
9. The incumbent makes decisions autonomously and takes actions to solve organizational and personnel issues. Limitations in his work are set only by the highest management of the organization.
10. The incumbent is independent in making decisions, general and specific regulations and recommendations of key importance for the entire institution.

### **COMPLEXITY OF WORK and Creative Thinking**

This factor is used to express the diversity of duties, the need for analytical skills and creative thinking in the resolution of problems or identification of alternative courses of action. Creativity can be best observed as a need to introduce innovations in order to resolve a problem within the accepted procedures and guidelines.

1. Simple routine tasks that are generally repetitive and require the application of uniform working methods.
2. Routine tasks that entail limited scope of similar and clearly defined operations, with the application of previously determined rules and methods of work.
3. Less routine tasks that entail limited scope of similar operations which involve the application of various working methods.
4. Specialized administrative or skilled technical tasks that require an in-depth knowledge of the working methods, and may also require a high level of technical skills to perform the duties of the job.
5. Skilled tasks that require careful interpretation of the rules and procedures, and also the application of new working methods within the general guidelines and procedures of the public administration body.
6. Skilled or managerial tasks that encompass a broad scope of duties and responsibilities and solving various problems that require flexibility or planning to take new measures.
7. Skilled, managerial or advisory position that comprises a pretty broad spectrum of standard and non-standard duties and responsibilities that require flexibility in analyzing and creativity in applying various techniques and methods on the job.

8. Skilled, managerial or advisory position that comprises a broad spectrum of duties that require flexible approach to work organization and control, more careful analyzing, often working with very short deadlines; a complex expert activity requires regular creative and innovative contribution to the advancement of work.
9. Managerial duties and responsibilities involve a series of diverse activities that are not part of any established guideline, which require creative thinking in developing new approaches and procedures that will impact a large part of the public administration body.
10. Exceptionally complex managerial duties and responsibilities involve dealing with a series of diverse and complex issues, often of a broader social importance. It requires a high level of creative and strategic thinking necessary for the development of new concepts and practices.

### **CONTACTS and Representation**

This factor is used to determine the scope, the level and the purpose of contacts with other people within and outside the organisation, taking into account the required writing and speaking skills, the nature of the contacts and the relevance of the results.

1. Contacts are prevalently made within the organizational unit or rarely with other people outside the organizational unit in order to pass or get some basic information. It requires pure courtesy as part of business communication.
2. Marginal and irregular contacts with other people on the similar level in order to gather or exchange simple information, i.e. giving guidelines in clearly defined situations.
3. Some contacts with other fields of work in the organization, including routine fact finding and giving advice in clearly defined situations.
4. Regular contacts with other organizational units and occasionally with other public administration bodies, which entail receiving and giving advice and guidelines on a particular issue in order to find the best solution.
5. Regular contacts with similar or same levels in other public administration bodies, which encompass giving advice on important issues or getting support for proposed courses of action, which may require persuasion skills.
6. Frequent contacts with other parts of the organization, less frequent with other public administration bodies, in order to negotiate and consult on relatively sensitive issues, which may require persuasion skills.
7. High level of contacts within the organization, and sometimes even with other public administration bodies, which requires mandatory persuasion skill in presenting positions. He can represent the public administration body in public.
8. High level of contacts within and outside the organization, which requires high level of communication, negotiation and persuasion skills. He can represent the public administration body in public (at conferences and meetings with other organizations, etc.).
9. The highest level of contacts, in particular with the accent on building various partnerships, which imply major responsibility in terms of assuming obligations or determining development paths of the public administration body.

10. The highest level of contacts, in particular with the accent on building various partnerships, which imply the highest level of responsibility in terms of assuming obligations or determining development paths of the public administration body.

### **COMPETENCE (Knowledge, Skills, Experience)**

This factor is used to determine the knowledge and skills (technical/professional/managerial) acquired through education, training and experience as the basic prerequisite input parameters that are necessary to meet the job requirements.

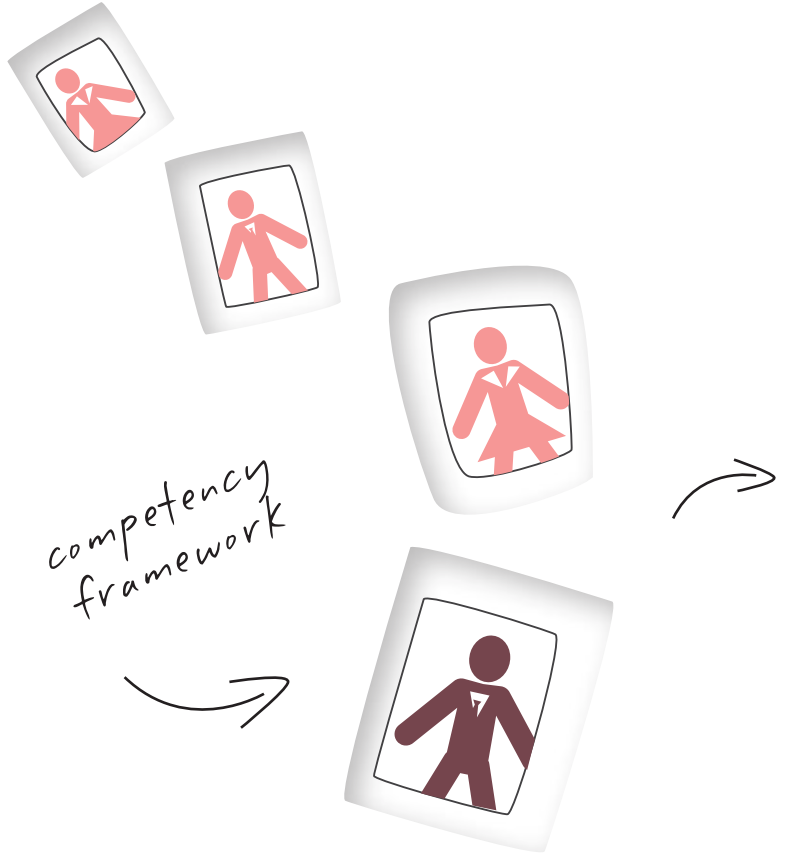
1. The ability to perform simple tasks, which rarely require additional training or work experience in the execution of technical tasks and duties.
2. The ability to perform simple technical or administrative duties and responsibilities, which take little time to adopt the procedures and gain experience, which requires the possession of knowledge on basic work methodologies and procedures.
3. The ability to perform non-routine tasks upon own initiative, using the knowledge acquired through training and/or experience.
4. The job requires certain experience, understanding of one's own role as well as of the existing development paths, with the ability to carry out non-routine tasks in a particular field with minimum supervision.
5. The requirement here is some experience in a particular field and acquired ability to plan, organize and coordinate work in order to meet the job requirements and provide certain recommendations in the basic activity of the public administration body.
6. Competence in a particular field of activity of the public administration body and substantial specific experience, as well as the ability to plan and organize tasks in order to provide comprehensive recommendations in a particular administrative field.
7. Comprehensive knowledge of the principles and practices in a particular field, the capacity for their implementation and development, solid working experience and the ability to coordinate employees.
8. The job requires a high level competence and significant practical experience in a particular field and the ability to coordinate rather large organizational units.
9. The job requires a broad spectrum of knowledge in various fields – necessary long practical experience in determining strategic goals, as well as significant managerial experience.

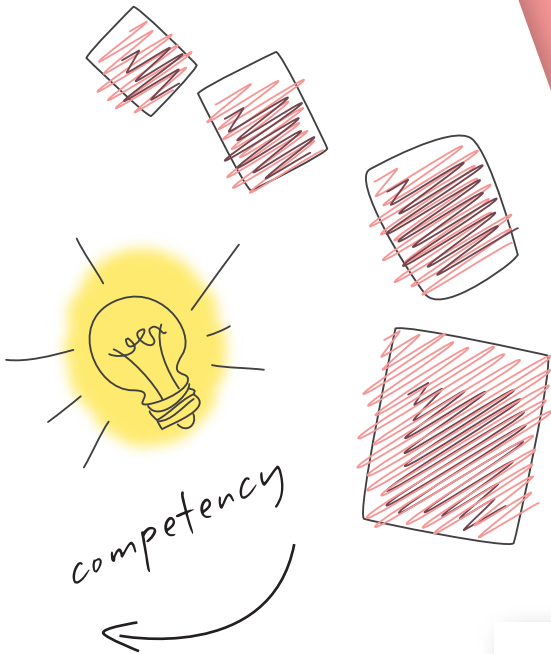


STEVE WILLIAMS

# Competency

framework





## STEVE WILLIAMS

**Steve Williams** is an expert in the fields of training and preparation of development strategies in small and medium enterprises in Great Britain, management and advancement of human potential in both private and public sector, and international technical assistance in projects of the European Commission, the World Bank, and other donors. In his career of over 25 years, he has worked as a trainer or consultant in more than 20 countries of Europe, Africa and North America.

# Using a competency framework to improve recruitment and selection

## 1.0 Introduction

Competencies are the attitudes and behaviour patterns that underpin how people do their jobs. Competencies influence how well people apply their knowledge, technical and management skills. They recognise that success in the civil service will be determined, not just by 'what we do', but also by 'how we do it'. Commonly, they are defined as **a set of behaviours that are required to perform the tasks and functions of a job effectively**. In other words a competency framework describes how we need to go about our daily work.

The purpose of this section is to show how a competency framework can help to ensure that better recruitment and selection decisions can be made, and to provide guidelines for the professional conduct of competency based-selection interviewing for civil service positions.

## 1.1 Recruiting and promoting staff

When selecting a candidate from a shortlist the interviewer can ask targeted questions that will enable them to assess whether an individual is likely to show the required positive behaviours if they were selected for the job. They will be seeking evidence from past examples that demonstrates an ability to perform.

## 2.0 The competencies

### Core competencies for all civil servants

1. Professional development and integrity
2. Problem solving, initiative and change
3. Teamwork
4. Communication
5. Personal effectiveness and results orientation

### Managerial competencies

6. Leadership
7. Planning and organising
8. Developing people

### Top management competency

9. Strategic directing

## 2.1 The competency framework

In the framework below, each of the competencies has a brief definition attached to it, followed by a table that details the behavioural indicators that need to be demonstrated. Example questions for the use of interview panels are also provided for each.

### Core Competencies for all Civil Servants

Competency	Example competency-based interview questions
<p><b>1.0 PROFESSIONAL DEVELOPMENT AND INTEGRITY</b></p> <p>The application and continuous acquisition of the necessary knowledge, skills and behaviours to achieve high levels of work performance, including the ability to transfer knowledge and experience to others.</p>	<p>How do you keep yourself informed, adopt and apply new knowledge and skills relevant to your professional development</p>
<p><b>1.1 Continuous acquisition of knowledge and skills necessary for the job</b></p> <p>Ensures they have the knowledge and skills necessary for the job, takes steps to find out if there are gaps/changes and then addresses them.</p>	<p>Tell me about a time when you realised that you did not have sufficient knowledge or skills to do a part of your job. What did you do?</p> <p>Tell me about a time when you learned something unexpected, which has since proved useful.</p> <p>How do you keep yourself up to date with factors influencing your field of expertise?</p> <p>How do you keep up to date on new developments in your field? What was the last occasion you did this and what was the development? How did this improve the service to your client(s)</p> <p>How do you keep up-to-date with current legislation and how it impacts on the institution and, more specifically, your job?</p>

Competency	Example competency-based interview questions
<p><b>1.2. Commitment to personal and professional development</b></p> <p>Takes responsibility for personal and professional development, displaying motivation and a commitment to learning and self-improvement.</p>	<p>In the last year what steps have you taken to develop personally or professionally?</p>
<p><b>1.3 Knowledge sharing</b></p> <p>Shares knowledge and information gained with others so they can learn</p>	<p>When was the last time you shared some new information or learning with any of your colleagues? Tell me how you did this.</p> <p>Give me an example of when someone came to you for help or guidance. Why did they need your support?</p> <p>Tell me of a time when you had to work with someone less experienced than yourself.</p>
<p><b>1.4 Integrity</b></p> <p>Engenders the trust and respect of others through consistent honesty. Abides by the Civil Service Code of Conduct.</p>	<p>How do you gain the trust and respect of others? Give me a specific example.</p> <p>Describe a situation where you had to deal with an unpleasant or dissatisfied client.</p> <p>Tell me about a time when you showed integrity and professionalism.</p> <p>Tell us about a time when someone asked you something that you objected to. How did you handle the situation?</p> <p>Have you ever been asked to do something illegal, immoral or against your principles? What did you do?</p> <p>When have you had to lie or withhold the facts to achieve your aims? Why did you do so? How do you feel you could have achieved the same aim in a different way?</p> <p>Give me an example of a time when you had to work hard to build up a good relationship with other people (e.g. colleagues/clients).</p> <p>Tell me about a time when you realised that a fellow employee was breaking the rules of your organisation. What did you do?</p>

Competency	Example competency-based interview questions
<p><b>2.0 PROBLEM SOLVING, INITIATIVE AND CHANGE</b></p> <p>The ability to act proactively and to respond positively, creatively and constructively to changing situations and new demands,</p>	<p>Give us an example of when you took the initiative in your field of work.</p>
<p><b>2.1 Initiative</b></p> <p>Acts with initiative within his/her scope of work</p>	<p>Give us an example of a situation where you had to make a decision in the absence of your superiors but knowing you would be judged on your decision.</p> <p>When did you depart from the established policy to accomplish your goal?</p> <p>Which decisions do you feel able to make on your own and which do you require senior support to make?</p> <p>Have you ever gone beyond the limits of your authority in making a decision? If so, please let us about that situation.</p>
<p><b>2.2 Innovation of new work solutions</b></p> <p>Develops fresh ideas that provide solutions to workplace challenges; encourages new ideas and innovations; open to change.</p>	<p>Tell us about a situation where you trusted your team to derive a new approach to an old problem. How did you manage the process?</p> <p>Tell us about a time when you had to convince a senior colleague that change was necessary. What made you think that your new approach would be better suited?</p> <p>What is the most difficult problem you have had to resolve in the last 12 months? What made it difficult? What processes did you use to resolve the problem? Who else did you involve?</p> <p>What ideas have you identified to improve the way you work? How were these implemented?</p> <p>Give me an example of when you instigated a major change</p> <p>What initiated the change? How did you manage the impact on people? How did you communicate the changes?</p> <p>What methods do you adopt to elicit new ideas from others?</p> <p>Give me an example of when you changed your working practice to be more efficient. How did you know that an improvement was necessary? What steps did you take?</p> <p>Tell me about an occasion when you developed and implemented a new approach to organisational practices or processes</p> <p>What research did you undertake to inform your approach? What options did you identify? To what extent were you able to bring about change?</p>

Competency	Example competency-based interview questions
<p><b>2.3. Creativity</b></p> <p>Develops creative insights into situations and questions conventional approaches</p>	<p>Tell us about a project or situation where you felt that the conventional approach would not be suitable. How did you derive and manage a new approach? Which challenges did you face and how did you address them?</p> <p>Give me an example of when you came up with a novel/different approach to a problem/situation. What suggestions did you make? Which ideas were put into practice? What was the outcome?</p>
<p><b>2.4 Problem solving skills</b></p> <p>Presents not just problems but proposes solutions to issues</p>	<p>What ideas have you developed and implemented that have impacted on the long-term development of your function? What were the challenges? What was the impact on your function's operation? How did you evaluate the effectiveness of these changes in the long term?</p> <p>What is the most difficult problem you have had to resolve in the last 12 months? What made it difficult? What processes did you use to resolve the problem? Who else did you involve?</p>
<p><b>2.5 Ability to resolve difficult or complicated challenges</b></p> <p>Resolves difficult or complicated challenges</p>	<p>When do you feel that it is justified for you to go against accepted principles or policy?</p> <p>Describe a situation when you came up with a solution to a problem.</p> <p>Tell me about a particularly difficult piece of work you have faced. How did you tackle it?</p>
<p><b>2.6 Helping others with change</b></p> <p>Helping others with change.</p>	<p>Tell us about a time when you had to convince a colleague that change was necessary. What made you think that your new approach would be better suited?</p> <p>Give me an example of when you instigated a major change. How did you achieve that? How did you manage the impact on people? How did you communicate the changes?</p> <p>Tell me how you have accommodated operational change in your unit's activities</p>

Competency	Example competency-based interview questions
<p><b>3.0 TEAMWORK</b></p> <p>The ability to work well in groups and teams, to cooperate with other members and to contribute through active participation in order to achieve collective goals.</p>	<p>Tell me about the last time you worked as part of a team. What did you do?</p> <p>How do you ensure that every member of the team is allowed to participate?</p> <p>Give me an example of how you dealt with a conflict in your team.</p> <p>Do you incline more to individual or team work? Please give us an example.</p>
<p><b>3.1 Building constructive working relationships</b></p> <p>Builds constructive working relationships through cooperation, acceptance and respect for others.</p>	<p>Tell me how you went about building an effective working relationship with a colleague/team. What effect did your actions have on the success of the team?</p> <p>How did you know?</p> <p>How do you build relationships with other members of your team?</p> <p>Give me an example of a time when you had to work hard to build up a good relationship with other people (e.g. colleagues / clients)</p>
<p><b>3.2 Facilitating teamwork</b></p> <p>Promotes cooperation and commitment within a team to achieve goals and deliverables</p>	<p>How did you encourage other team members to cooperate?</p> <p>Give me an example of when you helped improve the performance of your team. What improvement did you identify? How did this improve team performance?</p> <p>How do you ensure that every member of the team is allowed to participate?</p>



Competency	Example competency-based interview questions
<p><b>3.3 Helping others resolve conflicts</b></p> <p>Helps others resolve complex or sensitive disagreements and conflicts</p>	<p>Describe a time when you had to win someone over, who was reluctant or unresponsive.</p> <p>Give us an example where you worked in a dysfunctional team. Why was it dysfunctional and how did you attempt to change things?</p> <p>Give an example of a time when you had to deal with a conflict within your team? What did you do to help resolve the situation?</p> <p>How do you bring difficult colleagues on board? Give us an example where you had to do this</p> <p>Give me an example of a difficult people situation that you have had to handle within your team.</p> <p>Tell me about a time when you found it very difficult to get the agreement of others to an important proposal. How did you tackle this?</p>
<p><b>3.4 Respecting different viewpoints, and orientations</b></p> <p>Respects different viewpoints and welcomes diversity.</p>	<p>How do you ensure that every member of the team is allowed to participate?</p> <p>Tell me about a time when you had to work closely with someone from a different social background, race, culture, or belief-system to yours.</p> <p>What were the challenges? How did you deal with them?</p>
<p><b>3.5 Ability to cooperate with other teams</b></p> <p>Builds and maintains constructive and productive relations with other teams and their members</p>	<p>Give me an example of when you have identified an opportunity to enhance a service by collaborating with another team. How did you identify that this was an opportunity? What was your role in developing effective partnership working?</p> <p>Give an example of when you have lead a team on a major project. How did you gain support for this activity beyond your immediate team?</p> <p>Describe a time when you have had to enlist the help of another department or group to complete a piece of work.</p>

Competency	Example competency-based interview questions
<p><b>4.0 COMMUNICATION</b></p> <p>The ability to communicate effectively both orally and in writing with managers, colleagues, clients and citizens, conveying information clearly, accurately and in a timely manner to relevant individual and groups.</p>	<p>Tell us about an occasion when your communication skills made a difference to a situation?</p> <p>What is the worst communication situation that you have experienced?</p> <p>Tell us about a situation when you failed to communicate appropriately.</p> <p>Tell me about a particularly difficult message that you had to communicate to an individual or group. What steps did you take to ensure the message was clear? How did you ensure the message was understood?</p>
<p><b>4.1 Tactfulness</b></p> <p>Has patience and uses good judgment in communication, keeping polite behaviour in all interactions.</p>	<p>Please describe a situation where you've been tactful.</p> <p>Can you please describe a situation where you've been diplomatic?</p> <p>Describe a situation when someone has irritated you. How did you respond?</p> <p>Tell me about a situation when someone was very slow to respond to a request of yours. How did you deal with it?</p>
<p><b>4.2 Clear conveying of ideas, facts and instructions</b></p> <p>Conveys ideas, facts and instructions, - orally or in writing - with clarity, using language the audience will best understand.</p>	<p>Describe a situation where you had to explain something complex to a colleague or a client. Which problems did you encounter and how did you deal with them?</p> <p>What type of writing have you done? Give examples please. What makes you think that you are good at it?</p> <p>How do you feel writing a report differs from preparing an oral presentation?</p>
<p><b>4.3 Active listening</b></p> <p>Listens, understands and learns from what others say.</p>	<p>Give us an example where your listening skills proved crucial to an outcome.</p> <p>Tell us about a time when you were asked to summarise complex points.</p>

Competency	Example competency-based interview questions
<p><b>4.4 Encouraging feedback from others</b></p> <p>Encourages information feedback from others and offers it to other parties.</p>	<p>Describe a situation when you have sought feedback from your clients (internal or external). Why did you seek this feedback? How did you gather the information? How did you use it to improve services?</p> <p>Tell me about an occasion when you had to adapt to a major change. Why was it important? How did you adapt? How did you use feedback to improve your work?</p>
<p><b>4.5 Adaptive communication style</b></p> <p>Changes the communication approach and style to meet the preferences and needs of the audience</p>	<p>Demonstrate how you vary your communication approach according to the audience that you are addressing.</p> <p>Describe a situation where you had a disagreement or an argument with a superior. How did you handle it?</p> <p>Describe an occasion when you needed to adopt a particular approach to get agreement from others.</p> <p>Have you ever had to modify your personal communication style to achieve results with a difficult individual or group? Tell me how you did this.</p>
<p><b>4.6 Effective participation at meetings</b></p> <p>Conducts and/or participates in meetings and group discussions efficiently and with structure.</p>	<p>Tell me about an important meeting you have led or participated in. How did you prepare? What did you do during the meeting?</p> <p>Tell me about the most difficult meeting you have led/participated in. Why was it difficult? How did you deal with it?</p>

Competency	Example competency-based interview questions
<p><b>5.0 PERSONAL EFFECTIVENESS AND RESULTS ORIENTATION</b></p> <p>Performing consistently at a high level. Achieving goals and continuously improving the quality of service to citizens, clients and other civil service functions and institutions.</p>	<p>Tell me about a time when you have had to meet challenging client needs.</p> <p>Give me an example of where you found it necessary to change a process to meet client needs.</p> <p>What has been your biggest work achievement this year? How did you make it happen?</p> <p>Tell me about a time when you were able to improve a service to a client or another department.</p>
<p><b>5.1 Focusing on results and desired outcomes</b></p> <p>Focuses on results and desired outcomes and how best to achieve them. Produces good quality outputs with little oversight, on time.</p>	<p>When did you depart from the established policy to achieve results and the expected outcome.</p> <p>Describe a project or situation where you took a project to completion despite important opposition</p> <p>Describe an occasion when you have had to deliver a complex project on time and to budget. What were the objectives? What key stages did you work through? How did you get people on board? What were the difficulties you had to overcome?</p> <p>What obstacles do you encounter and how do you overcome them to achieve your objectives?</p> <p>What do you do to deliver your unit's goals?</p> <p>Tell me of a challenging goal you have set yourself.</p> <p>How do you organize your day-to-day workload? What tools or methods do you use? How does this take account of interruptions and changes to your plans?</p> <p>Give an example of when you have set a deadline and were unable to achieve it. What issues did you anticipate? How did you plan for these? What was the result? What if anything would you do differently next time?</p> <p>Tell me about a time in which you were required to produce something to a high standard, within a fixed period of time.</p> <p>Give me an example of where you found it necessary to change a process to meet client needs.</p> <p>Tell me about a time when you didn't meet an objective/deadline.</p>

Competency	Example competency-based interview questions
<p><b>5.2 Building and maintaining client and citizen satisfaction</b></p> <p>Builds and maintains client and citizen satisfaction with the services offered by meeting or exceeding their expectations.</p>	<p>Describe a time when you exceeded a client's expectations. How did you know you had exceeded? What did your actions achieve?</p> <p>Describe a situation where you had to deal with a dissatisfied client. How did the client respond to the actions you took? What did you do to ensure that the situation did not occur again with other clients?</p> <p>Give us an example of when you have initiated the development of working relationships with external partners to improve the quality of service.</p> <p>Describe a key client relationship you have built.</p> <p>Describe a time when you were really satisfied with the service you had given to a client.</p> <p>Tell me of an occasion when a client has commented on service you provided.</p>
<p><b>5.3 Paying attention to detail</b></p> <p>Pays attention to detail and produces accurate results</p>	<p>Describe a time when you have made a mistake and the subsequent actions that you took.</p> <p>Tell me about a piece of work you produced where accuracy was essential.</p> <p>Give me an example of the ways you check the accuracy of your work.</p> <p>Tell me of a time when you have felt it necessary to consult with others for more detail</p>
<p><b>5.4 Efficient management of time and resources</b></p> <p>Improves productivity by managing time, priorities and resources to achieve goals and secure value for money</p>	<p>Give an example of when you have set a deadline and were unable to achieve it. What issues did you anticipate? How did you plan for these? What was the result?</p> <p>How do you currently ensure that you manage your resources effectively?</p> <p>How do you consider costs to the organisation? What environmental factors do you take into account?</p> <p>What factors do you need to take into account when planning your budgets?</p> <p>How do you plan your organisation's expenditure?</p>

Competency	Example competency-based interview questions
<p><b>5.4 Efficient management of time and resources - extension</b></p>	<p>How do you ensure you keep to your budget?            Is there anything you can do to improve your financial forecasting?            Explain how you have introduced changes to product/processes/services in your team/ department.            Tell me about a time when you had to consider existing/conflicting workloads, when planning a task/event /project.            Tell me of a time when you have had to re-prioritise in response to changing requirements/strategic needs.            In your current job, how do you manage your time and workload to achieve your objectives?</p>
<p><b>5.5 Effective decision making</b></p> <p>Makes timely, informed decisions that take into account the facts, goals, constraints and risks.</p>	<p>What big decision did you make recently. How did you go about it?            What is the decision that you have put off the longest? Why?            When is the last time that you have refused to make a decision? Tell me about it.            Tell us about a situation where you made a decision too quickly and got it wrong. What made you take that decision?            Which constraints are imposed on you in your current job and how do you deal with these?            Tell me about a time when you took responsibility for making a key decision. What was the decision? How did you defend your decision?            Tell me of a time when you have had to manage a risk.            Tell me of a time when you have felt it appropriate to call on others before making a decision.            Tell me of a time when you have had to justify a decision you have made.</p>

Competency	Example competency-based interview questions
<p><b>5.6 Analytical thinking</b></p> <p>Applies analytical thinking by breaking a situation into smaller pieces, tracing the implications of a situation in a step-by-step way. Organises the parts of a problem in a systematic way, making comparisons of different aspects and causal relationships.</p>	<p>Give me an example when you have collected and analysed complex data to inform your decision-making? What approach did you take to analysing the data? What were the key issues you identified? How confident were you with the decisions made?</p> <p>What management data or information do you collect and monitor to inform your future plans and/or policies. How do you use the data?</p> <p>Describe an occasion when you have had to deliver a complex project on time and to budget. What were the objectives? What key stages did you work through? How did you get people on board? What were the difficulties you had to overcome?</p> <p>Tell me how you have handled a large task.</p> <p>Give an example of a time when you had to gather and interpret information for a particular purpose.</p> <p>Tell me about a time when you had to analyse some information and how you came to your conclusions.</p>
<p><b>5.7 Ability to work under pressure</b></p> <p>Keeps composure in stressful or adverse situations</p>	<p>Describe a situation where you had to deal with an angry client.</p> <p>Describe a situation where you had a disagreement or an argument with a superior. How did you handle it?</p> <p>Describe a time when pressures threatened your ability to work effectively.</p> <p>Tell me about an occasion when you felt under pressure.</p> <p>Tell me of a time when interruptions from others have affected your work.</p> <p>Describe when a colleague let you down. How did you respond?</p>

Competency	Example competency-based interview questions
<p><b>6.0 LEADERSHIP</b>            Motivating people to achieve high performance in working towards the team and organisation's goals.</p>	<p>Tell me how you manage your top team.            Tell us about a situation where you had to get a team to improve its performance. What were the problems and how did you address them?            Tell me about a time when you were less successful as a leader than you would have wanted to be.            Give an example of when you have led a team on a major project. How did you gain support for this activity beyond your immediate team? How did you ensure your people were engaged and motivated to perform? How did you measure success?</p>
<p><b>6.1 Translating strategic goals to everyday work</b>            Links vision, values, goals and strategies to everyday work</p>	<p>Describe how you have communicated the vision/ goals of the organisation to your team.            Give me an example of how you have managed the concerns of your team during times of uncertainty/ change.            Tell me how your unit's strategy fits with organisational goals and values</p>
<p><b>6.2 Creating positive work environment</b>            Creates a positive work environment where staff are motivated to do their best</p>	<p>Give me an example of how you have used your leadership skills to manage and improve team performance. How did you get team buy in? How did you handle any difficult situations that arose amongst the team?            Describe a change where you had to drive a team through change. How did you achieve this?</p>
<p><b>6.3 Goal setting</b>            Sets clear, meaningful challenging but attainable group goals and expectations</p>	<p>Tell us about a situation where you faced reluctance from your team to accept the direction that you were setting.            Give an example of when you have lead a team on a major project. How did you gain support for this activity beyond your immediate team? How did you ensure your people were engaged and motivated to perform? How did you measure success?</p>



Competency	Example competency-based interview questions
<p><b>6.3 Goal setting - extension</b></p>	<p>Describe how you have established the priorities and activities of a team.</p> <p>Describe a time when you set goals for an individual or team. What goals were achieved and how did you go about it? Looking back, what would you have done differently?</p> <p>Tell me how you ensure the quality of your and your unit's work.</p> <p>How do you set objectives for your team?</p>
<p><b>6.4 Effective delegation</b></p> <p>Manages staff by delegating and entrusting certain tasks and assisting them to succeed in their performance.</p>	<p>Give me an example of how you have used your delegation skills to manage and improve team performance.</p>
<p><b>6.5 Staff motivation</b></p> <p>Regularly provides both positive and critical feedback to team members to improve motivation and performance.</p>	<p>Tell us about a situation where you had to get a team to improve its performance. What were the problems and how did you address them?</p> <p>Give me an example of when you have had to deal with poor performance. How did you approach the problem? What were the political/personal sensitivities you had to deal with? What were the results? With hindsight, would you have approached this any differently?</p> <p>Have you ever discovered your staff/team were not performing to established standards? What did you do about it?</p> <p>How have you motivated slow or difficult team members? Tell me about a time when you have had to deliver feedback to a colleague/subordinate.</p>
<p><b>6.6 Leading by example</b></p> <p>Is an excellent role model – leads by example.</p>	<p>Describe a situation where you needed to inspire a team. What challenges did you meet and how did you achieve your objectives?</p> <p>Describe a situation when you motivated those around you with your own example, to achieve team goals.</p>

Competency	Example competency-based interview questions
<p><b>7.0 PLANNING AND ORGANISING</b></p> <p>The ability to plan, organise, coordinate and monitor activities and work tasks for self and team members.</p>	<p>Tell me about a time when you have had to plan a project/task/event that involved other people in the implementation.</p>
<p><b>7.1 Effective planning</b></p> <p>Plans the best use of available resources</p>	<p>Tell me about a time in which you were required to produce something to a high standard, within a fixed period of time.</p> <p>Tell me about a time when you have had to plan a project/task/event.</p>
<p><b>7.2 Team planning</b></p> <p>Agrees objectives with individuals that support team plans and service goals.</p>	<p>How do you set objectives for your team members? Give me an example where this did not work well. What was the cause? What did you do about it.</p>
<p><b>7.3 Holding members to account for their work results</b></p> <p>Holds team members to account for achieving the results that have been agreed</p>	<p>Give me an example of when you have had to deal with poor performance.</p> <p>How did you approach the problem? What were the political/personal sensitivities you had to deal with? What were the results? With hindsight, would you have approached this any differently?</p> <p>Please give me an example of how you monitor and manage employees' performance.</p> <p>What have you done when performance efficiency has not been satisfactory?</p>

Competency	Example competency-based interview questions
<p><b>7.4 Risk management</b></p> <p>Evaluates risk and puts realistic plans in place to manage it.</p>	<p>Tell me about a time when you have had to plan a project/task/ event and how did you estimate risk?</p> <p>Tell me about a time when you've had to manage a risk.</p> <p>What' is the biggest risk you have taken at work in the last 2 years? How did it go? How did you manage the risk?</p>
<p><b>7.5 Ensuring meeting of deadlines</b></p> <p>Takes early action to deal with issues that affect deadlines to ensure delivery on time</p>	<p>Tell me about a time in which you were required to produce something to a high standard, within a fixed period of time.</p> <p>Tell me about a time when you have had to plan a project/task/ event in a given timeframe.</p> <p>Tell me about a time when you had to consider existing/ conflicting workloads, when planning a task/event/project.</p> <p>Tell me about a time when you didn't meet an objective/deadline.</p>
<p><b>8.0 DEVELOPING PEOPLE</b></p> <p>Developing people to improve their performance and fulfill their potential.</p>	<p>What strategies to you operate to identify and nurture talent in your organisation?</p> <p>How do you ensure staff with potential are identified and developed?</p> <p>How has this benefited your organisation?</p> <p>Tell me how you manage the development of others.</p>
<p><b>8.1 Identification of team members' training needs</b></p> <p>Identifies training needs in team members and takes action to meet them by formal or informal learning and development methods.</p>	<p>Tell me how you manage the development of others.</p> <p>Have you ever discovered your staff/team were not performing to your standards? What did you do about it? When?</p> <p>Please give us an example about how you identified employees' training needs. What measures did you take to educate and develop your people?</p>

Competency	Example competency-based interview questions
<p><b>8.2 Talent management</b></p> <p>Identifies talent and potential in staff members and creates development plans to realise it.</p>	<p>What strategies to you operate to identify and nurture talent in your organisation?</p> <p>1 How do you ensure staff with potential are identified and developed? How has this benefited your organisation?</p> <p>Tell me how you manage the development of others.</p>
<p><b>8.3 Coaching</b></p> <p>Personally coaches team members to improve their performance</p>	<p>Have you ever experienced a situation when your staff did not perform to your expectations? What did you do about it?</p> <p>Tell me of a time when you have had to work with someone less experienced than yourself.</p> <p>Give me an example of how you coached someone to improve their performance.</p>
<p><b>9.0 STRATEGIC DIRECTION</b></p> <p>Setting the strategic direction of the organisation in response to the needs of Ministers and citizens, and ensuring its delivery.</p>	<p>Give me an example of when you have had to gain support from stakeholders to implement a strategic decision that had potential to be controversial. How did you handle any objections? How did you get others on board? What were the political/personal sensitivities you had to deal with? What were the results?</p>
<p><b>9.1 Strategic planning</b></p> <p>Develops strategic plans to ensure the organisation's future success.</p>	<p>What ideas have you developed and implemented that have impacted on the long term strategic development of your organisation? What were the challenges? What was the impact on your organisational strategies? How did you evaluate the effectiveness of these strategies in the long term?</p> <p>Describe an occasion when you have had to develop strategies to implement major organisational change. What were you aiming to achieve? What was your approach to planning? How did you consult and involve relevant people?</p>

Competency	Example competency-based interview questions
<p><b>9.1 Strategic planning - extension</b></p>	<p>What were the results? If you were doing it again, what would you do differently?</p> <p>Tell me how you have gone about planning for the future direction of your organisation.</p>
<p><b>9.2 Monitoring of strategic plans</b></p> <p>Monitors plans to achieve strategic objectives</p>	<p>Tell me how you have gone about planning for the future direction of your organisation/function. How did you monitor its implementation?</p> <p>Describe a strategic change you have recently implemented. How did you monitor its implementation and keep it on track?</p>
<p><b>9.3 Strategic resource management</b></p> <p>Secures the resources needed to deliver strategic objectives</p>	<p>How do you currently ensure that you manage your resources effectively?</p> <p>How do you consider costs to the organisation? What environmental factors do you take into account?</p> <p>Describe a strategic change you have recently implemented.</p>
<p><b>9.4 Taking responsibility for meeting strategic objectives</b></p> <p>Takes responsibility for ensuring the strategic objectives are met.</p>	<p>Describe a strategic change you have recently implemented. Did it achieve its objectives? How did you ensure this?</p>
<p><b>9.5 Building an effective senior management team</b></p> <p>Builds an effective senior management team that pulls the organisation together.</p>	<p>Tell us about a situation where you faced reluctance from your senior team to accept the direction that you were setting.</p> <p>Give me an example of how you improve the effectiveness of your senior team in leading the organisation.</p>

### 3.0 Application to particular positions

The core competencies have been designed to apply to **all** positions in the civil service. So all core competencies will be expected to be demonstrated by **all** employees.

However it should be acknowledged that some competencies are especially important for particular positions (for example strong communication skills for a position dealing directly with citizens). So for each position, a set of no more than 6 'priority' competencies/indicators should be extracted from the framework and specified in the particular job description. These could also be paraphrased for inclusion in the job competition announcement. Job applicants (and indeed incumbents) would be expected to demonstrate **exemplary** deployment of these priority competencies, not merely satisfactory. In this way the competency framework can be tailored to each job.

Priority competencies should be identified by examining the particular job description, considering the most important and time consuming aspects of the job and then selecting the most essential competencies from the framework for inclusion in the Professional Profile section of the job description.

Identification of priority competences should primarily be the responsibility of the person responsible for HRM in each civil service institution. The competencies should be identified in a process of job analysis in consultation with a high performing incumbent (during the job analysis interview) and his/her superior.

### 4.0 Required Professional Knowledge and Skills

In addition to core competencies, particular professional knowledge and skills are required for each different job. Knowledge requirements tend to be job related (e.g. knowledge to be an accountant, engineer, IT specialist etc.) and institutional knowledge. This is what people need to **know** to do their jobs. Skills are needed to perform the functional role and include technical skills (e.g. project management, time management, planning processes, budget management etc.)

It is normal and sensible that technical skills and abilities required for particular positions are listed in job descriptions. These usually appear in the section that describes the Professional Profile of the required staff member.

The Professional Profile flows from the main tasks and responsibilities of the job and answers the question "What skills and qualities would someone need to carry out this role?". It identifies the qualifications, skills, experience and critical competencies needed for effective performance. Using competencies clarifies the personal qualities and workplace behaviours expected of the post holder.

## 5.0 Preparation

Firstly, take some time to familiarise yourself with the priority competencies to be assessed during the interview. The definitions and positive behavioural indicators are available in the Competency Framework.

**ALL competency-based questions should be determined before you start interviewing and every candidate should be asked the same questions.**

Remember the questions are purely a tool to help you to elicit relevant information. Therefore it is most important that you probe deeply around the examples given by a candidate to understand their behaviour and experience. Probing questions cannot be planned in advance as they will depend upon the candidate's response to the previous question.

### 5.1 Scheduling Interviews

We recommend scheduling one hour to conduct a behavioral interview. The post-interview scoring process usually takes an additional 15 or 20 minutes. If you're planning to conduct multiple interviews in one day, scheduling them 1½ hours apart is usually sufficient

### 5.2 The questioning structure

Typically, competency based questions will ask candidates for examples of how they have dealt with situations in the past. The rationale in asking for past examples is that past behaviour is a strong predictor of future behaviour in similar situations. Hypothetical questions (such as "What would you do if...") should be avoided as they gather information that is a poor predictor of future behaviour.

Very often a candidate's answer to a question will give you some information but not enough to make an assessment of the competency you are assessing. What is needed then are probing questions to follow up the initial question.

Interviews should follow a clear structure, however the questions should not be followed slavishly as this will interrupt the flow of the interview. It is good practice to explain to the candidate how the interview will be structured, and that you will be asking for specific examples of when they have demonstrated the competencies required for the role. Ask them to bear in mind that you'll be interested in:

Examples from their work life

Recent examples preferably – the last 2-3 years

What they individually did or said, not the team as a whole (it's fine if they need time to think of an example.)

The questions and probes should be structured as follows:

**Situation** – What is the example?

**Task** – Ask them to describe their detailed task.

**Action** - What did they do?

**Result** - What was the outcome? How did it go/what would they do differently?

As the panel asks their questions you should make notes, using an interview assessment form. You are looking for evidence that the criteria have been met in the responses to the questions and the examples that candidates give. Be aware that in many instances, applicants answering a question on one competency will provide insight into their proficiency in others as well.

Asking each applicant the same competency-based behavioral questions will ensure a fair evaluation of the applicants on the same set of competencies. Panel members should have the definitions of the competencies in front of them during the interview.

### **5.3 Additional guidelines for members of selection committees (including the Chairperson)**

All panel members should make notes on candidates' answers during interviews to aid decision-making. Notes should be based on the person specification that the interview questions will be framed around. Notes should be an accurate record of what the candidate said or did, not the interviewer's inferences or judgments. It is important to separate observation from evaluation.

Ask questions clearly, clarifying and following up with probes where necessary. Probing questions will have to be tailored to the responses received from the candidate. They cannot be scripted in advance.

Allow for silence on tough questions that seek specific detail to allow candidates to consider the question before answering. Put the candidate at ease, let them know they have time and you are expecting an answer.

Seek contrary evidence in your interviews. If the interview is painting a picture of negative past behavior on the job, seek to find evidence of good behavior or performance to get a balanced view of the candidate. The same is true when a candidate seems perfect, perhaps too perfect.

Assess each candidate against the criteria in the person specification and competency descriptions rather than against each other.



If there is a difference in opinion amongst the panel, reassess the candidates by going back through the person specification and scoring against each criteria again if needed. The final decision must be agreed by all.

The Chair of the panel is required to fully participate in questioning. In addition they will control the proceedings, including timekeeping of interviews, as required.

## **5.4 Notes for panel chairpersons**

### **5.4.1 Actions before the interview:**

- Work with the institution HR specialist in planning the questions; ensuring that they test candidates' performance against the criteria set in the person specification section of the job description and the selected priority competencies.
- Ask panel members to disclose any potential conflicts of interest.
- Ask the institution's HR specialist to brief the panel on the requirements of the job if required.
- Ensure that all panel members are familiar with the selection process and have all the relevant documents in advance of the interview, and that they have read and understood them.
- Decide with the panel who will ask which questions and the order in which they will be asked.
- Remind the panel of equality and diversity considerations.
- Explain that if references have been received they will not be discussed until after the interviews. If panel members have already had sight of references they should be reminded not to breach the confidentiality of referees by revealing the contents of a reference to the interviewee.
- Confirm how, when and by whom candidates will be informed of the outcome.
- Arrange for the panel members to meet at least 30 minutes before the first candidate is due to arrive.

### **5.4.2 Actions during the interview:**

- Welcome the candidate and introduce panel members.
- Explain the overall process to the candidate and that they can expect panel members to take notes.

- Ask an opening question designed to relax the candidate and help them to overcome nerves.
- Monitor the process and intervene if any panel member asks inappropriate question.
- Ensure all questions are competency-based, avoiding hypothetical questions.
- Ensure that the candidates have an accurate picture of both the job itself and of the terms and conditions relating to it including providing an opportunity at the end of the interview for candidates to ask any questions and provide any additional information.
- Bring the interview to a close by thanking the candidate for their time. Explain the decision-making process and how and when the candidate will be informed of the outcome.

#### **5.4.3 Actions during the decision-making process:**

- Keep accurate notes of the decision making process, including clear reasons for deeming someone unsuitable.
- Ensure that the assessment is carried out in a fair and transparent manner and that recruitment and selection procedures and policy have been followed correctly to avoid any claims of unfair discrimination and rule out any comments or discussions relating to any of the protected characteristics.
- To lead the discussion and assessment of panel members; inviting all panel members to give feedback and share their scores on the candidates, finishing with the chair's own feedback.
- Provide feedback from any other tests, or invite the HR representative to do so.
- Lead the panel in reaching a consensus on whether each candidate is suitable or not and if required, identifying a rank order acceptable to the panel as a whole.

## 6.0 Assessing candidates

Immediately after each interview each panel member should consider their notes made during the interview, looking for evidence that the criteria have been met in the responses to the questions and the examples that candidates gave. Based on this they should complete the interview score sheet.

It is important that there is no discussion between interviewers at this stage of the process and that each interviewer reviews their notes individually.

Each candidate deserves to be scored carefully, using the same criteria for each applicant. Having the definitions of the competencies in front of the interviewers during the scoring process will help assess proficiency levels. In assessing the proficiency level of the applicant, ask yourself questions such as:

- How recent was the example the applicant described?
- How relevant is the example to the kind of job being applied for?
- How well did the applicant handle the situation described relative to the expectations of our institution?
- How large was the applicant's role in the situation described?
- Was the outcome described by the applicant a desirable one given the circumstances?
- For middle and top-management level positions, what were the impact and scope of the applicant's examples?

Once all interviewers have completed their interview assessment form they can share information and are ready to make a decision.

## 7.0 Final evaluation and selection

At the end of all your interviews each candidate should be discussed in turn, assessing their experience, skills and competencies and the performance in any tests or exercises.

Each interviewer will have his/her evidence to bring to the discussion. It is to be expected that panel members will have differences of views about the candidates. Discussions and judgments should be based on discussing the evidence of facts gathered during the selection process. You are not comparing candidates, but deciding from the evidence at interview who best fits the person specification.

If there were many candidates interviewed, you may find it helpful to develop yes (appointable) and no (not appointable) piles.

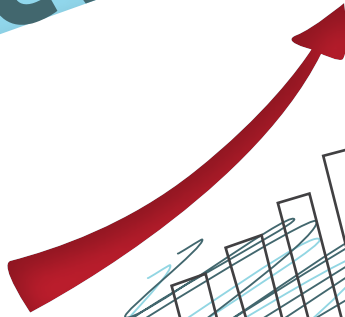
A scoring matrix can be used to aggregate all the interviewers scores for all candidates and assist in the decision-making process.

The purpose of an interview is to appoint the best candidate for the job, i.e. the one who most closely matches your original person specification. If none of the candidates are suitable then you should not appoint.

SAMO GODEC

Personal and career

# development



personal

development



## SAMO GODEC

**Samo Godec** was the Team Leader in the Project "Modernization of Human Potential Management System in Civil Service". For two decades, he has worked on the legislation and reform implementation in the public administration and civil service in all countries of the region, being also engaged in professional capacity on various SIGMA projects.

## Personal and career development

### 1. Introduction

One of the main goals in development of the efficient and client oriented administration is to recruit into its civil service able people and to develop their skills and abilities throughout their careers.

This notion is behind the goals of the EUHRM project: to introduce modern concepts of human resource management and human resource development into the civil service at all levels of administration in BiH; to improve job descriptions and job analysis; to improve selection and recruitment, and to promote modern concept of career development.

It is generally agreed that the good management of the people is crucial for successful administrative reform attempts, but as it is stated in the paper Public Servants as Partners for Growth (December 2011 OECD report) the issue of management is generally not addressed. At a time when managers have to do the right things right and with the less, their management function must unleash the talent available in the public workforce and make use of it in an efficient and effective manner. Line managers and supervisors need to improve and adapt their people management skills in order to get more out of their staff and build the kind of team spirit that can see organisations through a time of uncertainty.

The quality of people management is in fact a determinant of government performance. Fiscal consolidation plans normally involve reductions in staffing levels, and in compensation of public employees, a situation that can have a significant impact on the motivation, engagement and commitment of public servants - which of course affects the quality of service delivery.

Improvements in the quality of people management, particularly among line managers and supervisors, are crucial - not only for more effective delivery, but also for greater accountability. Middle managers and supervisors across the public service generally lack the necessary skills to get the most out of their staff; to manage conflict, absence and performance; or to ensure that public servants are trained on the job to improve service delivery. Thus, any reform initiative to improve productivity in the public service, or spending cuts to drive efficiency, should be accompanied by a substantial push to improve the quality of people management.

Good management of people is strongly affecting both personal development and career development, which are inextricably linked, **because they both involve providing employees with the encouragement and opportunities to develop their knowledge, skills and abilities and to make progress in their careers.** This means that they can depend on the management culture, and whether it is one in which the development of people is fostered; how that culture will develop; and HR systems and processes which both demonstrate a commitment to development and provide the opportunities for development.

This view of personal and career development was reflected in much of the work of the EUHRM project carried out with the active participation of the beneficiaries and other pilot

institutions. The aim of this chapter is to describe briefly basic tools for personal and career development, which includes practical advice on the roles of key players, individuals, managers, HR units, and the central HR units. It starts by discussing HRM and HRD, and the importance of developing a modern management culture before going on to describe specific policy developments and options for further interventions.

## **2. Human Resource Management and Human Resource Development**

HRM is generally seen as the function in an organisation which focuses on recruitment, appraisal, pay, career development and other HR systems. It can be seen also as concerned with the management of people, generally, but the modern view is that the management of people, and indeed the operation of many HR systems, should be a function of the line manager. This is a subject to which we will return later on.

HRD, on the other hand, is concerned with the development of the organisation and individuals to achieve performance improvement. It involves helping employees to develop key competencies that will enable them to perform their current and future jobs effectively. Knowledge skills and abilities can be improved through training, career development, appraisal systems, coaching, mentoring, succession planning. In other words, it encompasses a range from formal training through to feedback from a line manager.

The approach of the EUHRM project is to develop the sort of HR systems that will cover both HRM and HRD and support a modern management culture.

## **3. A modern management culture**

Management culture is important because it can determine whether new systems can work and be accepted. If, for instance, the development of people becomes a core competency, it can be defined and made a mandatory part of the appraisal system, but it will work more effectively if personal development becomes an everyday expectation of civil servants at all levels. Although the development of people is likely to be popular and even motivating, it might not take root if it is out of step with the predominant management culture. Clearly, the acceptance of something like the development of people is more likely if there is a modern management culture.

But the first question is about what sort of management culture the BiH civil service will need to cope with the challenges it faces and to complement the work being done on public administration reform. The culture of organisations tend to be long-standing and to be rooted in the past. In Western Europe, public services tended in the past to be process driven, operate in a bureaucratic manner, and staff have tended to rise through the bureaucracy on the basis of seniority and technical knowledge. This could mean the role of 'managers' being limited simply to inspecting employees or checking that they are re from. less, which means managers developing the skills and talents at their disposal following instructions. This sort of culture had some strengths, particularly in applying rules in a uniform way to all citizens.



It is not, however, well suited to change, improving productivity, and meeting new challenges; in other words with improving efficiency and effectiveness, which are at the heart of public administration reform. In the current climate of financial constraint, many countries are now faced with having to produce more from less, which means managers developing the skills and talents at their disposal.

#### 4. A new approach to competencies

It was against this background that we considered competencies because these define the way that we will need to work. They assume that success in the civil service will be determined, not just by 'what we do', but also 'how we do it'. Competency frameworks are now widely used in EU institutions and in most EU countries.

The aim was to identify those competencies which would be relevant to the work of the civil services of BiH over the next several years and that will enable them to rise to the challenges that all public institutions are likely to face.

The competency framework was primarily built upon the foundation of the job analysis activity of the EU HRM project and close reference was made with personal profiles developed for the sample job descriptions arising from this. In the process of carrying out job analysis, incumbents of various positions were required to identify competences necessary for the successful performance of their job. In order to ease this process, the project team has also asked incumbents to assess to which extent the following skills were relevant for their position: communication, team work, leadership, professional development, information analysis, strategic planning and decision making (on the scale of-very important, important, not important). The results of the job analysis were used as the main empirical material for developing the competency framework. In effect, they provide a useful description of the sort of management culture that would be needed to meet the challenges of the future.

From these themes, two new frameworks of core competencies were devised with the EUHRM pilot institutions. Also, a separate manual on use of the competencies within selection and recruitment procedures was developed.

As described in details in the chapter of competency framework;

##### **Core competencies for all civil servants:**

1. Professional development and integrity
2. Problem solving, initiative and change
3. Teamwork
4. Communication
5. Personal effectiveness and results orientation

### Managerial competencies:

6. Leadership
7. Planning and organising
8. Developing people

### Top management competency:

9. Strategic direction

The new frameworks were designed to meet three aims: firstly, to support the future development of the civil service; secondly, to be easy to understand and use; and thirdly, to provide a consistent and cohesive approach to human resource management. The competencies all support for themes identified above, and some themes are supported more than once. A major benefit should be a clear focus for everyone in the civil service. They were to be the common element in all the HR management systems of job descriptions, selection, appraisal, personal development and career development.

**Job descriptions** could be easily amended, by simply adding automatically the appropriate set of core competencies. In addition to tasks and competences, it will also be possible to add any professional qualifications and technical skills required for the post.

Because core competencies would be added to job descriptions, **recruitment and selection** exercises would require assessment of applicants' competencies. Any interview could be competency-based. Competency assessments could be carried out by the panels and successful candidates that put forward to managers for consideration and final decision.

However, the appraisal system could be amended to play an important role in **personal and career development**. It could, for instance, be developed to reduce the emphasis on marking which has been corrupted, and more on raising performance and developing individual potential. Within the context of this paper we focus on its potential to support the themes of developing professionalism and motivating and creating job satisfaction.

## 5. Developing individual potential

There are clearly many ways in which people develop. Simply learning to do a job well will be a developmental experience, having a manager who stretches you, getting an opportunity to take on a new project, or getting constructive feedback on your work, can all help. It is common to build these opportunities into a career management policy, as well as to design as well as to introduce more formal opportunities for training and other structured schemes. All these things should be built into an effective personal and career development system.

So, this rest of this paper will look at some of the options which are available; it will list and describe them and, where appropriate, provide detail of examples.

Not all the ideas will be appropriate to BiH, and not all would be capable of being introduced at once. We start with one system which is not optional in our view and without which neither the management culture we describe above, nor the revised competency frameworks, nor the notion of personal and career development would work; and that is a new approach to appraisal.

## **6. Using the appraisal system for development**

The BiH civil service has a very well-articulated appraisal system. It does, however, focus very strongly on marking which means that this becomes all that really matters to the individual and their manager. But the modern idea of appraisal is that it should focus more on raising performance than rating it. And in the context of this paper this means it should involve personal development.

It is important to note that the competency frameworks above have complementary competencies on personal development. The core framework has a competency on the Development integrity, and the managerial puts a corresponding responsibility on to managers with a competency on Developing People.

As is common in many appraisal systems now, an amended appraisal system would become the main driver for the development of knowledge, skills and abilities of civil servants. Among other things, it could be amended to ensure that everyone each year had activities to carry out in at least 2 areas for development.

The appraisal system is the main driver of personal development, and it should be updated to place much more emphasis on the subject. An important role for managers is to develop the potential of their staff. For this reason, every manager could be required to have as one of their specific work objectives: 'to develop the potential of my staff' (see above, competency 8).

But it is for everyone, whether manager or not, to take responsibility for their personal development in line with the new core competencies. Everyone can improve their knowledge, skills and abilities in the relevant competencies. This may not be about rectifying our areas of weakness, although it can be. It can be a means of building on strengths or improving in other areas, and might relate to future career ambitions. As it should be a learning process, individuals should NOT be marked on how well you do.

This is how personal development could be written into guidance on the appraisal system:

**Stage 1.** Each year the individual employee would identify and agree with their manager a minimum of two areas in which they would like to develop during the coming year. They should do this in discussion with their line manager, either as part of the appraisal and career interview, or separately if they prefer.

The areas that they identify do not need to be specified in terms of objectives or in detail. Simply set them out broadly to include technical skills and competencies. For example: IT skills; customer service; updating knowledge of X; team working; oral or written communications skills; formal presentation skills; project management; and so on.

The only constraints on the areas identified are: (a) they should relate to the core competencies of specific job; and (b) they should be of use in your current job or in your future civil service career.

The areas identified would be noted in the appraisal form

**Stage 2.** In the next section of the appraisal form should be set out briefly how they intend to learn, i.e. what activities they will undertake to develop their knowledge, skills or abilities in the areas they have identified above.

To do this, they should draw on the 'toolkit' of processes which would be included in the guidance. It is not necessary to opt automatically for training. Although training has an important role to play in personal and career planning, it has to be targeted carefully within available resources. And for most of us, our personal development comes in the course of doing our jobs. It can come from our managers, other colleagues, and other opportunities to learn new things. So, the individual and their manager should look through the toolkit and note down how they will learn in the areas for development that they have identified.

**Stage 3.** At the end of the appraisal and career interview at the end of the year, the individual should discuss with their manager what they have achieved, and the manager should note the results against the appropriate competency.

## 7. The annual interview

The annual (or if there are two interviews foreseen, the one at the end of the calendar year) interview would have two functions. Firstly, it would be an integral and mandatory part of the appraisal system, the time when the discussion about developmental activities for the past year and the next year would take place. And secondly, it would be an opportunity for individuals to discuss with their line managers how their career might develop.

The annual interview is an opportunity for line managers and employees to engage in a dialogue about the individual's performance, personal development and career development; and also about the sort of support the line manager can provide to the individual. Whilst the appraisal element of the interview, covering performance and development, is a mandatory part of the appraisal system, the subject of career development is optional for the individual member of staff.

The interview should not be simply a question of one person asking questions and the other answering. The aim should be a conversation in which views are exchanged. The appraisal part of the interview should review past actions and behaviors. But it can only be counted a success if it is also used as a basis for making development and improvement plans for the future.

**The role of line managers** is extremely important. Each individual member of staff has a primary role in their own career development, and developing knowledge and skills is one of the core competencies. But it is also crucial that line managers take responsibility to ensure that their staff develop their knowledge and skills. As this responsibility is reflected in the managerial competency framework, it should become part of the line manager's own appraisal interview.

In a wider sense managers can make a major difference in the way people perform and develop. In addition to performance appraisal, managers can support many of the processes in the career development manual. They can provide opportunities for the development of knowledge and competencies; they can advise their staff on the development of their careers; improve job satisfaction and motivation; coach and guide their staff; be sufficiently open that employees can discuss matters with them; and ensure that individual performance is in line with organisation's goals and values.

**Purpose of the interview is as follows:**

1. **Feedback** - providing information to individuals about their performance and progress, and on what is required to continue to perform well in the future,
2. **Recognition** - emphasising what is being done well and making any constructive criticism about what might be improved; and discussing the importance of how things (competencies) are done, as well as what is done (results),
3. **Exchange of views** - an open discussion about what has happened, how the interviewee (or the interviewer) can improve their performance, the support they need from their managers to achieve this, and their aspirations for their future career,
4. **Agreement** – identifying areas and plans for development over the next year and coming to an understanding about what needs to be done to improve and sustain performance generally.

**Collecting information** is important part of the interview. It is helpful to get together some information on the following:

- **Objectives** - whether they were achieved and, if not, the reasons why this didn't happen,
- **Competencies** - how well individuals are performing in respect of technical competencies and core competencies,

- **Development and training** - what development and training has taken place during the year, and what development activities would they like to engage in during the next year,
- **Career options** – ensure that you are sufficiently well informed to be able to provide advice on future career development.

Please note that you should be as concerned with **how** objectives are achieved as well as **what** is achieved.

### Preparing for the annual interview

Both parties should prepare for the annual interview beforehand if a successful outcome is to be achieved.

The interviewer should consider:

- how well the individual has performed since the last meeting,
- the extent to which any agreed personal development plans from the last meeting have been implemented,
- the feedback to be given at the meeting and the evidence that will be used to support it,
- the factors that have affected performance, both within and outside the individual's control,
- the points for discussion on the possible actions that could be taken by both parties on personal development and performance improvement,
- potential directions the individual's career might take,
- possible performance objectives and development plans for the next review period.

Interviewees need to consider:

- what they have achieved during the review period, with examples and evidence,
- any examples of objectives not achieved, with explanations,
- what they most enjoy about the job and how they might want to develop the role,
- any aspect of the work in which improvement is required and how this might be achieved,
- two areas in which they would like to develop their knowledge, skills and competencies over the next year, and ideas about the development can be achieved,
- what level of support and guidance they require from their manager,
- their aspirations for the future both in the current role and in possible future roles,
- objectives for the next review period.

## What a good interview looks like

A good and constructive interview is one in which:

- interviewees do most of the talking,
- interviewers listen actively to what they say,
- there is scope for reflection and analysis,
- personal development is discussed,
- performance is analysed, not personality,
- the whole period is reviewed and not just recent or isolated events,
- achievement is recognised,
- the meeting ends positively with agreed plans on personal development and on improving and sustaining performance in the future,
- advice is given, if requested, on what is needed to develop their career.

A bad interview:

- focuses on a catalogue of failures and omissions,
- is controlled by the interviewer,
- ends with disagreement,
- leaves the member of staff feeling disengaged or demotivated by the process.

A basic requirement of interviewers is to be able to ask the right questions, listen actively and provide constructive feedback.

## Asking the right questions

It is important for interviewers to ask both open and probing questions.

Open questions are general rather than specific; they enable people to decide how they should be answered and encourage them to talk freely. Examples include:

- How do you feel things have been going?
- What has gone well?
- What has gone less well?
- How do you see the job developing?
- How do you feel about that?
- Tell me, why do you think that happened?

Probing questions dig deeper for more specific information on what happened or why. They should indicate support for the individual's answer and encourage interviewees to provide more information about their feelings and attitudes, while they can also be used to reflect back to the individual and check information.

Examples would be:

- That's very interesting. Tell me more about ...?
- To what extent do you think that ...?
- Have I got the right impression? Do you mean that ....?

### Listening

To be good listeners during the review meeting, interviewers should:

- Concentrate on the speaker and be aware of behaviour, body language and nuances that supplement what is being said.
- Respond quickly when necessary but not interrupt.
- Ask relevant questions to clarify meaning.
- Comment on points to demonstrate understanding but keep them short and do not inhibit the flow of the speaker.

### Giving feedback

Feedback should be based on facts, not subjective opinion, and should always be backed up with evidence and examples.

The aim of feedback should be to help employees understand the impact of their actions and behaviour. Corrective action may be required where the feedback indicates that something has gone wrong. However, wherever possible, feedback should be used positively to reinforce the good aspects and identify opportunities for further positive action.

Feedback will work best when the following conditions are met:

- Individuals are given access to readily-available information on their performance and progress.
- Feedback is related to actual events, observed behaviours or actions.
- Events are described rather than judged.
- Feedback is accompanied by questions soliciting the individual's opinion why certain things happened.
- Individuals are encouraged to come to their own conclusions about what happened and why.



- There is understanding about what went wrong and an emphasis on 'putting things right' rather than censuring past behaviour.

### **Career advice**

Part of the role of the line manager is to advise on personal development opportunities and giving career development advice generally. This advice should be given in the course of the annual interview, which is a mandatory part of the appraisal system. Although the career development part of the interview is not mandatory, everyone should be advised periodically to take the opportunity to discuss with their line managers how their careers might develop and to cover any of the following topics:

- Advice on the personal development opportunities available to enable the job holder to carry out their present duties more effectively;
- Advice on other jobs at their current level that would enable them to broaden their experience, better equipping them for promotion to the next level;
- Advice on the requirements (both competencies and technical skills and knowledge) of typical jobs at the next level;
- Where appropriate, advice on the career development in a particular area of work (for example, finance or HR);
- Where appropriate, advice on career development to equip staff for the most senior positions in the organization.

Much of the advice to be given by managers in the career development interview will be based on their own experience in the civil service. And the various development opportunities and processes being identified in the appraisal and career development systems. But further advice should be prepared for staff and managers setting out the broad requirements of jobs at the various levels in the organization.

Although line managers should be well placed to give career development advice on the basis of their experience to their staff there may be circumstances in which it will be important to utilize the greater expertise available in HR units. Where a career development interview is held in the HR unit, it should include the topics set out above.

### **And finally...**

If the annual interview is carried out well, it can significantly enhance relationships, as well as the performance and development of both individuals and line managers. But its value will be further enhanced if the dialogue continues regularly throughout the year.

## 8. Fast track development scheme

Fast track schemes or high flyers schemes involve identifying through targeted recruitment a cadre of (generally young) people who have demonstrated during the assessment phase that they have the potential to reach senior positions in the organisation. In Western Europe they are common in both large private sector organisations and the civil service. People selected for fast track development may be provided with mentors (see below on mentoring) and the organisation may have a Development Manager whose job it is to decide with individuals their development programme. Often they will attend a development centre (again, see below on development centres) and training courses on technical and management skills, and also move through a carefully chosen series of jobs in different areas of work. Schemes may vary between employers.

### A Civil Service fast track scheme

#### Introduction

This note has been prepared to give a brief outline of a typical fast track scheme for the civil service (Great Britain case). It describes the Fast Stream Scheme in the British Civil Service in terms of its:

- Objectives,
- General Features, and
- Recruitment arrangements.

At this stage, the intention is to set out, by example, what a scheme might look like so that further work can be carried out by CSA, if it is decided to develop such a scheme in BiH. An important feature of any such scheme is that, often, it is centrally managed. Any decision to develop such a scheme should also, therefore, include a decision on which individual public institution is to implement the scheme.

#### Objectives

The objectives of the British scheme are to ensure that high calibre people are recruited developed and trained for the more senior posts in the civil service; and, as part of that overall objective, that the senior civil service is seen as an attractive career by the most able graduates. In practice, and it is sometimes seen as a criticism of the scheme, the intention is to ensure that there are people available of sufficiently high intellectual capability to make a significant contribution to policy formulation and to give direct support to Ministers. As such the scheme is very similar to arrangements that are common in other sectors, e.g. financial services or consultancy where great efforts are made to attract good people, and offer first class development opportunities and fast track promotion to the more senior posts.

Despite some far-reaching changes in the British Civil Service, with much greater freedom being given to individual Ministries to manage their own affairs, the Fast Stream has survived largely intact because it is seen to meet the objectives set out above. There have been changes, too, in the labour market and general economic conditions in the UK but the civil

service has throughout been able to attract and retain high quality people. Increasingly potential recruits see it as very important that their employers should be able to offer good development and training opportunities.

### **General Features**

The British scheme comprises single centralised recruitment and selection arrangements, with the subsequent management of the people on the scheme left largely to individual Ministries. In BiH, however, it is recommended that – initially at least – individuals on the scheme should be centrally managed in terms of the development of their careers. It is unlikely that individual institutions would develop sufficient expertise in the scheme to ensure its effectiveness. An important feature of the scheme in the UK is the centrally provided training, particularly for new recruits. This should certainly be a feature of any scheme in BiH with dedicated training provided by CSA.

Although in the UK subsequent career development is the responsibility of individual Ministries (and the civil servants themselves) there is a relatively standard pattern for levels of entry and progression through the grades of the senior civil service. The chart attached to this scheme shows the three normal entry points for the fast stream. By far the most common entry point is the lowest, at Executive level, which is for people typically straight from university and in their early twenties. For those who are in their mid-twenties or who have perhaps completed a postgraduate qualification it is possible to enter at the Higher Executive point. There are provisions for more experienced, older people to enter direct to the senior grade 7, but this entry point is rarely used.

The chart also sets out the normal progression route for fast track people. Typically the Senior Executive grade, and Senior Grades 6 and 4 are missed out, and there is usually accelerated promotion through to Grade 7. Increasingly the more senior posts are filled through competition so there are no guarantees that the progression for any individual will be as set out. Indeed the essence of the scheme is not to guarantee promotion but rather to give special development and training opportunities such that individuals will be well placed to win promotion in competition with others. Thus, typically, members of the fast stream will in the first few years of their career be given challenging or important posts (e.g. in a Minister's office) that allow them to develop their skills and knowledge. And they will benefit from more advanced training.

Generally there are no special pay arrangements for the fast stream. Pay rates are based on the grade of post being carried out regardless of the individual occupying it. But there is of course a substantial pay incentive in the greater likelihood of promotion to the more senior levels, and in accelerated promotion at lower levels.

### **Recruitment Arrangements**

Recruitment arrangements for the fast stream are centralised both in respect of marketing the scheme to potential recruits and in assessment and selection. In common with other large employers, a high profile approach is taken to marketing the scheme with press

advertising, publicity material, an internet presence and visits to university and other careers fairs.

The assessment and selection process involves a number of separate stages:

- Initial Application,
- Qualifying Test,
- Assessment Centre,
- Final Interview.

The initial application form consists of the usual personal details including educational qualifications, and any employment experience; together with space for candidates to describe a situation in which they have had to use their initiative or exercise communication skills and problem solving ability. This application form is examined to ensure basic eligibility for the competition. The main entry requirement is to have, or be about to obtain, a university degree.

Eligible candidates then sit a qualifying test which consists of a series of exercises involving:

- numerical analysis,
- logical reasoning, and
- verbal skills.

This test does not have an absolute pass mark; it is used for sifting purposes only to place the candidates in merit order for progression to the next stage of the competition. The number of candidates who progress to the assessment centre stage depends on the number of vacancies in any year.

The assessment centre is an intensive set of tests, exercises and interviews which take place over two days. Candidates are placed in groups of five, each group being observed and marked by a panel of three assessors. The assessors panels consist of:

- a former senior civil servant;
- a current civil servant with, typically, seven to ten years experience of the fast stream;
- a psychologist.

The individual tests are designed to simulate the type of work that will be undertaken by a member of the fast stream and include:

- an exercise in chairing and attending a meeting to decide on a particular issue (the meeting involves the group of candidates being assessed);
- an statistical interpretation exercise;
- dealing with an in-tray requiring a series of decisions on management issues;
- the preparation of a submission to a Minister addressing a policy issue;
- separate 40 minute interviews with the three assessors.

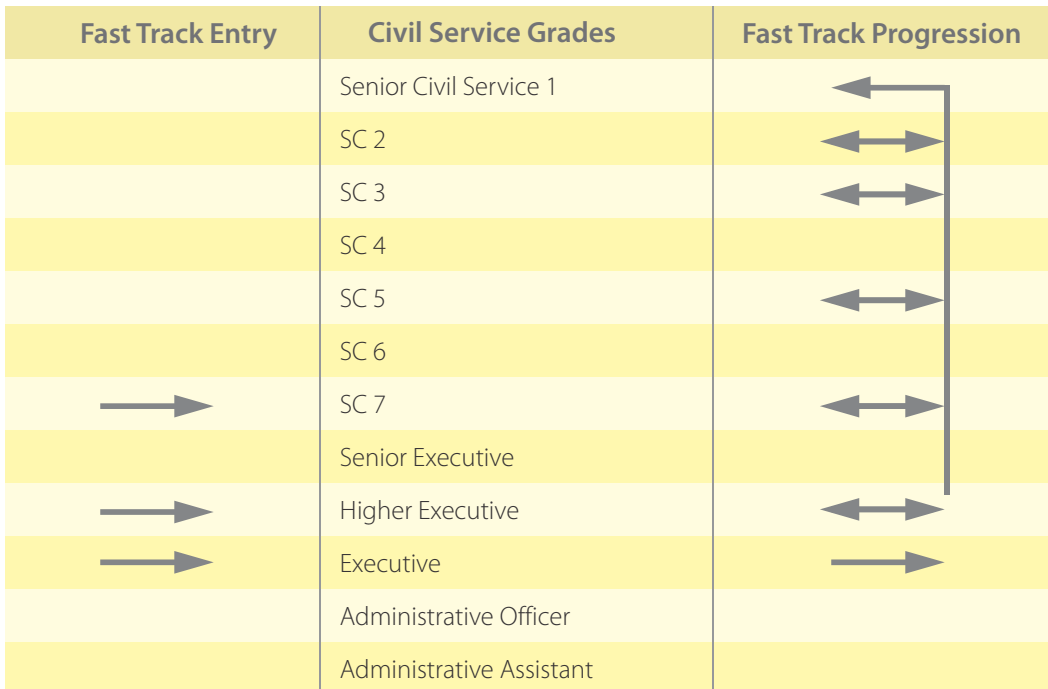
Candidates who are successful at the assessment centre go forward to a final interview of some 40 minutes to confirm the findings of the assessment centre.

The standards of this competition are deliberately set very high to ensure that only those of the highest ability are successful. In a typical year in the UK some 10,000 people apply for the scheme, about 750 progress from the qualifying test to the assessment centre, and of these 150 are eventually successful. Existing civil servants are free to apply for the scheme in the normal way through taking the qualifying test. And a small number each year (of whom perhaps 10 are ultimately successful) are specially recommended by their Ministries and go direct to the assessment centre.

**Conclusion**

The UK Fast Stream has, for more than fifty years, been very effective in ensuring a continuing supply of high calibre individuals for senior positions in the civil service. The scheme has continued to attract some of the best graduates emerging from universities in the UK and follow up studies have shown that the recruitment process is apparently identifying people who will be effective in their careers. Such a scheme could well be effective in BiH. It represents one of a number of measures that could be introduced to improve the effectiveness of the civil service in the country, particularly at the higher levels of management and in the advice it gives to Ministers.

**Diagrammatic Representation of UK Civil Service Fast Track Scheme**



## 9. Management development

The quality of management is a key issue in civil services of EU countries and that, by implication, it requires immediate attention if Governments are to cope with improving efficiency and effectiveness during a period of severe financial constraint.

It is our belief that there are undoubtedly talented and well-motivated civil servants in BiH administrations, but they too would make criticisms of management capability. We understand that supervisors tended to be appointed on the basis of their technical skills and knowledge and to have a fairly formal relationship with their staff. The management of people might also be seen as a matter for HR managers. It may not be extensive, but it is in keeping with the sort of traditional culture described in section 2 above and which will find it difficult to respond to change and to motivate staff.

## 10. Top management leadership programme

It is a perfectly good question for someone in an appointed position to ask why they should attend a training event. One answer to that is because they are in a position of authority and can set an example of leadership being willing to show that they are interested in their own development. Such a person may say that they are there to give policy advice rather than manage people, to which the answer might be that policies depend very much of getting other people to implement them. The conversation could go on and on and be either productive or not. BUT the main selling point of a short leadership programme is that it should clearly be high-powered and seen to be essential for, and attractive to, top managers.

It isn't for this project to design such programme but our view is that it should be short, probably no more than a week (though there could be follow-up events) and give exposure to leading thinkers on topics such as:

- The impact of demographic changes, increasing life expectancy etc;
- Impact of globalization of trade, communications, movement of people;
- Major social issues of the day facing citizens and policy makers;
- The policy implications for EU accession or public administration reform;
- The roles of Government and citizens.

In other words, the attraction should be the opportunity to discuss major strategic issues with other senior people. It would be even more attractive an event if it culminated in having to make a presentation to a senior figure in the administration.

More in details, the leadership programme is elaborated in the chapter on training of civil servants.

## 11. Managerial grades

It is at least as important as top managers that all managers below that level should develop their management skills. It is presumably at this level in many countries that the OECD criticism is directed. Some of the development might be via some of the techniques mentioned below, e.g. coaching and mentoring, simply because some management skills, like interpersonal skills, are not easy to teach in the classroom. Nevertheless, it will be vital to the success of any changes in management culture, the new competency frameworks, and the focus on developing knowledge, skills and abilities across the civil service, that managers are trained in the revised appraisal system. This should be capable of being done within individuals and institutions by trainers, largely from HR Units, who have attended Train of Trainers events organised by the central HR units at each level of administration in BiH.

In addition, however, there are many other management skills that could be included in an annual training programme. We take for granted that the civil service in BiH will require managers who are up to date with the agenda for public administration reform and able to create a climate that makes the best use of the skills and talents of its employees to deliver improving services. This could be done on a modular basis, e.g. on public sector reform, leadership and teambuilding, project management etc., or on the basis of work on management development training done within EUHRM project.

## 12. Non-managerial grades

In a modern management culture, the development of all staff is important and it is important to recognize that non-managerial grades make a substantial contribution to the public service as they are the people who deliver the services to citizens and others. For the most part their development will be pursued through the appraisal system as described above, in annual development plans. But it is not uncommon in large organisations in the civil services of Western Europe to find special development schemes for people at these levels who have the potential to go on and fill in time senior management posts. A little like the fast track scheme described above, a typical scheme would identify a small number of employees in an institution, via nominations by line managers, self-assessment, and possibly a development centre. Individuals would probably remain on the scheme for two or three years, and their training and development postings managed in a similar way to those in a fast-scheme.

### 13. Coaching, counselling and mentoring

These are all about improving skills and performance, usually for an individual's current job. They usually involve one-to-one sessions and a confidential discussion between a manager and someone else about the manager's development. Often a line manager is in the key position to give constructive feedback or coaching to their staff. It is undoubtedly an important way in which the individual can be helped to improve. A young manager will learn more from a senior colleague than from other sources or from formal training courses.

Although the terms tend often to be used interchangeably, there are differences. A lot of **coaching** tends to be done by line managers in the form of giving feedback, and some organisations aim to reach a stage where all managers operate as coaches. Until that point, however, a coaching service can be offered by the central HR unit, such as the ACS, or the central service can run training events for potential coaches. One significant advantage of a central service such as ACS is that it can have access to various assessment tools not available to managers who will not have been trained in their use.

The focus of coaching on skills distinguishes it from **counselling**, which is sometime seen to be about helping people with concerns such as motivation or self-confidence. We distinguish it from career advice, dealt with below.

**Mentoring** is slightly less focused on developing skills than coaching. Mentors are often senior managers who have a longer lasting relationship with junior staff with potential. They act as a sounding board, to discuss problems and help the junior person to develop. This service is often either informally arranged or directed at senior civil servants.

### 14. Identifying developmental needs

As described in section 6 above, appraisal is the main vehicle for identifying developmental needs. There are, however, three other major techniques which can be targeted as appropriate: self-assessment; development centres; and 360 degree feedback. All are used to identify developmental needs, although development centres and 360 degree feedback can be expensive to administer and therefore tend to be targeted either on relatively senior people, particularly 360 degree feedback; or on employees with potential to rise further (development centres in particular); or can be made available for anyone to see what can be learned that may be of use to them, but preferably with some support system in place to help in interpretation and follow-up (self-assessment techniques).

### 15. Self-assessment tools

**Self-assessment tools** are undoubtedly the cheapest of these techniques to introduce. The term Self-assessment tools covers a wide scope. Literally, it refers to any tool that facilitates the self-exploration of abilities, preferences or skills. Generally speaking, self-assessment tools come in the form of a structured questionnaire, which is self-administered and scored. For all the questionnaires there is no right or wrong answer; and they are not



intended to provide a formal assessment of anyone. Their use is entirely voluntary and the results are intended for personal use only. Each questionnaire could be used separately to explore a particular aspect of management and leadership styles. Or the results can be combined and related to the managerial core competencies, including the additional competency of strategic direction.

## 16. Development centre

**Development centre** is sophisticated assessment process, aiming to provide participants with objective, structured feedback on their strengths and development needs. It is designed to minimise as many forms of potential bias as possible and to ensure that each participant is given equal opportunity to demonstrate ability across a range of standardised situations. They become increasingly popular in Western Europe as a means of identifying talent and determining training and development needs. They tend to be used to assess people with known potential, or they can be used to gauge potential and help make selections for promotion. Either way, they are an accurate tool for identifying developmental needs. Although they take place away from the workplace, they include work-related exercises and group work.

## 17. 360 degree feedback

**360 degree feedback** is a process where feedback on the performance and development of an individual is sought from a number of sources, usually including subordinates and peers, as well as their managers. The aim is that the process should provide a more accurate picture of the individual than a review by one person.

## 18. Role and responsibilities

The key players in personal and career development are: individual employees, line managers, HR Units in institutions, and the central HR units. Some of the responsibilities are already clear but others may develop as the processes of personal and career development are implemented. At the end of the section is a list of most of them in tabular form.

The role of **individuals** should not be understated. The development of people is not just a management responsibility. Individual employees should take the opportunity to improve their performance through continuous learning and development. They can develop expertise in the relevant areas in which they have the greatest ability and interest. A revised appraisal system would provide opportunities to learn, seek feedback, and develop knowledge, skills and abilities which might enable them to develop their career. Self-assessment might also be a useful tool for them to consider what developmental needs they may wish to pursue.

**Line managers** have the key role in developing their staff and also themselves. It is their responsibility to provide staff with the opportunity and motivation to develop the skills and gain the expertise to improve performance, as well as meet the longer term needs of the civil service. New skills may be needed if they are to help to develop their staff under the appraisal system. One of their jobs is to help individual members of staff to identify areas for development and the activities they need to pursue to achieve their goals. They therefore need to be trained in the new approach to appraisal and to be ready within the context of the annual interview to provide career advice on the basis of their own knowledge of the organisation and, if necessary, with the assistance of the institution's HR Unit.

Their own training is also essential. Although the appraisal system is an immediate training need, they should be encouraged, and given credit for, developing their own knowledge, skills and abilities, particularly in the field of managing people. It is their job to develop and deploy effectively the talent at their disposal.

**HR Units** in institutions should take on the responsibility for training managers in the revised appraisal system in their organisations. They should also be ready to advise line managers of the sort of information they need to be able to dispense in their annual interviews with their staff. They may well need to collate information about jobs at various levels in order that line managers are well informed in their advice to their staff on career options. Because of their knowledge and contacts across the civil service it would be appropriate in some cases of, for instance, high performers or senior people, for the HR Unit to be ready to provide career advice to individuals.

If the civil service decides to introduce a fast track development scheme or a management development scheme, the HR Unit will have the key role of managing that within their organisation.

**The central HR units** are the other key player in this picture. It should oversee and keep under review the working of the HR systems, and of training the trainers of those systems. It should also provide an annual programme for managerial grades, as mentioned in section 10 above. In any selection process involving competencies, the central HR unit should undertake the assessment, because it has the expertise to do so. The same applies to running development centres, in which a number of their staff have been trained, and to feed back the results. If a decision to introduce a fast track development scheme or a management development scheme is taken, the central HR unit is equipped to undertake the selection process via an assessment centre or development centre.

In some specific cases of, say, people with high potential, the central HR unit would also be able to offer coaching or career advice.





STAKEHOLDERS	RESPONSIBILITIES
	<ul style="list-style-type: none"> <li>• Where necessary, assigns a mentor to newly employed, i.e. to an employee who needs to be mentored while mastering over certain functional competencies.</li> <li>• Gives instructions on developing a Mentoring programme, if needed.</li> <li>• As necessary, seeks further information and instructions from central HR unit regarding all relevant issues for conducting of the development procedure.</li> </ul> <p><b>Outcome:</b> Career roadmap, special programmes /tailor-made programmes/ of professional development made on the basis of the individual development plan.</p>
<p><b>Central HR unit</b></p> <p><b>Policy (approach, system)</b></p>	<p>Responsible to define and model a systemic approach to the planning of professional and career development of civil servants, as well as to provide support in the additional assessments of employees' potential.</p> <ul style="list-style-type: none"> <li>• Propose how a career development system should look like in the state administration from the aspect of the state administration needs and opportunities.</li> <li>• Informs the Government on the plans of activities (intentions) in this area.</li> <li>• Builds a network of contact persons on the highest level (secretaries of the ministries, directors of the organisations and services).</li> <li>• Prepare and organise trainings and other types of assistance (advise, instructions, coaching) for managers and HR units in the area of planning and development of civil servants.</li> <li>• Monitor the effects of the development of employees through the performance appraisal procedure, motivation, job satisfaction and similar.</li> </ul>

STAKEHOLDERS	RESPONSIBILITIES
	<ul style="list-style-type: none"> <li>• Advise the HR units on the opportunities for career development (movements) across the administration.</li> <li>• Prepare and organise trainings for the development of core competencies in managers and HR units, as well as employees.</li> <li>• Programming of trainings for the manages on different levels.</li> <li>• Encourage creating of a network of managers who has completed certain trainings.</li> <li>• Prepare and innovate the assessment tools making them available to civil servants (online).</li> <li>• Run a Development Centre for people with known potential, subject to the approval and the provision of resources by institutions, the aim being to carry out profound assessment of competencies to identify the developmental needs of civil servants with potential to reach senior position.</li> </ul> <p><b>Outcome:</b></p> <p>Proposal of the approach of development of civil servants (career and professional development); Development Centre Report; proposals for the Programme of professional development; Management development programme, Manual for the development of a special programme of professional development, Guidelines for Mentoring work.</p>

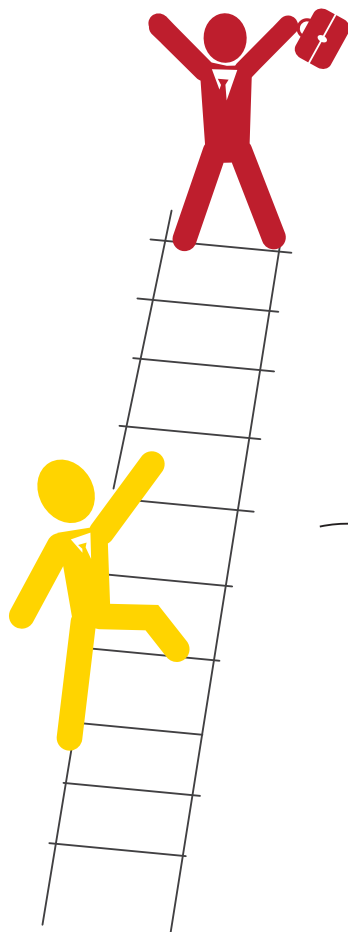
## 19. Conclusion

This paper summarises some ideas that might be useful for the future development of HRM and HRD within institutions at all levels of administration in BiH. At its heart is the intent to help the civil service develop the means of coping with the challenges it faces in the context of severe financial constraints. The first step is development and practical use of the annual interview as described above, accompanied with training of the managers in institutions. Improvements in efficiency and effectiveness will derive from measures of public administration reform, but those measures will be more likely to succeed if they are accompanied by a modern management culture supported by new approaches to HR development.

PETER MIKLIČ  
SAMO GODEC  
MIHA DERGANČ

training and development

# Professional



development



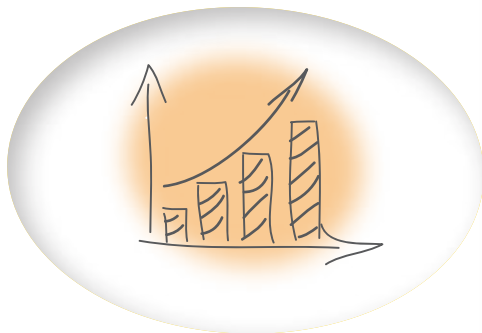
training



Professional  
training



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SAMO GODEC  
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**Peter Miklič** was the key expert for capacity building and training in the Project “Modernization of Human Potential Management System in Civil Service”. For the last fifteen year or so, he has worked on reform processes in government administration, building of civil servant systems, establishment of modern systems of human potential management and professional training and development in public administration not only in Slovenia, but also in other countries of the region, such as Bosnia and Herzegovina, Montenegro, and Serbia.

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**Samo Godec** was the Team Leader in the Project “Modernization of Human Potential Management System in Civil Service”. For two decades, he has worked on the legislation and reform implementation in the public administration and civil service in all countries of the region, being also engaged in professional capacity on various SIGMA projects.

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**Miha Derganc** is an expert in human potential management with 25 years of experience, specialized in the areas of project management and transfer of knowledge. In the Project “Modernization of Human Potential Management System in Civil Service” he was entrusted with the preparation and implementation of Training of Trainers. Over the last ten years, he has dedicated a great portion of his time to the training and development of human potential not only in public administration but also in the private sector in Slovenia and in other countries of the region, including Croatia, Bosnia and Herzegovina, Macedonia, Serbia, and Montenegro.



## Professional Training and Development of Civil Servants

### Introduction

The integration into the European Union, positioning in the “European Administrative Space”, adapting to changes in the environment, citizen orientation – are only some of the requirements that constantly present themselves before the civil service of Bosnia and Herzegovina. From among these requirements and due to recent political climate in Bosnia and Herzegovina, emerging as a growing challenge is the adaptation to changes that bring about constant modifications to the regulations and, consequently, to their enforcement (implementation). The civil service at all levels – though differently – does not operate in stable environment; hence, civil servants have to put major efforts into adapting to those changes in order to be able to perform their basic duty, which is the provision of services to citizenry. Clearly, this requirement is hard to meet in such an unstable system.

A successful reform of the public administration should primarily relate to the improvement of efficiency and effectiveness of its operation. The key instrument in satisfying this generally set requirement is the creation of the system of ongoing professional training and development that will ensure continuing advancement of professional skills and specialized knowledge of civil servants. Only in this way they will be in the position to keep up with the ever increasing scope of knowledge called for by their jobs, with the requirement to apply new technologies and use new working methods, and to develop high standards in the provision of services to the citizens. Advancement of the workforce plays a major role in the creation of new value and implementation of necessary changes in the organization, while training of civil servants becomes increasingly important in all member states of the European Union, as well as in the European institutions.

The civil service agencies are responsible, inter alia, for the professional training and development in the public administration. In this regard, the above institutions at all administrative levels in Bosnia and Herzegovina should define the needs regarding the professional development, create training programs or modules in response to the identified needs, organize and carry out the process of implementation of individual training programs and provide for adequate monitoring of the quality of conducted training programs. The preparation and execution of annual training programs for the civil service is one of the basic pre-requisites for good quality provision of the ongoing professional training and development of civil servants at all administrative levels in Bosnia and Herzegovina.

## 1. System of Professional Training and Development

### 1.1 Why is Systemic Solution Needed

Professional training and development of civil servants is one of the most important mechanisms for the professional advancement of civil servants, with the goal to improve their overall abilities in order to ensure better and more efficient work performance and thus an improved, more active and more successful operation of the public administration as a whole.

In order to create a modern, efficient, professional, responsible, and citizen-oriented public administration, which will be based on equal standards and principles, it is necessary to create a systemic and ongoing process for professional training and development of civil servants and technical and administrative staff and to enable their professional advancement.

To establish the process of continuing professional training and development, it is necessary systemically, through legislative framework, **to establish certain prerequisites**, as follows: **the right and duty to undergo professional training and development** of each civil servant and member of technical and administrative staff, **the existence of an institution performing the function of planning, organizing and implementing the programs** of continuing, functional professional training and development of civil servants and technical and administrative staff, defining who has the competence for **the preparation and implementation of strategy** to develop the system of professional training and development, and **providing adequate (stable) system of financing** for the realization of the adopted program for professional training and development of civil servants and technical and administrative staff. All these prerequisites are also in compliance with the *Principles of Public Administration*<sup>1</sup> that have been jointly prepared by the European Commission and OECD/SIGMA in late 2014 and that can be deemed as sort of modern European standard when it comes to the field of professional training and development of civil servants and technical and administrative staff:

- *Professional training is recognized as a right and duty of public servants, established in law and applied in practice.*
- *Strategic training needs assessment and development of annual/bi-annual training plan(s) are conducted through transparent and inclusive processes, co-ordinated or supported by the central co-ordination unit for public service and/or public service training institution.*
- *Strategic annual or bi-annual training plan(s) of public servants (for different categories, including senior managerial positions) are adopted, implemented, monitored and evaluated.*
- *Sufficient resources are allocated for training public servants.*

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<sup>1</sup><http://www.sigmaxweb.org/publications/Principles-Public-Administration-Nov2014.pdf>

## 1.2 Why is Professional Development of Public Servants Important?

The public administration reform depends on the extent to which the people tasked with and responsible for its successful implementation are competent, motivated and willing to embrace change. The main actors behind the reform of the public administration are the civil servants themselves; hence, the efficiency of the changes made to the public administration depends on their capacity and willingness to adopt new working methods and to assume new roles.

The public administration reform strategy, the action plan and other strategic documents all point to the importance that should be given to the professional training and development of public servants in order to establish a comprehensive, modern, competent and depoliticized system of civil servants. The strategy defines certain paths that constitute the guidelines for the professional development policy. The strategy also recognizes the need for and the relevance of the harmonized approach to the human potential development at all administrative levels in Bosnia and Herzegovina and, hence, to the training of civil servants and their development. Professional training and development, consequently, become the key instruments in the advancement of modern public administration.

Professional development of the employees in the public administration is a long-term process, which requires participation of all relevant actors and which helps improve their knowledge and develop their skills and abilities, through the learning and practical work. Nowadays, in the "knowledge society", all professions require lifelong learning and advancement of skills. Hence, civil servants must continuously improve their professional competencies. The public administration reforms encompass learning on-the-job and learning from experience. Using the experience of others, the so-called benchmarking, can provide not only help, but also the possibility to define relatively easily and quickly the fundamental guidelines and the paths for the professional development of public servants, which can create stronger impulse to the public administration reform.

What is the contribution of the professional training and development of public servants? The major contribution is certainly the increased efficiency of operation of the public administration and the improved provision of services to the citizens. Furthermore, as new technologies develop, increasingly relevant is the ability of civil servants to adapt and to upgrade their knowledge in this regard. The possibility to move within the administration from one job to another (which has emerged as a major challenge in Bosnia and Herzegovina), along horizontal or vertical lines, as part of reassignment or promotion, further accentuates and increases the importance of the professional development in public administration.

Yet another important reason that determines the relevance of and the need for continuous professional development is the fact that in the countries in transition, such as Bosnia and Herzegovina, we see perpetual changes in the legal system. Namely, each year taking place in transition economies is the adoption of many new regulations, putting new challenges before the civil servants, and warranting not only adequate understanding but also proper

application thereof. Systematically organized and planned trainings contribute to better understanding of their contents, to the mastering of the basic knowledge regarding the procedures and to ensuring better application of the normative documents in the daily work of public servants.

But at the same time, no matter how much faith we put in the power of the education and training, it should be understood that it is not possible to solve and regulate all problems and the overall functioning of the administration solely through the ongoing professional development of civil servants. Professional advancement of civil servants cannot be reduced to individual seminars, trainings and professional gatherings of civil servants. It is a long-term process, which helps improve their knowledge and develop the necessary skills and abilities through both learning and practical work (more details on this in the chapter on personal development and career development).

If we were to sum up the general objectives of the professional training and development, we could conclude that they are as follows:

- Providing better services by the civil service to the citizens;
- Increasing efficiency of the civil service;
- Adapting the capacity of the civil servants to use new knowledge and technologies;
- Facilitating horizontal mobility of the civil servants;
- Facilitating vertical mobility of the civil servants (promotion);
- Increasing motivation for work of the civil servants;
- Improving the system for human potential management in the civil service.

## 2. Prerequisites for the Building of Modern System of Professional Training and Development

### 2.1 Legislative/Regulatory and Institutional Preconditions

If we imagined an ideally organized system of professional training and development, we could define it by the following postulates: in individual public administration bodies/organizations, the **professional training and development constitutes an integral part of the strategy and it is available to all employee levels. Training needs analysis is carried out on a regular basis for the body as a whole, there is a direct link between the system of appraisals and the planning of trainings**, and the core objective of such training is to increase **professional autonomy of the employees** in the body and their **professional advancement**. There is also **a long-term and annual plan** of trainings at the institutional level – in the central units, that is, the civil service agencies, and **program for professional training and development** is prepared and implemented. The plan is prepared on the principle of the knowledge demands and there is also monitoring of the impact, that is, **implementation of the newly acquired knowledge in practice**. The

training plan is fully **harmonized with the budget** needed for the trainings and it is largely **implemented in practice**.

It should be pointed out that the system of professional training and development should be **sustainable** (supported by adequate budget), **planned in the long run** (related not only to the staff planning, but also to the strategic planning) and it should **substantially reflect the needs of individual public administration bodies** and the civil servants (the programs offered by the central institutions - the civil service agencies - should be responsive to the actual needs in terms of knowledge of the employees in the civil service). Only then we can expect good results. The system should enable an ongoing training to the civil servants in accordance with their needs. If we consider the portion of resources that is allocated for professional training and development in the budget of the administrative bodies, we cannot be optimistic (in the EU countries, this percentage is between 2% and 6% of the budget allocated for the salaries of civil servants). And the investing in knowledge should be done continuously, not here and there, but over a rather long period of time, because only then good results can be expected.

A proper, adequate training is, first of all, a correctional mechanism, serving to rectify the shortfalls emerging in the daily work of civil servants. Training is not a reward, but rather a duty of the civil servants, which helps them do their job better. In a complex setup such as the one in Bosnia and Herzegovina, it can be noted that even professional training is carried out quite unsystematically, quite differently from level to level. However, as the need for the establishment of a uniform administrative space in Bosnia and Herzegovina has been repeatedly noted, professional training and development can be one of the crucial links on the path to achieving this goal. This does not mean that it would be organized in the same way everywhere or that one centralized institution would be making the rules for everyone. It only means that the principles and standards are similar, which would also enable the flow of trainers and trainees. In the phase of public administration reform, exactly the system of professional training and development should play a major role. Through adequate trainings, room is created for the application of the needed reforms.

### 2.1.1 Legislative Preconditions

The laws and the bylaws at all government levels in Bosnia and Herzegovina provide the legal framework for the professional training and development of the civil servants. Hence, when it comes to the legislative-regulatory framework, we can conclude that the possibility exists at all levels to set up adequate system of professional training and development and that the employees in the civil service everywhere can exercise their right to learn, and at the same time it is imposed on them as a duty. This means that the laws and the bylaws exist; the problem is obviously in their implementation. It can be noted that for the majority of functions of the human potential management, and the professional training and development therein, there are grounds in the regulations, but they are not applied in practice to the necessary extent. Hence, many activities pertaining to the professional training and development are done as a mere formality, for the sake of form, but the very

activity and its results do not have adequate impact on the actual state. An example of a situation where this is obviously happening is the annual (semi-annual) interview and appraisal, which are applied to a major extent, but only pro-forma; and the results are not used for further planning of the trainings. The annual interview and appraisal are tools that should serve for proper planning of employee trainings. Similarly, it should be observed through the appraisals and interviews whether the trainings attended by the employees had any impact on their work or not. When it comes to the trainings, the attention is paid to the planning and execution, but there are still no instruments for monitoring its effectiveness, that is, the effects the training has had on the work of civil servants in practice.

All these instruments are not intended as self-serving, but only together they can produce successful human potential management. In the long run, through systematic and ongoing training, one can also plan for personal development of employees, which is currently hardly implemented in practice at all. These are some of the aspects of professional development where it is worth considering whether regulatory rectification of shortfalls would be warranted, by incorporating adequate solutions into bylaws.

### **2.1.2 Institutional Preconditions**

At the stage where Bosnia and Herzegovina is at the moment, it is necessary to think about who would assume the role of the central institution when it comes to the strategy for professional training and development. This role clearly belongs to the civil service agencies, but the question arises as to how big their influence is, for this important element of human potential management to be actually “pushed” through the government and the decision-making structures.

The civil service agencies are responsible, *inter alia*, for the training and development of the civil service. In this regard, these institutions at all administrative levels in Bosnia and Herzegovina should define the needs for professional development, create training programs or modules as a response to the established needs, organize and execute the process of implementation of individual training programs and ensure the monitoring of the quality of executed training programs. The preparation and execution of annual training programs for the civil service is one of the basic requirements for good-quality provision of the ongoing professional development of civil servants at all administrative levels in Bosnia and Herzegovina.

The question to which those in charge should find an answer to is whether to strengthen the cooperation between the agencies at various levels or the cooperation between the agencies and the ministries responsible for the administration and the civil service systems in the entities, strengthening in this way the potential for the needed changes.

The role of the central units is to provide assistance, as agencies, to other bodies regarding the implementation of good practices and development of modern functions of the human potential management, and therefore, regarding the professional training and development. As for the cooperation between the central and peripheral units, the

situation in the field is quite diverse. Our general assessment is that the cooperation seems to be good, but if we look more closely at this cooperation, we can see that it can be divided into three parts: the first part is ongoing cooperation with regard to delivery of information to the central units – delivery of annual recruitment plans, appraisal reports, submission of proposals for required trainings; the second part – delivery of certain information from the central units; the third part – cooperation regarding public advertisements/competitions and conducting of the selection process and the recruitment procedures. In our opinion, it is necessary to expand the cooperation to include a series of segments in modern HPM – comprehensive cooperation regarding the planning, organizing and implementing of the professional training and development (training courses), staff planning, strategic planning and strategic solutions regarding the HPM (support in the preparation of guidelines, strategies, planning, analysis of needs, etc.), providing expert advice, expert evaluations by the central units on individual issues of staff management, establishing an updated and for analytical purposes useable central database (personnel records) with uniform and compatible software solutions at all levels. As already mentioned, the cooperation also varies in different central units or entities. Different central units encounter different problems or shortfalls. Thus, at the state level, a major problem is the issue of the central databases, in the Republika Srpska it is the expansion of the activities to other bodies and the professional development, while in the Federation of Bosnia and Herzegovina it is the issue of competence of the Civil Service Agency (ADS FBiH) in individual cantons. The role of the central units as the expert unit on the issue of HPM and professional development, and the guarantor of objective and professional recruitment, is often brought into question. In the Federation of Bosnia and Herzegovina, the trend goes in the opposite direction, with the strengthening of the cantonal influence and diminishing the role of ADS FBiH on some issues. This, of course, does not help the creation of uniform administrative space that facilitates internal mobility, which is one of the tasks of the central units.

## **2.2 Funding of Professional Training and Development System**

One of the key system prerequisites for successful “establishment” of the system for professional training and development is the existence of good (stable) financing system. The experience shows that in cases when a political objective is clearly set and there is sufficiently high degree of political interest (e.g. EU integration), sufficiently large funds will surely be allocated for the training of public servants who are needed for the achievement of that goal. Otherwise, the practice in many countries shows that the training of civil servants is often neglected or set lowly in the government priorities. This is especially the case in transition economies and at times of economic crises. The assessment is that the issue of financing in Bosnia and Herzegovina was not properly organized at any level in the previous period, and various ad hoc activities regarding the training of civil servants have mostly relied on the funds from international donors.

The funding of the Program for professional development of civil servants is regulated differently among the member countries of the OECD. Generally, the funding is regulated in two ways:<sup>2</sup>

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<sup>2</sup> Source: SIGMA Paper 16.



- Training funds are decentralized – they are allocated to individual administrative institutions that autonomously decide within their budget which types of training are needed for the employees and where the trainings should take place (in the centers within the administration or in the private sector);
- Centralized funding system, i.e. funds are allocated to particular institution at the central level which will perform the trainings and will not thereby seek any compensation from the institutions referring their employees for the training.

Both methods (funding systems) have their respective strengths and weaknesses. By its very definition, the decentralized system better responds to the needs in the public administration body (assuming that each body knows best what knowledge and skills are needed by its employees). Furthermore, this way one can also use private companies that organize trainings. On the other hand, there is a great risk (and known practice) of reallocation of the funds earmarked for the employee training to other budget line items or of using them for other purposes (purchase of equipment, salary increases, “training” of other employee categories, business trips, etc.) – all under the pretence of the needs to train civil servants.

The centralized system is more stable; central institutions for the training of civil servants will allocate funds for the training, and the institutions do not have to participate in the cost of training of their civil servants (they only pay their salaries during the training). The objectives of respective governments in the field of civil servant capacity building will be easier to achieve if the funding system is centralized. On the other hand, the analysis of the training needs of particular institutions can be neglected if there is no good coordination and communication between the central training institutions and the individual institutions from which civil servants come to training. In that case, institutions will often refer their civil servants to training even though there is currently no need to. Central training institutions often have a catalogue of seminars that is rigid if they do not follow the changes in government priorities.

Still, a combination of both ways – the so-called “mixed” (combined) funding system is deemed as the most efficient. In such a system, funds are partially centralized and spend on strictly defined horizontal programs (e.g. the new Law on Administrative Procedure), and some funds remain in individual public administration bodies for the training in “vertical fields” (e.g. inspection, agriculture, etc.). In any case, the financial resources for the civil servant training must be sufficiently sizeable even in a combined system, while the ratio between the two should be decided at the government level in accordance with their objectives. Special attention should always be paid to the pricelist, i.e. the prices of the seminars organized by the central institution for the training of civil servants. Namely, the trend is that these prices are substantially lower than those offered by companies in the private sector. This is for the reason that the price of seminars does not include all the expenditures (salaries of civil servants in the central institution, cost of the premises, and other expenses). Such an approach prevents healthy competition in the market, assuming of course that individual managers carefully select seminars to which to refer their



employees, taking thereby into consideration not only the price, but also the quality of seminars and other forms of training.

At the initial stage of the development of the “mixed” system, it is possible to use a relatively simple model for the funding of the civil servant training. Such model has the following characteristics:

- Participants (more specifically, the bodies where the participants work) in the training pay relatively low fees for their participation in seminars and other programs to the central institutions for the civil servant training,
- The training institution organizes and implements seminars and other training programs, with the trainers being experts from the administration, educators from the universities and lecturers from the private sector,
- The trainers enter into contracts on program execution with the training institution.

ŠAs for the trainers and their engagement, there are usually many questions, primarily regarding the criteria to be met, the method of their engagement, remuneration fees, etc. For example, how to compare a superbly trained public servant and a university professor with regard to their respective experiences of working in the public administration or working as a lecturer at the university. And last, but not least, the issue of their selection and limitations put by the law on public procurement, which is usually totally ill-suited for public procurement regarding the engagement of trainers by the central institutions for the civil servant training. These are all complex issues that go beyond the scope of this chapter.

It is quite certain that the issues pertaining to the funding of the civil servant training in Bosnia and Herzegovina should be regulated systematically. Of course, it will be hard to set the amount of the funds for the training, as this amount is quite murky right now. Besides the aforementioned issues, the administration structure in Bosnia and Herzegovina is a major challenge. It is obvious that over the coming period, the institutions at all administrative levels in Bosnia and Herzegovina will continue to partially rely on international donor funds. However, it is necessary to answer some of the questions and dilemmas mentioned here as soon as possible, in order to find solutions for the big need to establish and develop the system for professional training and development of the public servants and its stable and long-term funding from the budget, so that in the future this could become the primary source of funding for the civil servant training at all administrative levels.

Even in developed EU member countries, there are not always data on the scope of funds spent in the public administration on the professional training and development. The data available for certain countries indicate that for this purpose the states spend between 2 and 6 percent of the resources earmarked in the public administration for the salaries of the workforce.

### 3. Key Elements of Professional Training and Development System

#### 3.1 Training Needs Analysis, Performance Assessment and Capacity Building

Quite a few comments in the contacts with our beneficiaries and many answers in the questionnaires used as the data source for the analysis of the state in the field of human potential management make a reference to the training being done **based on the offer, and not on the needs**. Similarly, they make a reference to the **knowledge acquired at trainings not being applied in practice**. And these are actually two of the most important things in a well regulated system of professional training and development. Hence, even in this segment we come to the conclusion that the trainings are often organized to satisfy the plan pro-forma and not to actually respond to the needs arising from the actual situation.

The public administration in Bosnia and Herzegovina must adapt to great many changes taking place over short time. The civil servants are confronted with repeated amendments to the regulatory/legislative framework, which need to be implemented and come into force, as well as with the requirements from the growing private sector and broader citizenry. These challenges can only be met if the civil servants are professionally well developed and if they constantly upgrade their qualifications. Usually, the assessment of the needs falls within the responsibility of each ministry or individual state bodies and, certainly, under the responsibility of the national central training institution, which in this case is the respective Civil Service Agency, not only at the state, but also at the entity levels.

The purpose of the training is to help the organization achieve its goals, adding value to their key resource – people employed therein. The training means investing into own workforce, so that they can work better, and enabling them to grow, so that they can use their abilities in the best way. This practically means that the training should develop the abilities of the employees and improve their work, helping the employees grow within the organization. At the same time, efficient training also means less learning time necessary for the employees who start working on a new job to which they get appointed, transferred or promoted, as well as ensuring their full preparedness, as soon as possible and as economically as possible. We can say that a particular training is adequate when a body/organization can expect more benefits from it than it has invested in its costs.

##### 3.1.1 Training Needs Analysis (TNA)

**An assessment or analysis of the training/development needs** can be defined as the process of identification of problems which are signaled through the shortfalls that emerge in the course of operation. The main objective of the training needs analysis is to perform a systematic research into the reasons why things are as they are and what things should be like. Employee development or training should move things towards the state we want to have. The methodology of the training needs analysis includes several different aspects, forming the entire assessment:

- **Strategic objectives, followed by particular policy for the civil service development;**
- **The existing regulatory framework;**
- **The needs determined by the duties at work** – job analysis and description of duties for individual jobs;
- **The quality and methods of work** – reports on the cycle of appraisals carried out for civil servants;
- **The needs as understood by the employees** – filled questionnaires that have been distributed to the employees;
- **The needs as seen by organizational unit managers** – interviews with managers;
- **The analysis of trainings organized in the previous period** – evaluation questionnaires after each training course and annual evaluation regarding the quality of the implemented program of general professional training and development.

Hence, training needs analysis takes into consideration a very broad spectrum of information that need to be collected systematically and continuously. For this reason, one should be careful when deciding how comprehensive training needs analysis should be made by the units for HPM in the bodies or the central units in a certain period of time. Perhaps comprehensive analysis is not warranted each year, because they are not likely to have both the financial and the human resources to do so. Still, it is certainly necessary to carry out such analysis when expecting major changes in the civil service, primarily in order to ensure that the employees are ready (which means adequately trained) for the changes. Such comprehensive analysis should be approached in a planned and systematic manner; otherwise the results will not be satisfactory. That is why it is only possible to carry out the analysis of the needs of such scale through the central institutions (civil service agencies), in particular if we have in mind that the conducting of such analysis requires, on top of financial resources and personnel potential, certain “expertise” and experience. If such a “major” analysis is carried out once in two or three years, depending on the changes and strategic guidelines of the state administration, then it is possible each year to make “minor” analyses, which can be carried out by the HPM units and which take into consideration the data that can be collected and analyzed within the individual administrative body. So, the units for HPM can prepare annual analysis of the training needs based on the analysis of civil servant appraisal reports, training evaluation, job analysis, interviews with managers, and the analysis of the questionnaires that can be distributed to the employees on an annual

basis. Based on such collected data, one can make a good analysis of the training needs at the level of individual body, and by forwarding those data to the central units (agencies), they will be in the position to monitor and analyze the training needs at the central level and based thereupon, to prepare adequate programs or revise the existing programs for professional training and development.

### **3.1.2 Measuring Impact of Programs for Professional Training and Development**

One of the methods that can help in the preparation of adequate professional training and development programs is the evaluation of such programs. It aims at reviewing its strengths and weaknesses and establishing potential flaws in the existing programs. It can be carried out as impact analysis of executed trainings, or by inquiring into the opinion of civil servants on those trainings. The basic objectives of this type of research are:

- Identification of the basic causal links between the professional training and development and more successful work performance;
- Evaluation of the quality of professional training and development;
- Appraisal of the contribution of new knowledge acquired through the training programs to the changes made on the job and at the workplace.

In order to achieve these objectives, it is necessary to previously:

- Define priority topics of professional training and development programs;
- Determine the scope and intensity of the professional training and development;
- Identify demographic and social/professional characteristics of civil servants who have participated in trainings under the program;
- Assess the quality of the professional training and development;
- Establish the relations between the training program and changes in personal performance and changes at workplace;
- Determine the quality of cooperation between public administration bodies and the central unit (civil service agency).

### **3.1.3 Capacity Building**

Training needs analysis is followed by the capacity building program. It consists of several components – study trips (group and individual), seminars and workshops, conferences and round tables. Participation in any of these proposed components depends on the priorities that have arisen from the needs analysis and which are specific to particular individuals,

Tunits, and even the organization as a whole. The institution in charge of the capacity building should try to approximate all of these program components to the actual needs, which means to the requirements of the duties performed by the employees. The most important form of capacity building in the general sense is surely a **continuous professional training and development program**, through which a major part of the civil servant capacity building is done and where strategic guidelines for certain policies in terms of civil service development are implemented and reform goals set.

For all the aforementioned, it is necessary to approach the preparation of the program for professional training and development very carefully and systematically. The key link between the development of modern public administration and professionalization of human potential is exactly systematic professional training and development that is for the most part based on a well prepared training program. If the program contents match the needs for the advancement of knowledge of the civil servants and also the strategic development of the administrative system as a whole, then we will have greatly accomplished our mission. One of the main systemic functions of the central institutions (civil service agencies) should therefore be a continuing, systematic and standardized provision of good-quality training programs, which correspond to the needs of the employees and of administrative bodies as a whole.

How does one prepare a good foundation (the cornerstone) for the development of long-term systemic professional training and development through adequate training program? In order to achieve this goal, it is necessary to do the following:

- To set priorities regarding the advancement of the civil service;
- To identify institutional and organizational needs and needs upon education and implementation of an efficient system of professional training and development;
- To ensure harmonization of strategic goals with the contents of professional training and development program;
- To identify "horizontal" contents of administrative bodies and their competences;
- To identify relevant beneficiaries of the professional training and development;
- To identify the existing institutions that can offer relevant trainings;
- To prepare the program and/or modules for individual programs;
- To provide relevant trainers for the proposed program;
- To test the modules and devise adequate evaluation system in terms of impact assessment of the professional training and development.

## 3.2 Programs for Professional Training and Development

A well prepared, which means adequate “Program for Professional Training and Development” is one of the most important forms of capacity building, particularly in the segment of human potential management; hence, it deserves special attention. It should be prepared very carefully and concisely, so that its contents correspond to the needs of the civil servants, the results that we want to achieve through the implementation of the program should be visible, measurable, achievable, relevant, and planned for a certain timeframe. Furthermore, it should be ensured that the program is executed continuously and that there are corrective factors in place, which can be used to update, revise or amend the program in accordance with the needs and goals.

### 3.2.1 Legal Framework for Preparation of Training Program

The legal framework for the preparation of the annual training program for the civil service is similar at all administrative levels in Bosnia and Herzegovina.

At the state level, the Law on Civil Service of Bosnia and Herzegovina (Official Gazette of BiH no. 19/02, 35/03, 4/04, 17/04, 26/04, 37/04, 48/05, 2/06, 32/07, 43/09, 8/10, and 40/12, integral text) Article 62, establishes the Agency for Civil Service, which inter alia provides for the professional training and development of the civil service. Special paragraph 4 of the same Article prescribes that the provisions of the Law on Public Procurement of Bosnia and Herzegovina do not apply to the procedures regarding the professional training and development of the civil service. Pursuant to the same Article of the Law on Civil Service, the Decision Defining Methods for Training and Development of Civil Servants in Institutions of Bosnia and Herzegovina (Official Gazette of BiH no. 35/14) has been adopted and it establishes the methods to carry out the training of civil servants, especially the issues of analysis of the training needs, the training program, the selection of trainers, the selection of participants, the method of execution of training, determining the credits and advancement of civil servants in the institutions of Bosnia and Herzegovina through trainings organized by the Civil Service Agency of Bosnia and Herzegovina (hereinafter: the Agency) and the institutions of Bosnia and Herzegovina (hereinafter: the BiH institutions). As regards the training plan and program, it stipulates that it should be prepared by the Civil Service Agency based on the training needs analysis conducted, but there are no provisions regarding when and how often the analysis should be made and the training plan and program prepared.

At the level of the Federation of Bosnia and Herzegovina, the Law on Civil Service, Article 64(2)(c) prescribes the legal grounds for the Civil Service Agency to organize and implement professional education and in-service training for civil servants employed in the public service bodies. The Civil Service Agency adopts the Catalogue of Professional Training, based on the strategic documents and the results of the training needs analysis.

At the level of the Republika Srpska, the Law on Civil Servants prescribes in Article 59 that the Civil Service Agency adopts an annual program for the training of public servants and is responsible for its application. Individual bodies' managers may additionally adopt their own training programs in accordance with their special needs.

On the similar lines, at the level of the Brčko District, the Law on Civil Service prescribes in Article 81 that the annual program for professional training of civil servants and/or technical and administrative staff is adopted by the Government, upon proposal by the Head of the Department for Technical and Administrative Affairs.

It is clear from the aforementioned that all normative requirements exist for good-quality preparation of the training program (based on conducted analyses), in a rather harmonized way. When it comes to the practice of program preparation and training implementation, things are less harmonized.

### 3.2.2 Types of Programs

Programs that are provided by the central institutions (civil service agencies) primarily cover horizontal contents, that is, the needs of the civil servants. When we talk about "horizontal" contents, we refer to those administrative duties that appear, whether to a significant extent or to a lesser degree, in all administrative bodies. In other words, if we go to the level of the civil servant, these are typical tasks that are performed by a large portion of the-same-level employees in the administration on their daily jobs.

If these "horizontal" contents can be framed under a general program, the question arises as to what to do and how to organize the system in the so-called "vertical" fields (such as, for example, agriculture, traffic, statistics, veterinary medicine, etc.). With regard to these issues, it would be necessary to have strategic guidance from the central institutions (the agencies), to support the development of experts in individual fields who will transfer their expertise to other public servants who work in those fields. The central institutions would have to occasionally, by offering/organizing training in those fields and through permanent training of trainers, establish a system that would enable a stable and continued system of professional in-service training in those fields as well.

When preparing the standards for the field of professional training and development, the question arises as to the harmonization of terminology, such as: education, development, in-service training, general and special programs. We propose the harmonization of these terms at all levels and in all administrative structures, as follows:

**Professional training** pertains to those training programs in which the employees in public administration bodies are trained to perform the duties of their jobs (for instance: mandatory training of interns or new employees, mandatory training of managerial level civil servants, employee training if they change the job, etc.).

**Professional development** implies training courses that the employees attend in order to improve and advance their knowledge that is needed for successful and efficient performance of duties arising from the job (all programs and trainings that improve the knowledge and skills needed to perform the duties on the jobs in administrative bodies).

**Mandatory training** is professional training for all those who start working in the Republic state administration bodies for the first time. This primarily regards the interns, but also other categories of the civil servants, including the managerial level civil servants. The program for mandatory training of the civil servants is prepared by the central institutions (civil service agencies).

**Additional education** means giving an employee an opportunity to earn a higher degree of formal education (also acquiring additional knowledge and skills) in the fields and on duties that are important for the operation of the public administration body. To ensure transparency as to who should be granted additional education, there is an internal competition in the public administration body, with the advantage being given to the employee with higher average appraisal score over the last three years. This gives relevance to the appraisals, and it indirectly impacts the employee career development. The rights and duties of the employee granted additional education are regulated by a contract, and the employee has the right to the leave of absence if the additional education so requires. Upon completion of the additional education, the employee is obliged to stay with the organization at least double the time spent on additional education, pending sanctions.

**General program** refers to the programs of professional training and development prepared by the central institutions (civil service agencies). The general program follows the strategic guidelines and encompasses all horizontal knowledge that is needed by the employees in the Republic state administration bodies. The general program also includes the knowledge of foreign languages, information technologies and knowledge of the European integration. For the execution of the general program, funds can be reserved on the account of the central units (civil service agencies).

**Specific/special programs** are the programs that are prepared in coordination with the central institutions (civil service agencies) by the public administration bodies and regard special expert and specialist knowledge that is needed for efficient and professional work performance in certain fields or departments (veterinary medicine, agriculture, urban planning, energy supply, etc.). The resources for the funding of these programs are in practice reserved in the budget items of individual bodies. Based on the reports received from individual bodies, the central institutions (civil service agencies) prepare a joint annual report that includes not only the implementation of the general, but also of special/specialist programs.

**Mandatory and/or non-mandatory programs** – the issue regarding the mandatory on one hand and non-mandatory programs on the other hand is linked to the strategic goals of the civil service over particular period of time. Non-mandatory programs create less tension in potential participants as they leave some discretion or choice as to whether to join in on the training program or not. However, if certain changes that we want to implement are so



important and with them we want to achieve results in a rather short period, it is generally necessary to impose certain program as an obligation. And for that, it is necessary to have the consensus at least at the government level, because in order to create an obligation it is necessary to also secure some formal – regulatory conditions (at least by a government decree).

**Tailor-made programs** are programs that are created for the specific need of a public administration body, where, in cooperation between the provider and beneficiary of the training, defined are very specific training goals that need to be achieved based on the specific needs of the body or particular problems, difficulties or shortfalls among the employees in the body.

### **Program for professional development in the field of HRM**

Human resource management comprises the activities needed to perform managerial tasks regarding the planning, recruitment, selection, employment, professional development, appraisal and rewarding of employees, as well as ensuring safe, ethically acceptable and fair workplace for the employees. The function of human resource management consists of several activities, each having as a goal a different aspect of employee management, but which all together lead to better and more efficient performance of the activities envisaged for a particular organization, in our case the civil service.

Absence of a systematic, ongoing training process in the field of human resource management creates many problems with the capacity building in the public administration bodies. Having analyzed the offer of trainings in the field of human resource management, we have observed that the training in this field is conducted unsystematically and that the employees are referred to training courses depending on the offer, and not on work-arisen needs. A systematic and continuing professional development in the field of human resource management creates the foundation for the capacity building in the bodies and institutions as a whole, because good governance is needed for the growth of and positive changes in each body/institution.

A special program for capacity building in the field of human resource management needs to be prepared, based on the analysis of the situation in the field of HRM and it should be approximated as much as possible to the actual needs, arising from the needs of the employees working in that field and the bodies themselves, and through its implementation, best results and impact in practice should be achieved. With such program of seminars/workshops for the development of HRM, improvements should be made in the field of human resource management at all government levels, and with improved HRM, changes and reforms would also be encouraged in other segments of the state administration.

### 3.3 Training of Trainers (ToT)

One of the key prerequisites for the ongoing professional training and development and for good-quality implementation of the training programs is having skilled trainers. Training of trainers who would transfer the required knowledge to others constitutes the basis for the changes. New knowledge, different methods and transfer of knowledge will instigate the change in the organization/body/institution. This also contributes to the better understanding of the new processes and procedures, to responsible attitude towards work/results and to cooperation between the management and all employees.

#### Why Training of Trainers Program?

All modern systems and organizations, not only in the private, but also in the public sector, have in their composition internal trainers, lecturers or the so-called "change agents". Changing of strategies, laws, guidelines, systems, processes, procedures and old habits is a very hard job. Such changes are made through internal trainers/lecturers. In this way, development is stimulated and changes introduced very efficiently. In this regard, through the training of trainers/lecturers and their engagement, human potential management changes, making more sense and receiving an integral and active role.

Training of trainers/lecturers enables the implementation of new things in practice – faster, more efficiently, with the inclusion of more people at the workplace. New contents become usable and transferable thanks to the trainers/lecturers. The transfer of theory, practice and examples should be practical, understandable and concrete, which we achieve through exercises, activities and experience of participants.

#### What is Actually Training of Trainers?

Training of trainers/lecturers is the training of selected participants for modules in which they learn how to teach, make presentations, transfer knowledge, ask the right questions, give feedback, make points and cooperate. After the training, the participants can transfer new knowledge from various fields, even in the field of human potential management.

Not everybody can become a trainer to transfer knowledge. Not everybody can confidently stand up in front of a group and guide the thinking process of individuals or groups and their attitudes, leading to changes in their behavior. We should select "the right, competent candidates" for this training, under certain criteria. What are the competencies that the candidates must have for the training of trainers? We will enumerate only the important competencies of trainers:

- **Promotes learning and is change/results-oriented**
  - √ Identifies educational needs,
  - √ Creates positive and motivating training atmosphere,
  - √ Motivates people for activities;
  
- **Transfers knowledge (theory/practice/examples) and competencies**
  - √ Knows various methods and forms of working with adults,
  - √ Masters the public speaking skills,
  - √ Prepares good materials for the training/lectures and exercises,
  - √ Uses modern information and communication technology;
  
- **Communicates effectively (nonverbally and verbally)**
  - √ Listens actively,
  - √ Asks effective questions,
  - √ Creates a group and leads it in accordance with the training principles;
  
- **Personal integrity and personal development**
  - √ Has positive attitude towards change,
  - √ Dedicated to ongoing learning,
  - √ Nurtures own professional growth,
  - √ Has personal integrity.

In order to get the right people to participate in the training of trainers, it is necessary to make a selection from among the applicants. An ideal number for the implementation of training of trainers is 12-16 candidates. In the course of the implementation of the EU-HRM project, the selection was made by having a committee, composed of experts and trainers in trainer training, conduct a structured interview with the candidates. The candidates were also asked to do a practical task of "doing a short presentation on a given topic". The selected candidates were notified of their selection and given preparatory homework before the start of the training (checking their motivation, knowledge and experience, as well as the use of information/communication technology).

The training of trainers that was done as part of the EU-HRM project, which can also serve as the standard for trainer training for the civil service, takes two 5-day sessions (a total of 10 days) with a final exam.

## Objectives of Training of Trainers

The objectives of the trainer training are important not only for the participants, but also for the public administration bodies that the participants come from, for the central institutions in charge of the formulation of the professional training and development and, with the changes they bring about, for the development of the overall civil service, especially in the segment of human potential management.

**For the participants** in the trainer training, the objectives are to find out what the training is, who it is intended for and how it is carried out. They learn how to set SMART objectives of the training (which means that the objectives are specific, measurable, attainable, relevant and time-based). They learn how to plan particular training (one module, objectives, contents, structure, etc.). Through exercises, they get to understand the difference between the role of a trainer and a lecturer. They become familiar with the methods adult people learn and how important the learning system is and how to use various methods in order to enhance individual learning. The training is led in the way that enables the candidates to learn the “strengths and weaknesses” in their own methods of training, presentations, lectures, and exercises. One of the goals is to find out how to structure the training (the opening, the core, and the end). A prominent objective of the trainer training is for the participants to actually practice doing staff (practice speaking, presentation, devising training modules and presenting the training module to other participants). Finally, the objective is to devise their own action plan, applying their personal changes in order to conduct their own training more effectively.

**For the public administration and for various workplaces** the objective is to get:

- Uniformly trained trainers/lecturers, network of trainers who are capable of sharing their knowledge and spreading change in the public administration;
- Easy transfer of new knowledge and skills;
- New internal training programs prepared;
- Development of new methods for the transfer of knowledge (round tables, moderation, facilitation, coaching);
- Increased motivation in all employees in the public administration;
- The costs required for effective transfer of knowledge lowered;
- “*Change agents*”, who would be used not only for the training, but also for other projects, meetings, transfer of information.

## Content of Training of Trainers under Model Used in EU-HRM Project

In terms of its contents, the training of trainers under the model used in the EU-HRM project consists of two parts:

The first part (5 days) comprises:

- Introduction;
- Training / training needs;
- Lecturer: trainer;
- My first presentation;
- Mutual communication;
- Passive and active listening – feedback communication ;
- My speech;
- How do people learn? Learning styles;
- Presentation / Lecture;
- My business presentation;
- Participants – collaborators;
- Training methods ;
- Preparation of presentation / Training contents;
- Working on HRM topics;
- Visualization – Path to better use of flipchart, writing & drawing;
- Training methods I;
- Strong opening/ending of lecture, presentation/training;
- My opening/my closing;
- Retrospective – training evaluation.

Between the first and the second part of the trainer training, it is suggested to have a period of at least four weeks. During this time, the candidates get literature, homework and, if they are already engaged or capable, they do a lecture or training independently.

The second part (5 days) includes:

- Introduction;
- Trainer/lecturer competencies ;
- What does the trainer do before, during and after the training?;
- Group work and group dynamics;
- Giving and receiving feedback (hamburger method);
- Training methods II;
- Working on HRM topics or other topics;
- Organization of training;
- Preparation for the final presentation;

- Final presentations of all participants with feedback;
- Training of how to give feedback;
- Retrospective – training evaluation;
- Action plan – transfer of knowledge into practice.

In the end, each candidate prepares his/her final presentation before an expert commission, which serves to demonstrate whether the candidate has the necessary competencies to conduct his/her own training independently.

### Results of Training of Trainers

Under this concept of trainer training, in a short time the candidates acquire plenty of experience, new knowledge and lots of concrete exercises that they can later use in their own training.

If we were to make some calculations quantifying the results of such training, we can conclude that with the engagement of all 16 well trained trainers, conducting their respective trainings to 20-ish civil servants each, they could train more than 300 civil servants a day.

Through the implementation of trainer trainings, the civil service in Bosnia and Herzegovina would get quite a few individuals (16 in each trainer training) who would become trainers/lecturers. They would be in the position to transfer any knowledge, experience, methods, processes, or procedures, which would become new reality, or to instigate change in the civil service. The result would be increased efficiency and credibility, a better working climate in individual units of the public administration, strengthening of cooperation, understanding of the employees and “creating the environment that supports learning, change and progress”.

### How to Conduct Training of Trainers?

Training of trainers should be carried out by experienced trainers/consultants, who are competent and have lots of experience in the field of andragogy and HPM, and on top of that, in their specialized fields.

Training of trainers should be carried out in three phases:

**Phase 1** – *selection*: advertisement, questionnaire, interviews with the commission (trainers), candidate selection, candidate notification;

Pre-preparation for the training – tasks and presentations done before the start of the first part.

**Phase 2** – *program of the first part (5 days)*, where two professional trainers do the above contents with the selected candidates;

**Phase 3** – program of the second part (5 days), the so-called “*Follow up training*” and the exam, i.e. the presentation of the candidates with the actual training/program before the group.

### **The Next Steps – How to Implement Concept of Training of Trainers in Practice**

When the trainer training program is completed, the concept is only half way across. It only means the completion of one of the phases relevant for the creation of good conditions for the implementation of good-quality and ongoing system of professional training and development. Certified trainers/lecturers constitute a very precious base to work with, which needs to be engaged as much as possible on the implementation of prepared programs. It is certainly up to the central institutions in charge of the professional training and development and the preparation of training programs - the civil service agencies - to also “take care” of the trainers/lecturers. It would be desirable to create a pool of all trainers and lecturers that are “usable” and relevant for the implementation of trainings in the civil service in Bosnia and Herzegovina. With the creation of the network of trainers, you simultaneously create a flow of information, knowledge, practices, which altogether raise the level not only of the training program execution, but also of the overall knowledge of the administrative system. The consequence thereof is the creation of certain standards in the overall administrative space, which are slowly upgraded and have a very positive impact on the changes or reform of the civil service regardless of the administrative level.

The next steps should also go towards the introduction of mentor and coaching programs in the BiH public administration. It is a challenge that needs to be launched after having formed the trainer training system and after having established the network of trainers/lecturers and it upgrades the existing system. Such a concept ensures influx of new trainers and it also encourages experienced trainers to periodically supplement their knowledge and share practices, raising in that way the standards for professional training and development. All of this together guarantees a successful training system and creates the conditions for progress in any system or at any level of administration.

## **4. Conclusion**

Professional training and development is an important element of the human potential management system. Pretentious as it may sound, this is where it shows whether a society/organization wants to embark on the path of development or not. In the world of swift changes, adapting to the change, ongoing learning, accepting and implementing new knowledge, are some of the most important prerequisites for the society or organization to be competitive and to adequately respond to the challenges that lie ahead.

This also applies to the civil service/public administration. And the employees in the public administration should be seen as its most important resource, while investing into their professional development should be seen as good investment, which will result in those employees contributing to the development of an efficient, service-oriented state administration, which is ready to answer the needs and requests of its citizens and the community.

The civil service/public administration should become a “learning organization”, where civil servants are motivated to always learn more, in order to find new and lasting solutions to the challenges they face. A learning organization does not wait for the good practice to simply walk in. Instead, it identifies the problem and finds its own way to solve it, and the managers should share their knowledge and experience with the employees. The employees should be able to understand how their work fits into the broader development strategy, they should work as part of the team, even lead the teams; they should achieve results and respond flexibly to the difficulties which they encounter in their daily work.

Training makes the “learning organization” stronger, and this requires financial resources. In the best organizations, training is viewed as an investment. The training budget reflects the dedication on the part of the management to the professional advancement of the employees and the building of their own capacity in order to achieve better performance.

The employees must be motivated to learn and to share new knowledge with fellow workers. The managers must help their employees with the learning and make this process a standard practice. In this way, the managers and the employees are the trainers, i.e. those who teach and transfer knowledge. The selection of the participants who should attend the training should be based on the objectives of individual public administration body and the changes desired. The employees are expected to incorporate the knowledge and the skills learned into their work and contribute to the change in this way. The key role in the professional development of each employee should be played not only by the manager of the respective public administration body, but also by the manager of the body for human resource management.

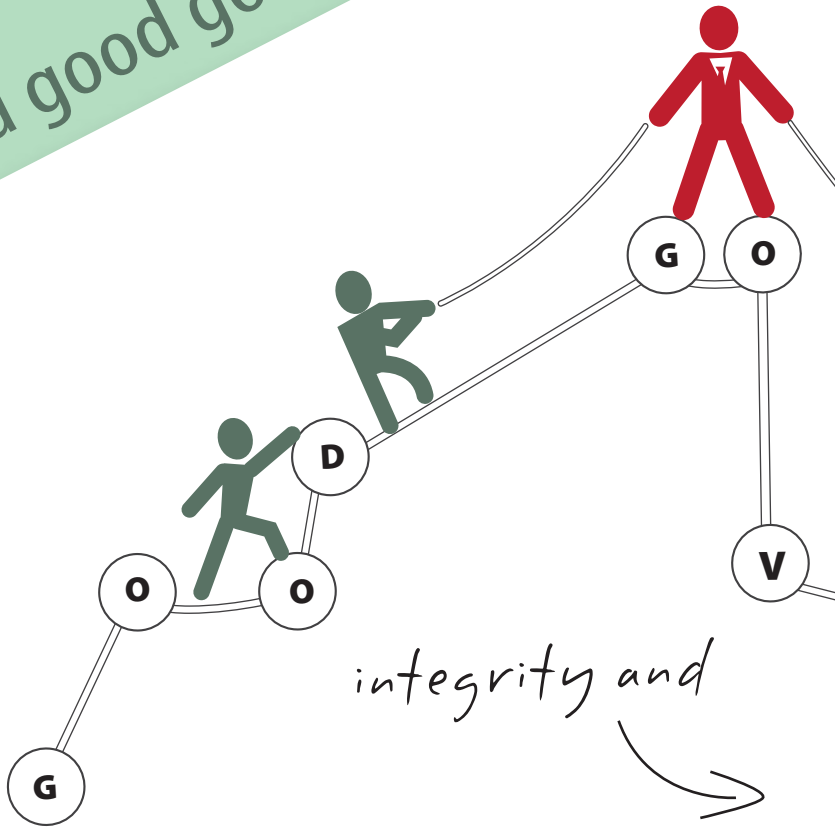
Through such understanding and by embracing the relevance of knowledge (professional training and development of civil servants), the civil service has a chance for progress. If perhaps the change is not visible at the beginning, by consistently enduring and investing into knowledge, positive impact will be visible in the long-run. This is clear from the examples for developed countries, their good practices in this segment and their results. And nothing prevents the public administration of Bosnia and Herzegovina to embark on this path.



HENK BRUNING

and good governance

# Integrity

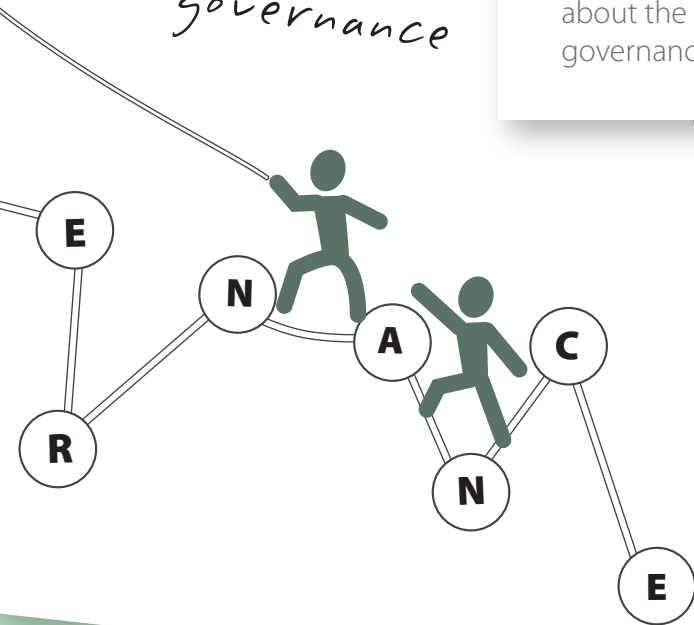


# HENK BRUNING

**Henk Bruning** is an expert on issues of integrity, good governance and human potential management. He spent twelve years working as Executive Director for Human Potential Management in Amsterdam. In the capacity of advisor and lecturer, he now cooperates with the Council of Europe, The Hague Academy, the Association of Netherlands Municipalities and many others. He is the author of the book "To Be Honest – Finding Inspiration and Integrity in Public Service and Business" about the importance of integrity and good governance in the public service.



*good  
governance*



# Integrity and Good Governance in Bosnia & Herzegovina

## Introduction

Good Governance and Integrity are essential policy components of any modern government or business. Integrity coupled with an active personnel policy ensures strong governance in which citizens trust. The basic assumption of the program is to connect the principles of government, which are described in Constitution and laws, with the organizational values of public institutions and the moral values of the civil servants. Moreover, a policy of integrity strengthens the open and responsible structure and improves the culture of self-responsibility, taking initiatives and common concern about high quality of service delivery to citizens.

The EU-HRM project improved the modernisation of the system of human resources management in the public administration of BiH through capacity building, improvement of the legislative framework and harmonisation of procedures and practices at all levels in all administrative structures of the civil service.

The addition of a good governance & integrity programme is obvious for two reasons. Integrity is part of modern HRM policy as politicians and professional civil servants are with their moral values and norms the human resources of an organization. Moreover the BiH Anti Corruption Strategy 2015 – 2019 connects (the making of) Integrity Plans with Human Resource Management.

Two Integrity Courses were part of the EU-HRM program and raised awareness of the participants in the area of good governance as it is introduced within EU member states. This paragraph gives a clear picture how HRM is connected with good governance and integrity and inspires to enrol integrity programs within public administration bodies. The text is derived from the book 'To Be Honest...'<sup>1</sup> that was presented to all participants.

### European Union and BiH

An by BiH implemented policy of Good Governance and Integrity fulfil the demands of the European Union to be a member state.

The EU applies 12 principles for good governance for local government:

1. Fair Conduct of Elections, Representation and Participation;
2. Responsiveness;
3. Efficiency and Effectiveness;

<sup>1</sup> Bruning, H (2014) To Be Honest... Finding Inspiration and Integrity in Public Service and Business'

4. Openness and Transparency;
5. Rule of Law;
6. Ethical Conduct;
7. Competence and Capacity;
8. Innovation and Openness to Change;
9. Sustainability and Long-term Orientation;
10. Sound Financial Management;
11. Human rights, Cultural Diversity and Social Cohesion;
12. Accountability.

## 1. Policy as Key for Success

Participants of the course offer great insight into the political-bureaucratic governmental organisation. They are in overall agreement as to which improvements are necessary to create a team of motivated employees who can give shape and content to public services.

Change doesn't happen overnight. An organisation needs corporate responsibility and having a robust personnel policy helps to find answers to questions about the future prospects of a company. Below are listed some of these questions:

1. What is needed for good governance?
2. How can we establish personal responsibility in our company culture?
3. What kind of leadership and qualities are needed in our employees?
4. Do we all share the same values in our organisation?
5. Are we aware of the duties of our departments and teams and the goals that should achieve?

Coordination, consultation, collaboration and a clear communication structure are part of a good organisation. At the base of any good organisation lie performance, commitment, and accountability of conduct.

Accountability is more than just explaining the decision-making process. It entails sharing dilemmas, being open to criticism, and boldly sharing suggestions and asking questions. Colleagues and management should feel encouraged to take good decisions. In this way, the relationship between organisation and employee, the contract and oath of office become a closed circle. A team of honest people, aware of their commitment and responsibility, is key to good governance and corporate responsibility.

## Prospects and HR

In the past 20-30 years, personnel policy has been linked to organisation policy. This means having a decision-making structure with clear norms and values, people who are adequately paid, leadership and commitment - not to mention having the organisational capacity and resources of a modern organisation to capture the market or govern the country or municipality.

Personnel management is about the way in which an organisation appoints, stimulates, and develops its employees in order to realise its desired strategy and policy.

During our courses in Macedonia, Kosovo, and Montenegro, we asked mayors and HR managers about their priorities. They named 7 highly topical themes: 1) personnel plan, 2) organisational regulations, 3) having the right person at the right position, 4) career plans, 5) internal communication, 6) integrity, and 7) problem-solving, courses and training plan (also for newly elected mayors and councillors).

The themes touch at the heart of the personnel policy that should encompass the entire team of councillors, governors and employees. This attitude is a relatively new concept and may be interesting to businesses. HR policy has traditionally been aimed at the middle layer of employees. Politicians, members of Parliaments or (local) councils are not included. This gives the latter not only a privileged position but it also places them above the duty of accountability which should hold for every employee of the organisation.

Honest governance and corporate social responsibility is about people. Personnel policy aids management and employees, elected representatives and public officials in uniting their personal values with the ethical values of the organisation. Moral dilemmas provide an excellent opportunity to start a debate about what the government or a business contributes to society.

## Dialogue and Debate

A properly functioning government is in everyone's best interest. What would help is a constructive debate between government, unions and citizens. They should ask each other questions like; *'What should the government look like in ten years? What are we - as society and corporate life - willing to spend to ensure such a government?'* These are exciting questions that put the theme of 'responsibility' on the social agenda.

### Successful Personnel Policy

At a seminar for employees, personnel policy is on the agenda. Although the participants consider these policies as a dream or science fiction, they do formulate the responsibilities and rights of the employer (management) and employees without much difficulty. Every aspect is supported by morals or ethics: a promise is a promise; clarity; reasonable remuneration; security; helpfulness; a sense of direction; equality; accountability; development; and honesty.

<b>The supervisors offers their employees:</b>	<b>The employees offers their supervisors:</b>
<ul style="list-style-type: none"><li>• Work as described in the job description and the department plan;</li><li>• Clear instructions;</li><li>• Appropriate wage;</li><li>• Resources, information, and colleagues;</li><li>• Solid working conditions;</li><li>• Advice and support during problems;</li><li>• Protection against unforeseen circumstances;</li><li>• Solutions to problems;</li><li>• Leadership in good governance and ethical standards;</li><li>• Equal treatment of colleagues;</li><li>• Performance interviews;</li><li>• Career advice and support in personal development.</li></ul>	<ul style="list-style-type: none"><li>• Performing to the best of one's ability</li><li>• Justification of the efforts and results</li><li>• Quality;</li><li>• Correct appropriation of work hours and resources of the organisation;</li><li>• Abiding by the rules and procedures;</li><li>• Being willing to cooperate;</li><li>• Trust in management;</li><li>• Respect for the code of ethics;</li><li>• Transparency, integrity and good morale;</li><li>• Reporting unfair practices.</li></ul>

These seemingly obvious aspects of personnel policy need time and attention to realise. A good personnel department or HR connects enjoyment for the job with good services and products. The expectations and values of employees and their supervisors highlight a common desire within organisations to engage in debate about the realisation of these demands.

## **Personnel policy and integrity reinforce each**

Communication is the lubricant of any organisation. Integrity, with its organisational values, forms the base for an effective and morally responsible company. People, with their personal ethics and integrity, enable an organisation to excel. Most people want to work conscientiously in an organisation that creates opportunity, provides encouragement and lives by its values.

Carrying on a debate about uniting and applying of personal ethics and organisational values increases the quality of service. Integrity is a professional skill. This applies to the government, with its responsibility to the public domain and its trademark of being transparent, but also to companies that operate in a sustainable manner.

A policy of integrity as part of a modern personnel policy maximizes the available human capital. Employees receive appreciation for their ideas, principles and attitudes, and are generally happier. Happy people contribute to the creative process and the dialogue on personal responsibility and the responsibility of a business or the integrity of government.

## **2. Interaction between Government and Citizens**

### **Personnel policy and integrity.**

Behind these words there is an interesting reality that is closely related to our identity and the way in which people give shape to their lives and what they expect from others.

Acting with integrity contributes greatly to our sense of happiness. For the government, acting with integrity means supporting democracy and protecting citizens against randomness and abuse of power. For companies, acting with integrity enables them to have a trust-worthy image and more genuine products and services.

A meaningful organisation will anchor integrity in its structure and will communicate actively and transparently with people who then feel invited to take on responsibility.

### **Our Values are Universal**

Ask someone what their founding principles are and they will surely answer: honesty, transparency, ambition, freedom, determination, professionalism and solidarity. It is striking to notice that these principles are also incorporated in many constitutions. They reflect ideas such as respect for people, transparency, accountability, and justice and equality in public service.

### **Strengthening moral values**

Consequently, the process of strengthening of moral values should be included in the creation of anti-corruption measures by incorporating of desired behaviour into the legislation and education system, its promotion by the holders of public authority and pointing out the positive examples and measures that will convince the citizens that they can influence and contribute to prevention of corruption.

BiH Anti Corruption Strategy 2015 – 2019, page 6

Many people can answer the questions about morals and values, whether they are Christian, Muslim, Buddhist, or atheist. These principles seem universal. The fundamental question is why we do not succeed in applying these in our lives, our work, in politics, or in our society?

This question is not new but dates back to the time when people became aware of the difference between right and wrong. Today, we can pinpoint the tension that exists between the four virtues and the seven vices (or cardinal sins), which we all know: Prudence, Justice, Temperance, and Courage as against Lust, Gluttony, Greed, Sloth, Wrath, Envy and Pride.

It remains our decision whether to stick to the golden middle.

### **Be happy**

What does it mean to be alive? We all strive for happiness. Aristotle's ancient 2000-year-old philosophy is still very much relevant to our lives. It is also the foundation of the integrity programme as outlined in this book.

We want to be happy in all aspects of life: love, work, relationships and nature. Aristotle wondered how could we lead righteous lives without harming others around us? He concluded that we need to strive for self-realisation by realising the purpose that we, as humans, share. This quest for self-realisation means a striving towards completion.

A happy person is a successful person, a virtuous one, someone who has developed his personality, someone who serves and should be served. We would call a vacuum cleaner a good one if it does what it was made to do; namely, vacuum. Therefore, we can say that a person is a good person if they're good at 'personing', in other words: being a complete person.

A good life is also a nice life, where a person wants to be an example to others and sees others as examples. For Aristotle, what makes a successful person is being a responsible and involved citizen.

Socrates added the question: *'What is good and what is bad? Shouldn't we decide that ourselves?'* He stressed that a person's actions are their own responsibility and it is precisely this personal responsibility that is the second fundamental aspect of our integrity



programme. Here, we are all responsible for our own actions and decisions. Integrity shows through our actions and behaviour, not through our words.

In daily life, freedom clashes with happiness. Will we succeed in bringing happiness to our personal lives and to our families and friends? Society, our work, our organisation and events in the world often confront us with difficult dilemmas or situations. We don't know what we to do; sometimes we can't see the solution. The events or activities of which we are a part are often not consistent with our principles. The choice is: do I stand by my principles or do I compromise my conscience?

### **Me and the Other**

If we take a decision or make a choice, we do so to achieve an effect. To this, integrity adds a new component: the moral validity of a decision. What is morally right depends on the consequences for ourselves and others. Taking into account the rights, interests and wishes of all those involved gives responsibility and justification to our decisions.

In difficult dilemmas it is important to examine which arguments (ours and others') play a role. Considering arguments of others, even if they go against what you believe in, is vital in making a decision. The decisions we make sometimes have dire consequences for others. Therefore, it is sensible to approach a dilemma systematically. Many hands make light work and this also goes for responsibility. It broadens the imagination, increases the care with which we make decisions, and it makes decisions transparent. It also gives room for encounters and openness.

### **The Public Cause and Us**

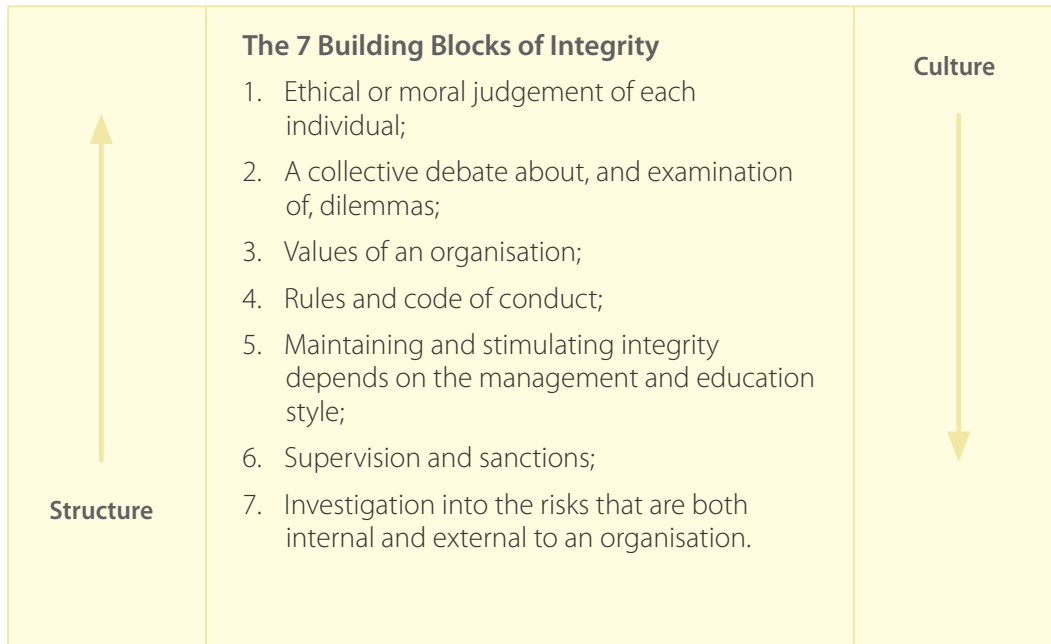
So, personal responsibility for our (moral) actions is tied strongly together with shared responsibility for the integrity of an organisation. Integrity is all the more important for the government because of its responsibility for public well-being and the monopoly position it has. Citizens don't assess each individual public official or administrator but rather look at the government as a whole. Efforts to improve, organise and correct the government demand from citizens continuous vigilance.

Our society is complex and in continuous motion. Citizens can be difficult, demanding, and – whether rightfully or wrongly – severely critical. Good governance is the daily homework of political administrators and officials. Showing your honesty and integrity each day: *“You do the job you were appointed and you stand behind it,”* so that you can offer citizens the service they expect and the conditions to lead a happy life.

Good governance and integrity are an impulse for our democracy. They create terms and conditions for prosperity (profit), the well-being of all citizens (people), and for a sustainable economy (planet).

## Culture and Structure in Sync

Aspects of culture and structure form a rhythm, a vibration between organisations and people. Culture and structure merge with one another. An integrity policy has 7 building blocks, these are listed below:



The starting point is an individual's moral judgement. Every person is responsible for a decision they make or action they take. It is the *law of (our) two feet*.

Normally, decision-making is routine, guided by insight, experience and feeling. However, sometimes you encounter a dilemma - a difficult, doubtful and important situation where you can't make a decision in the wink of an eye. Often, a dilemma has a moral side; it gnaws at your conscience; principles and practice are in conflict. Recognizing that these dilemmas exist and giving them the required attention is the first building block in this policy.

Making a decision is often difficult for an individual. They will talk about the situation at home with a partner or a friend, and at work with colleagues – which in Latin 'colligere' means to unite or associate and in English means 'peers' – or with management. Together they examine the dilemma, consider the pros and cons, and decide which decisions would eventually be the most effective and morally justified - in other words, whatever would make the decision justifiable and transparent.

Examining a dilemma follows a methodology, which is building block 2. This methodology is part of a dilemma course which aims to approach difficult situations carefully and

thoughtfully. This means no hasty or emotional decisions, nor an attitude like *'I'm the boss, so I decide'*. It should rather be a joint investigation into the pros and cons (which represent values) and how any damage – because every decision has a component of risk – can be limited.

The third building block deals with organisation. Every organisation has its principles and identity which is translated through fundamental values. This shouldn't be taken too lightly. The principles of an organisation give the citizens or customers a mainstay. It lets them know who they are dealing with and who to trust.

Values of organisations or people are the basis on which agreements, arrangements and purchases are made. The identity of an organisation and the personalities of its employees flow into one another. Decisions made should then reflect these fundamental principles which are both a beacon as well as a moral obligation.

### Three main principles of Dutch Tax Authorities:

- **Credibility:** the tax authority is a serious organisation and abides by real agreements;
- **Responsibility:** the tax authority handles its power with responsibility and is willing to be accountable for its actions;
- **Diligence:** the tax authority treats everyone with respect and takes into consideration the expectations, rights and interests of everyone involved.

These 3 fundamental principles form the front window of the Dutch tax authority. They elucidate what the authority stands for and what taxpayers can expect.

You can't remember everything. Behaving appropriately is difficult enough. Organisations are aided by regulations which clarify what they wish to adhere to. Apart from the legal stipulations, organisations devise their own code of conduct and company rules. These guide and instruct employees in behaviour and decision-making. A fully functional code of conduct illustrates the core principles of an organisation. Sometimes these principles are taken from the constitution.

The fourth building block is a user-friendly code of conduct that can be used by governors, managers and employees in navigating and avoiding difficult situations.

Rules are meant to be broken. Pushing boundaries is a very human thing. That's why there should be a policy of coaching and sanctions when needed. Political administrators and

people in managerial positions should encourage personnel to adhere to the organisation's core principles and regulations. This is closely related to personnel policy and style of management.

When norms and values fade, shame arises. It is crucial that in these situations that there is room to talk, to be coached and to feel safe. However, sanctions are also mandatory when needed. Integrity as an aspect of personnel and education policy is therefore the fifth building block.

The integrity of an organisation is a shared responsibility that, if the policy is approved, we all know and endorse. A wrong decision or morally questionable behaviour of one person affects the identity of colleagues, as well as the image of the organisation and the interests of other stakeholders. This does extensive damage.

Managers and supervisors have an exemplary role to fulfil and are responsible for overseeing the practices of their employees; they impose sanctions where needed. Imposing sanctions isn't easy and many managers therefore need support. However, when needed, it's their duty to remove from the organisation any bad apples – people intentionally performing below par. Diligence and determination are the sixth building block.

The seventh building block is based on examining and preventing risks. Taking risks are part of any business or government. However, any doubt (from citizens or customers) about the integrity of an organisation is, for the government, a cardinal sin and, for companies, can be very detrimental to their survival.

Regular examination of the risks of conflict of interest, fraud, corruption, abuse of power and inhumane policy towards citizens, customers and/or suppliers strengthens the organisation and its participants. If we know the risks, we also know how to prevent them.

### **Risk analysis 2015 BiH**

Participants find out a number of important risks, the possible damage and which solution could prevent the risk.

Risk	Damage	Solution
Abusing functions	Inefficiency; Image.	Increase control and accountability
Procurement	Waste of money	Terms of reference more specific
Illness	High grace sick employees	Improving working conditions
Failure fulfil function	Inefficiency, less effectiveness.	Control and Integrity Plan with code of conduct
Conflict of interest	Financial damage and illegal spending of KM	New legislation and implementation into practice
Public procurement	Waste of money	Implementation legislation into practice and maintaining
Use public money for private use	Image	Internal control system
Vulnerable work processes	Too long. Employees don't have any idea what to do	Defining clear job descriptions and procedures
Corrupt employees taking bribes instead of giving penalty	Image Public Administration Discrimination; Risk that buildings collapses.	Internal control system; Integrity plan; Transparency in processes.
Misuse company cars	Waste of gasoline wastage of cars	Introducing GPS
HR rights	Violation of human rights of citizens	Integrity plan and clear instructions
Confidentiality of personal data	Image; Violation secrecy.	Control and standards
Unclear procedures	Repeating and inefficiency	Precisely define procedures who is doing what and when
Unmotivated workers	Not performing; Double work.	Reintroduce salary grades; Make clear needed competences; Appraisal interviews; Clear defined job description and expected output.

## The Strength of the Collective

Anchoring integrity in an organisation are key words. The words 'base principles' indicate that values are the foundations of life, work and behaviour. Using the above-mentioned 7 building blocks requires design, customisation, construction, labour, consideration and deliberation.

People - employees - are experts in social responsibility and integrity. The irony of daily life is that practical staff, such as cleaners, need less time to explain what integrity is. A senior manager needs much longer. It really is about a change in mind-set.

Everyone's involvement in an organisation strengthens the seven building blocks. From secretary to director, administrator to director -, everyone can teach the other. Preparing and formulating policies that will function in everyday practice is a joint venture. This does not have to be done on a daily basis. Rather, on a regular basis, re-gauge values to changing circumstances and to new colleagues, listen to each other's stories from the field and do something with it.

## 3. Integrity in Society

To strengthen democracy we need to appeal to policy makers, political leaders and businesses to step into the field and listen to their employees - just as is formulated in many governmental statements and policy programmes directed at the fight against corruption and the restoration of social morale.

### Priority

"The fight against corruption is one of the main priorities of the Government of the Republic of Srpska (entity in the nation of Bosnia and Herzegovina). A developed efficient and proactive system against corruption is one of the prerequisites for political stability, economic sustainability, European integration, regional and international links and has potential to reach the average level of development of the European Union. One of the strategic objectives of the 2013-2017 Anti-Corruption Strategy in the Republic of Srpska is to strengthen the accountability of civil servants and other employees of the Republic administration bodies, i.e. to identify a clear and efficient principle of their personal accountability."

*Motivation of a participant to join the Integrity Course 2014 for the Balkan and Turkey in The Hague.*

## Democracy in Effect (division of roles)

Many countries consider themselves democratic and have embedded this in their constitution. Democracy - its function and development - is a collaborative process. Citizens, corporations, public officials and politicians meet with each other, debate, and fight for their priorities and interests in a continuous and difficult dance.

The first set of actors are of course **citizens**. They are both the electorate and client of the government. They might also run companies that are doing business with the government. As was mentioned in the Social Contract (Chapter 3) citizens accept the authority of the good government and its use of necessary violence by the police and military authorities.

The government isn't a company but it does have a monopoly position and it's in the service industry. **Politicians and political administrators** are the second set of actors. Citizens elect them, trusting that they will represent and defend the people's rights and general interests. They should be impartial, altruistic and just. Being a politician isn't a job but a calling. It's an ideal without a hidden agenda but with a sense of responsibility. As a Dutch mayor once said: *"Citizens pay us. We should therefore be accountable and show integrity and honesty every day."*

**Public officials**, the third set of actors, implement policy made by political administrators. They should be professional, efficient, goal-oriented and in compliance with the constitution and law. But that is not all; because of their professionalism, historical awareness and bureaucratic tradition, public officials prevent politicians making mistakes or acting questionably. They are the critical environment for the administrators; they are the guardians of the archives of formal agreements, and they have their fingers on the judicial pulse.

In order to protect themselves from actions that don't show integrity, political administrators create their own critical environment. Acknowledging and being aware of this mutual dependence is a fundamental building block for the functioning of communication and collaboration; it is an accepted critical attitude.

Integrity, understood as honest political or ethical administration, is a key concept for a modern government. Integrity is a matter for the national government, regional authorities, municipalities and organisations that work with public money.

### Benefits Integrity for Society

Mayors in Balkan, during an integrity course several years ago, pinpointed the importance of integrity as follows:

- Prevention of moral crises;
- Encouragement of awareness;
- Respect for laws and legislation;
- Strengthening of democratic culture and values;
- Better appropriation of public money;
- Stimulation of economic growth and the fight against poverty.

## **National Integrity System**

Citizens view the government as a whole and don't distinguish between national, regional or local authorities. That's why integrity should be recognisable and similar on all levels of public administration and in all institutions on the same and recognizable way.

To keep it simple: when a government is corrupt, there are obviously businesses or citizens who pay bribes. If people are part of the same network of people or know someone they were at college with, it is often tempting to exploit your familiarity with that person for personal gain. To ensure integrity, an effort is required of each member, citizen, business and institution in society. This contribution is also the answer to the question of whether they want to be partners in integrity and thus want to respect the constitution. If they don't, they place themselves outside society and its values.

## **Constraint and Prosecution**

Constraint is part of awareness. Prosecuting corruption naturally happens after the crime has been committed, and it's therefore always too late. Judicial processes cost a lot of money and only a small number of corruption cases make it to court.

A clear and concise policy of good governance and integrity leads to better investigations within an organisation and prevents or decreases the risks of law breaking, theft and squandering public money. Strengthening integrity and good governance automatically puts pressure on the violators. The room they have in which to operate covertly will become smaller as transparency grows. Between the black of corruption and the white of integrity there is, however, a grey area.

## **Awareness**

More transparency in the legislation that governs access to government information would be a great boost for public awareness. Ethical values are added to the style and competence of managers and administrators.

Political parties have great influence over the form of government and the spending of public money. Influence means responsibility. Political parties must be transparent. Many people in society are well aware of the misconducts within and by the government, but don't have the courage to report it through fear of possible consequences.

A carefully constructed policy that protects whistle-blowers would be a sign of good employer-ship. But best would be to organise obligatory awareness and prevention programmes - not so much in terms of money, but with a focus on intent and responsibility. Everyone would then know the rules of the game of creating a programme of good governance and integrity. Government organisations would have a legal responsibility to develop a policy of integrity and be accountable for it.

Political administrators and officials can set an example for other colleagues with their implementation of the integrity policy and in this way serve as both inspiration as well as the



driving force. Public organisations can formulate their objectives to promote integrity and to show the possible risks of corruption.

It could be motivating to organise a competition of who works for the most ethical organisation – focusing on specific government organisations and using a public image survey among citizens and businesses. Obviously, a trophy would be available for the winning organisation and the results would be announced at a national conference with the state secretary present. Mayors, directors and secretaries would gladly pick up the trophy.

Leadership – as stated before – is a matter of courage and initiative. The appeal to high officials, but also to middle management, is to dare to set an example, to show that you want to be a good leader. However, daily practice shows that the senior ranks of government and organisations value ethics and integrity but don't consider this to be a priority. In this top end of the spectrum, conservatism prevails. That's why it's important that advisors and counsellors of senior management get training and acquire new knowledge. HR advisors, attorneys, economists and other staff members can take initiatives that play into the demand for good governance and integrity and thereby take in tow their managers/administrators.

The collaboration between police, public prosecutors and other forms of government are very interesting. Good governance and integrity are a shared effort in which exchanging knowledge, expertise and experiences yield double profits.

### **Amsterdam (The Netherlands)**

In the 90s, the Dutch municipality of Amsterdam was confronted with a large number of corruption and fraud cases in public transport, parking monitoring, issuing residence permits and in other services. Other organisations were affected as well. Organised crime had control over some parts of the municipal organisation with as a consequence the physical intimidation of employees who wanted to do decent work.

Press publications were ruthless towards the council and management of the capital city. Amsterdam had the image of 'Mafia-city'. Of course, the council ordered police and public prosecutors to investigate these corruption and fraud cases and to persecute perpetrators. The council also demanded explanations from the management. A period of self-reflection and analysis followed: What are our responsibilities as managers of this city? Why is the organisation culture so skewed that these excesses can take place? What is wrong with our style of management? How can we prevent misconducts?

During the hearings, the suspected public officials explained that the distance between them as executive officials and management had simply become too large. Serious problems couldn't be discussed. Management also didn't show any interest in the workplace or in what happened there.

Amsterdam's council drew the conclusion that what was needed was an awareness and prevention programme. In collaboration with some experts, the Bureau Integrity was set up in 2000. Commissioned by the municipality, the bureau develops integrity policy and facilitates its implementation. Concretely, the following actions (implementation of the Integrity Plan) took place for several years:

- Establishing a integrity implementation team ;
- Appointing a (part time) integrity coordinator;
- Dilemma trainings for all civil servants, managers and politicians;
- Inter active developing of ethical code of conducts ;
- Taking the oath by politicians, managers and civil servants;
- Training high managers and politicians to set the example;
- Executing risks analysis and determination of prevention measures;
- Appointing confidential persons and regulation protection whistle blowers;
- Obligation to high management to justification and accounting results Integrity Plans.

Many other municipalities followed Amsterdam's example and developed their own integrity policy. The example of Amsterdam was also a reason to formulate Dutch Public Officials' Law (Law on Civil Servants).

### **The Dutch Public Officials' Law**

The Dutch Public Officials' Law from 2004 sets guidelines for the integrity policy:

Every government organisation is obliged to formulate an integrity policy on a yearly basis and report the results:

- *Development of awareness of integrity;*
- *Prevention of abuse of power, conflict of interest and discrimination;*
- *Regular inventory of the risks and possible damages to the integrity policy;*
- *Giving an accountability report to the local council with a description of incidents and the measures taken.*

Integrity is a part of personnel policy:

- Integrity is a topic during the annual performance interview;
- Courses include integrity and dilemma training.

The organisation has a code of conduct for civil servants and political officials:

- The taking of the oath of office is policy;
- The organisation must develop a policy to protect whistle-blowers;
- The organisation publishes data on all services and related fees on the Internet.

#### 4. Want and initiative, a recipe for starting integrity

The subsequent challenge is about how to start an integrity programme. Integrity doesn't need to be a heavy topic. Rather the contrary; we have already talked about being happy, enjoying your work and debating difficult topics with colleagues. Courses show that talking about integrity also leads to a sense of humour, jokes and cheerfulness. We hold the mirror up for one another and that can lead to amusing situations.

This chapter offers an attractive and encouraging recipe for 'preparing' good governance and integrity in our social 'kitchen'. We need preparation time, a shopping list, ingredients, people who want to help, and a space to work in. We want to be able to collectively say 'yes, *we want more of this*' and be happy and content. We want to realise and give content to good governance and integrity in daily life. Do you have the motivation to promote good governance and integrity?

##### Appetite

Integrity, professionalism and ethical behaviour need improvements. Integrity is crucial for the faith of citizens in the government. Mayors from many countries list the benefits that integrity and good governance have for society. Legislation needs to be implemented.

During courses, participants are instantly able to formulate the principles that they, as professionals, stand behind. To start a programme of integrity, one needs to ask one's colleagues three questions:

- What do you think is meant by integrity?
- What are the benefits for us and for the citizens?
- Which moral or ethical values are important to you?

Answers to these questions elucidate what the demands and needs are. We then can get started.

### **National Cooperation**

Many countries have Anti-Corruption agencies but would benefit from having Good Governance and Integrity agencies to develop training policies, train coaches and supply organisations with the right tools and information (such as codes of conducts, oaths of office, methods for investigating risk, and suggestions to anchor integrity in organisational policy and culture).

The agency would collect experiences from the field and present them as examples during training days. The experiences and evaluations of participants are extremely useful for the training centres. It can aid the further development of various training programmes and their practical implementation. You can say that the Integrity Agency acts like a cookbook with recipes for regional and local experts that can prepare the integrity policy.

### **Within organisations**

Within organisations and departments, directors and managers take the lead and set an example to promote integrity and show themselves to be responsible for the results. They plan time in their schedules to delegate responsibilities and tasks, and work towards opening serious communication with the people on the shop floor.

The recognition that employees are experts when it comes to the proper fulfilment of their tasks increases transparency within the organisation and strengthens mutual teamwork. Of course, time is often lacking among managers, and setting up programmes is not their job. Hence they ask colleagues from the departments for HR and/or legal matters, or similar departments, to start a programme in their own organisation.

One problem may be that the HR or legal department has too little expertise and experience to perform these tasks. In that case, it is good to train the leadership and staff of those departments in how to develop integrity policies and what skills they need as consultants. The intertwining of personnel and integrity makes that investment worth every penny.

### **Composing a Menu**

The departments of personnel and organisation demonstrated in daily practice that they were ideally suited for developing a policy tailored to integrity. Personnel policy that includes training and regulation has to do with an entire organisation, after all. A company's organisational renewal and improvement needs integrity as its foundation. The personnel advisors aid the directors and management with advice in designing, implementing and evaluating policy.

The primary activity of the HR departments may be a series of meetings with groups of employees and managers. Start with the group of senior executives and then organise in each department a talk about why integrity and good governance are important. The approach per department is interesting because of their different tasks and cultures. Inspectors, for example, are different from the people working in the finance department. They, in turn, experience dilemmas differently from colleagues in health and civil affairs.

Firstly, explain what the intention of the Integrity and Good Governance programme is. This is important because a number of employees will react with scepticism. One reaction may be about why they have to go to class? Don't they already have integrity? Another question might be about what they are doing with the information. Specify that the programme is based on confidentiality and collegiality and with clear benefits.

Subsequently ask questions to the participants. They will discuss the above-mentioned questions. The answers and responses processed in a brief report will be the basis for an integrity programme. The questions could be as follows:

1. What do you think is meant by the term 'integrity?'
2. What are the benefits for us and for citizens?
3. Which moral or ethical values are important to you?
4. What action might our organisation undertake?

### **Recommendations to start Integrity Plan**

The report, with summaries and comments from the group discussions, forms the basis for a discussion with the director, mayor or management of an organisation. It now comes down to creating a programme that will make executives and employees skilled in addressing integrity.

Earlier the seven building blocks of integrity were explained: individual moral judgement, group discussion, organisation values, code of conduct, maintaining integrity, sanctions and risk assessment. The integrity programme is part of the annual personnel and training plan. The discussion with management is meant to provide a clear mission. What does senior management want to accomplish and what is the cost in terms of time and money? What matters is that the director or mayor realises that he is the 'owner' of the problem and you have a solution at hand with the integrity programme.

Practice shows that it helps enormously to deal with this conversation with senior management in a workshop setting. They need a wake-up call to discover the benefits of integrity and good governance.

## Integrity programme and rolling it out in an organisation

Now that the mission is clear, you can start to set up a programme. You can do this in collaboration with a specialist consultant or trainer or organise a train-the-trainer course first yourself. Use the responses from the initial interviews and interpret the expectations of management. Set up a programme including, for example, dilemma training, proper conduct, risk analysis and other topics.

To emphasize the importance of management's example, the training should start with a workshop for political directors and top managers, then middle management, and afterwards the departments. The same dilemma training can be used for everyone. Involve an independent trainer in the programme and let him/her also perform the programme. It benefits confidentiality and security. The trainer will report to you as programme leader. So make a concise and clear contract with the trainer.

### Outside Help

Use outside help. It gives status and new ways of presenting yourself. The National Integrity Agency / Anti-Corruption Agency has a solid archive with many experiences. Ask them for support and advice. Central personnel departments would also like to help make the programme successful. They have national and international experts who can contribute to a kick-off integrity meeting. But consider also, for instance, actors; they make the introduction of integrity accessible and lively.

#### Theatre and Actors

A mayor requests the aid of theatre actors to introduce integrity in a new and exciting way. The goal of this kick-off meeting is to create a safe space for employees to talk to each other. The show is lively and interactive, inviting collaboration through theatre skits that illustrate examples of integrity from different departments and from various types of work, and offering room for short opinion-forming discussions and examples.

After the kick-off meeting, the integrity programme starts with training workshops for councillors and officials.

### The results:

#### Integrity as Professional Competence

Do you still have in mind the results you expected at the first brainstorming session with your colleagues: transparency, debate, active communication, quality and a better public image. During the implementation of the programme, walk past the departments, speak to the staff and make sure they indeed recognize these arguments.

Good Governance and Integrity, we have repeatedly stated, is not a theory. It is a meeting and a lively conversation. An integrity programme inspires conversations, naming dilemmas and finding solutions. With practice, each organisation develops a form of moral law or body of standards as the norm of the corporate culture. This reinforces the moral backbone of the organisation and its team of political directors, officers and employees, and makes integrity a competence for professional action.

### **Repetition**

Having employees who are aware of good ('white'), bad ('black'), and ambiguous ('grey') decisions is a huge gain for any organisation. The focus on integrity is like a fresh wind blowing through an organisation. But the danger is that the attention for new things will wane quickly.

Managers are not equipped to keep up the moral deliberation at departmental level. Therefore, they struggle with whether they can handle that responsibility over time. Employees find the 7- step plan an eye-opener but continuously ask for repetition. A comparison could be made with the semi-annual first aid course; mouth-to-mouth resuscitation should be practised time and again.

## **5. Getting Started: Recommendation and Suggestions to the Reader**

### **Introduction**

Who will take initiative? That's this book's provoking question.

We encourage everyone to take part in, and contribute to, elevating society. Integrity is not just for 'other people' but for all of us.

*"I want to live in a prosperous country that is fair and just to all its citizens."* A 17 years old girl gives a mission to all those in the public administration and who work and receive a salary or remuneration from public funds.

The many initiatives and the will of many citizens to change public administration are an encouraging sight. However, the leaders and businessmen in any country need support. We invite them seriously to show courage and involvement in building good society. They need to be outspoken, decisive and confident.

### **Recommendations To State Secretaries of Public Administrations and Internal Affairs**

Essentially, the state secretary is the 'boss' of all public officials and as such has the responsibility to improve integrity in the government. Like a colleague (a state secretary of Internal Affairs) in the Netherlands recently said in parliament: *"Every violation of integrity is a violation of the trust in public administration."*

The state secretary of public administration and internal affairs is the most senior official responsible for the proper execution of laws and regulations. These include the provisions of the Public Officials' Law and the ethical principles of good governance.

The secretary ensures that new laws and legislation are clear and contribute to the policy of good governance and integrity.

We encourage the state secretary to take the following four initiatives:

- To expand the Public Officials' Law with a law that ensures integrity in all governmental organisations;;
- To set up an independent institution or strengthen the already existing Integrity Agency in promoting integrity in the public domain and supporting government organisations in developing and implementing their own integrity policy;
- To consult with colleagues of the Justice department to set up legislation that prevents organised crime working itself into the public administration and the wider economy;
- To be accountable in parliament for the intentions and results of the government in the broadest sense.

### **To Personnel Departments (HR management)**

Within an organisation, the personnel department plays a pivotal role in innovation within the organisation and in the training of officials. Integrity and good governance are new elements in the organisational policy. As a department, you can:

- Invest in training courses for your own personnel in organisational policy and advisory skills; the knowledge and skills are beneficial to you as an advisor;
- Invite mayors and/or public directors to be the sponsors of the new integrity programme. The programme's goal is to strengthen integrity as a professional skill of public officials and administrators;
- Appoint the head of Personnel as the director of the Good Governance and Integrity programme;
- Organise courses within the department that focus on policy-making, monitoring and advisory skills; HR functions as the social voice of the personnel and integrity policy and assures a safe organisation culture where voicing criticism is encouraged;
- Consult with national HR departments about setting up a national agency for good governance and integrity that will function as a help-desk.



## To Directors and Superiors

You are responsible for the integrity of your company, organisation or department. You set the example for your employees and invite them to share their moral dilemmas. This requires an atmosphere of trust and safety. To achieve that, we have the following suggestions:

- In all aspects be a good employer;
- Pay attention to educational courses that make employees self-aware in dealing with and speaking up about moral dilemmas;
- As superiors, offer safety and support to your employees so that they can promote the organisation's values towards citizens;
- Discuss integrity and the behaviour of your employees in the performance interview; also discuss your own behaviour;
- Be accountable for your integrity policy and results towards directors and/or mayors; also tell them what problems still exist;
- Assure a practical and user-friendly code of conduct with an adequate 'whistle-blower' arrangement;
- Be a leader who is self-aware but surrounded by critical and motivated employees;
- Organise peer review meetings with colleagues from other departments to share experiences about integrity and learn from each other.

## To Employees

You say: *"we work according to our own personal ethics."* You also say: *"We aren't listened to, and internal communications aren't related to trust and safety."* We suggest:

- Show yourself and be proud of your values and motivation;
- Dare to engage in debate;
- Dare to change and stand up for yourself and others;
- Ring the bell or ask advice of the employees' council or union when you notice your company doesn't support you in reporting misconduct;
- Make sure that the employees' council puts integrity on their agenda and consult with the director about more education and training courses on good governance and integrity.

## 6. Epilogue

The many people I worked with, taught courses to, and who confided in me, inspired me. Together we drew the conclusion that good governance and integrity is a shared effort. Working on this issue gives enjoyment and élan to persevere – even when you go against the grain. Bit by bit, we gain more influence as citizens and colleagues, we achieve successes, and we make others curious.

Exchanging opinions strengthens the transparency within an organisation. Integrity and social responsibility, much like corruption, know no bounds. An international debate with examples from daily practice works in two ways. It hinders isolation and leads to new findings and methodologies. It's like a relay race where you pass the integrity and good governance baton on to others. The baton is new knowledge and tools for a social and virtual laboratory for research and development. The follow-up programme consists of possibilities for translating this book in other languages and the training of local experts who can advise in creating a new policy that will restrain corruption and abuse of power.

If you want to participate or have any comments on the book, please contact me on:  
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