

HUMAN RESOURCES IN PUBLIC ADMINISTRATION

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Abstract

Public administration is a main pillar of society, its organization and governance. Its functionality is based on internal and external system elements. One of these elements is human resources, respectively bureaucrats. This official apparatus is not only the driving force of public administration but also liaison officers in these processes. Its role is to assist the state and its clients (citizens) in fulfilling their tasks, duties and rights. On the basis of these facts, the aim idea of this article is to draw attention to the current and desired quality status of this area. This objective will be met by analysis, synthesis, comparison and questionnaire analysis. The result of these activities will be recommendations that should be beneficial to society, the official apparatus and the state itself. The importance of the public administration is considerable. Its activities and interventions are important to the running of society and the State. Its driving force are not only processes, but also systems, employees, bureaucrats, officials, bureaucracy. This is the mirror of the relationship with its clients, who are primarily citizens.

Key words

Bureaucracy, Human Resources, Public Administration

JEL Classification: H83, O15, D73

Introduction

Although the technical and technological area is becoming increasingly important, the value of human resources is in many cases incalculable. This fact is well understood by all three components of the mixed economy, i.e. the private, non-governmental and public sectors.

In the current realities of the Slovak public administration area there is considerable quantitative and qualitative shift in the area of the source base. This effort is an ESO (Effective Solid Open Government) reform. Its aim is to achieve the real contours of public administration of the 21st century. This requires the optimization of the size structure of the public administration, to adapt the environment to the current conditions and to create a model of qualitative characteristics of the official apparatus.

The aim of this article is to highlight the issue of the human resource base in the public administration environment. At the same time, this article provides scope for possible adaptations of this area and discussion. For this purpose, we used several scientific research methods (e.g. Analysis, synthesis, comparison, questionnaire, etc.).

Goal and Methodology

The article is based on the currently solved issue, which is the status of bureaucrat. Our goal is to

highlight the official image and the relationship of clients to this environment. For this reason, we decided to base the theoretical apparatus on real-world findings that we have acquired directly and by mediation. At the same time, through questionnaire and questionnaire survey, we received valuable answers related to potential future components of this environment. For this reason, we have addressed college students. Priority was given to the students of the Department of Study 3.3.5 Public Administration and Regional Development. The questionnaire contained 15 items. They gave us a picture of their expectations, goals, assessments and perceptions of public administration. We have evaluated and processed all of these acts in the form of recommendations based on the analysis, synthesis, comparison and the mentioned investigation. We have set up recommendations so that they will be applicable and helpful in a short time to solve problems in human resources.

1. Human resources in the public administration environment

Human resources in the public administration environment represent the official apparatus, which is bureaucracy. By the bureaucracy we mean a special category of people professionally engaged in conducting government-led management activities. Its existence is derived from the existence of the state. It follows that the mission of the official apparatus is the

execution and implementation of the administration of the State. At the same time, we can talk about the specific kind of power the bureaucracy has and which is typical of the public environment.

Human resources in public administration mean a lot. In the sense of Králiková and Králik (2016, p. 3) "every institution in society must inevitably have adequate staffing, or a fundamental substratum, meeting at least basic qualitative and quantitative parameters". In other words, human resources in a public administration environment are a real reflection of the quality of work performance and the relationship of the state to its clients. That is why bureaucracy should be dealt with as a matter of priority. The reason is also the fact that building a positive client relationship with the institutions, its employees and the State is very demanding.

The idea of public administration reform is also supported by the Good Administration (CM / Rec (2007) of the Committee of Ministers of the Council of Europe's Member States on Good Governance), which the European Union considers as an alpha and omega procedure in the public sphere. It is by applying its principles that the client / citizen becomes to attention. The Recommendation summarizes 12 requirements to ensure the proper functioning of public administration in the context of a modern democratic state based on respect for the fundamental rights and freedoms of its citizens. An example of this is the principle of impartiality, transparency or participation. Just by adhering the principle of participation, public authorities have to provide individuals with a participation on governance.

Similarly, Hajšová (2014, p. 10), appeals to the fact that the official "makes a decisive contribution to the satisfaction of the citizens".

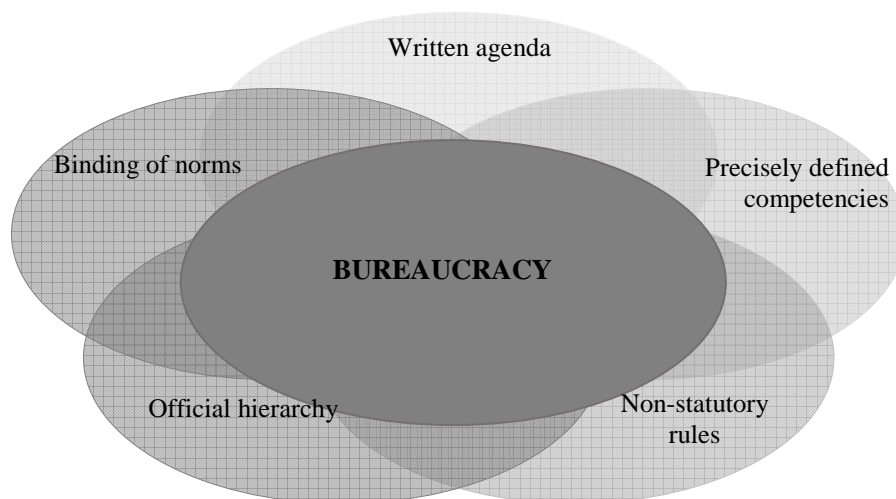
Based on the above, we can talk about the relationship between bureaucracy / bureaucrats - and client / citizen is the key to the success of the 21st Century. That is why, in our conditions, there are fundamental changes in this area. One of them is the setting of qualitative and personality characteristics of the official apparatus. As these officials are the intermediaries of sophisticated services and liaison officers in a state-client relationship, they are required to properly fulfil and perform their functions.

1.1 Bureaucracy as a professionalizing mean of public administration

The term "bureaucracy" was introduced into the social sciences in 1745 by Vincent de Gournay. It was a mark of the mischievous behavior of the officials in France at the time. Since then, this term has been used in all social sciences. Generally, this is a way of organizing a public administration that performs collective activities through a system of impersonal rules.

The bureaucracy in the sense of the Oxford Dictionary of Business and Management represents "a hierarchical administrative system aimed at dealing with a great deal of work routinely, largely adhering to a set of strict and impersonal rules." However, Keller (2005) in his work points out that bureaucratization in itself includes dysfunctional impacts. They were set up in the organization in order to increase its effectiveness, but it provokes a situation that damages this activity (Fig.1).

Fig. 1. Characteristics of bureaucracy



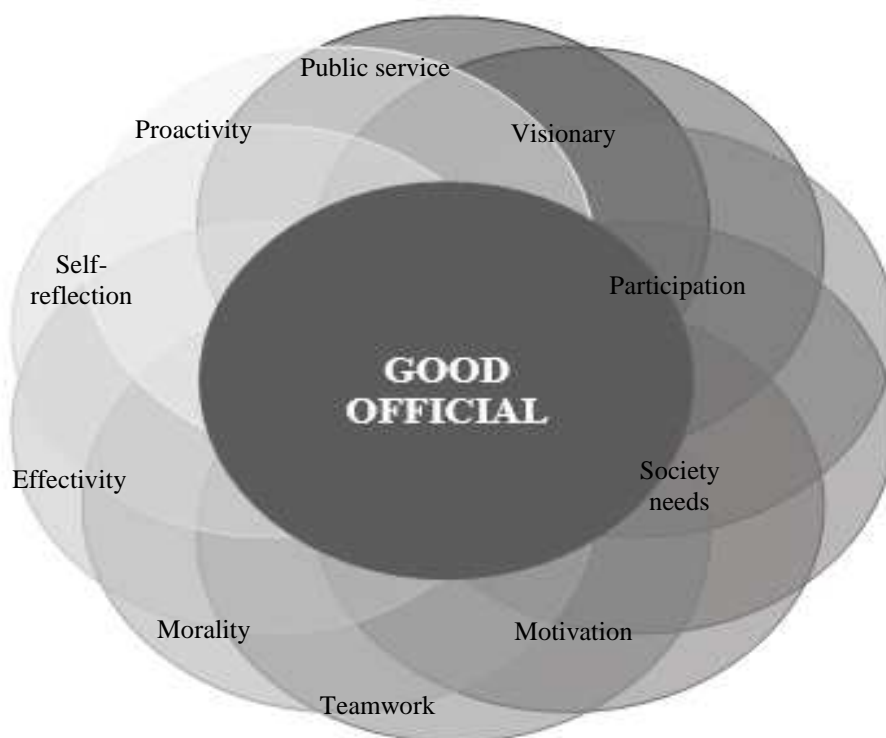
Source: personal processing

Similarly, Bolfíková (2008) also expresses this issue. She is openly saying: "Expecting that bureaucracy itself will look for a way to make its functioning more efficient and to increase its effectiveness or to mitigate the negative consequences of its existence and functioning is an illusion." Although there is no universal recipe to solve this problem, it is necessary to adjust this environment and make changes.

A strict acceptance of the needs of the public administration has become a past. The current trend speaks first of all to meet the needs of its clients, an open relationship with citizens. This implies that they should be able to understand their clients, find ways to solve the problems, and provide services better and better than they did in the past. Similarity is also in

our environment. Over the years, the bureaucracy has changed. Its environment is oriented to the needs of the client, which is most supported by ESO reform. At the same time, we also highlight the Good Officer initiative. This initiative is carried out by a group of officials who depend on the quality and ethical functioning of public administration. Their aim is to contribute to the improvement of the state culture, to set new solutions within the system and to change the perception of the public official (Figure 2). The reason is just awareness of the fact that public service is a service to a citizen. Accordingly, as stated by Križanová and Kútik (2017), "for the support of the central state administration is the significant professional preparedness of its employees".

Fig. 2. Ten Goods of Official



Source: personal processing by www.dobryuradnik.sk

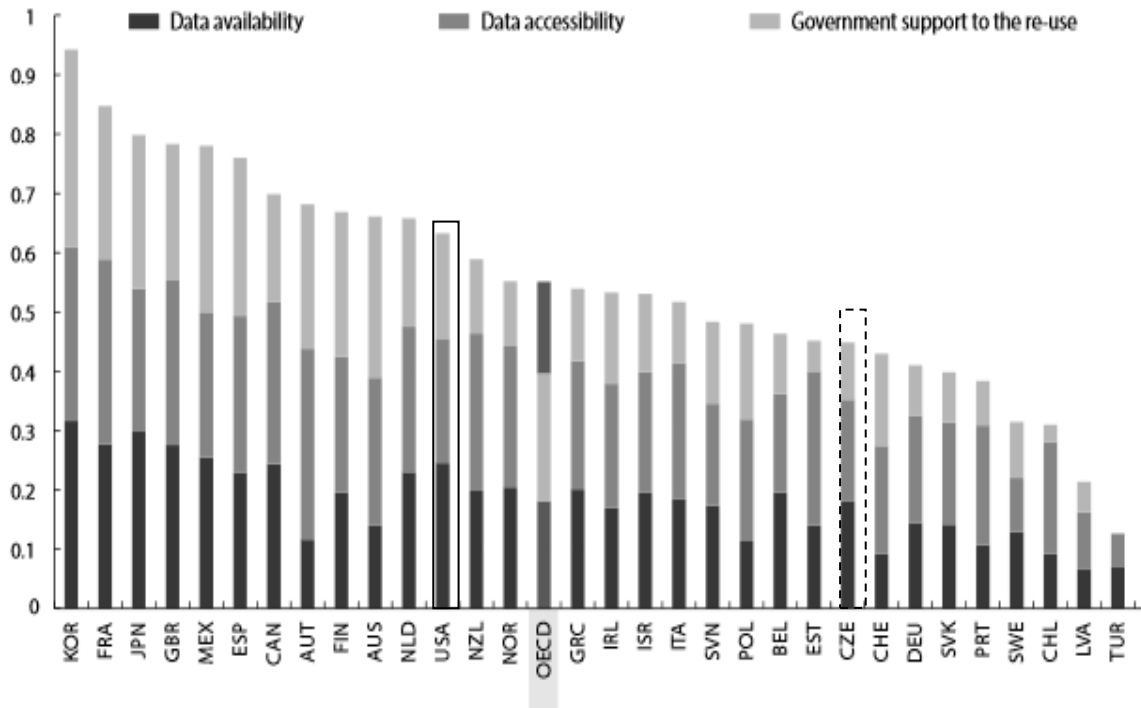
1.2 Current bureaucracy state report

Bureaucracy is a phenomenon that affects every State or citizen. Based on the latest OECD report of 2017 (Government at a Glance 2017), we can talk about low confidence in this apparatus. Strengthening the integrity of government institutions as well as elected officials, establishing an ongoing dialogue with citizens through open and participative policy, making processes, and enhancing governments

capacity to choose the most appropriate policies among various options – all are key to re-connect governments with their citizenry and foster more inclusive and sustainable growth.

Countries are increasingly institutionalizing the open government principles of transparency, accountability and participation. About half of the OECD countries (17 of 35 countries) have adopted a national strategy on open government (Graph 1).

Graph 1. Open-Useful-Reusable Governmnet Data Index 2017



Source: OECD (2017)

In connection with the above, we also need to ensure a professional and politically impartial service ensuring a high level of competence, integrity and continuity. This also changes and adjusts the environment. This applies in particular to the personal guarantee, a qualitative and quantitative aspect of human resources.

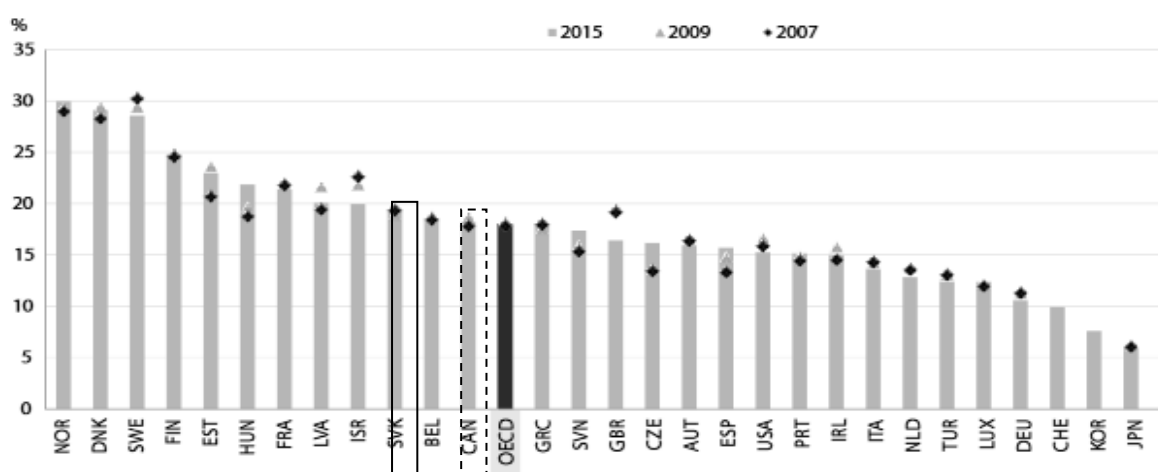
We can talk also about similar surveys our environment. However, we are paying attention to the inquiry conducted by the Good Official. In cooperation with 102 officials of Slovak public administration, they managed to reveal the weak but also strong points of our system very nicely. Among the weaknesses, it is primarily the enormous paper agenda, the inefficiency of the system, low proactivity, rigid working methods, and formalism. At the same time, the respondents were not afraid to point out the persistent corrupt behavior of colleagues in dealing with the agenda or the selection process.

This is corroborated by the OECD (2017) results, which repeat about the poor and inconsistent human resources management system (recruitment, selection, training, evaluation and performance of human resources) and a high rate of employee turnover (especially with government structures change).

On the other hand, they perceive positive communication within the department, the possibility of self-realization and education. At the same time, they are motivated by higher performance to send the agenda on which they work and, in particular, positive feedback from clients.

These are just some of the reasons that relate to interest in work in public administration (Graph 2). On the other hand, it is also a sense of stability, certainty, benefit, or the need to gain the power that results from that position and function.

Graph 2. Employment in general government as a percentage of total employment



Source: OECD (2017)

2. Potential bureaucracies of the public administration environment

Each of us is aware that it is not easy to ensure the functioning State and society. It is a quantum of acts,

processes, laws, elements, services, or systems that vary in size, structure, quality, and needs. Therefore, it is important that the capital and human resources base are sufficiently created in this process.

Table 1 University education - public administration

Educational Institution	Study Department	1 st Stage	2 nd Stage	3 rd Stage
Public universities				
University of Economics in Bratislava Faculty of National Economy	Public administration and regional development	20	45	8
Technical University of Kosice Faculty of Economics	Public administration and regional development	377	150	15
	Public policy and public administration	72	21	-
Alexander Dubcek University in Trencin Faculty of Social and Economic Relations	Public administration and regional development	79	-	-
Matej Bel University in Banská Bystrica Faculty of Economics	Public Economy and Services	47	56	8
University of Cyril and Method in Trnava Faculty of Social Sciences	Public policy and public administration	490	376	21
Private universities				
Danubius College Faculty of Public Policy and Public Administration	Public policy and public administration	71	76	-
College of Economics and Management of Public Administration in Bratislava Institute of Public Administration	Public policy and public administration	285	291	-
Σ		1 441	1 015	52

Source: personal processing by CVTI SR (2017)

For this reason, in the environment of universities in the Slovak Republic (Table 1), an area for providing and guaranteeing study fields related to public administration was raised (3.1.7 Public policy and public administration, 3.3.5 Public administration and regional development, 3.03.23 Public Economy and Services). Higher education institutions provide high quality knowledge from the theoretical and

practical environment, thus building the foundation for public administration in real time and environment.

For this reason, we have been addressing the public administration students how they perceive these issues. In our questionnaire survey, 168 students of both the Bachelor's and the Engineering degree of the study were involved. (Table 2).

Table 2. Respondents involved in the questionnaire survey

	1 st Stage		2 nd Stage		Σ	
	No.	%	No.	%	No.	%
Men	34	62,963	20	37,037	54	32,143
Women	73	64,035	41	35,965	114	67,857

Source: personal processing

Our findings show that 23% of respondents chose a study department without realizing what public administration actually represents. Another finding was that 31% of the respondents had the intention of studying something other. However, as public administration began, 39% of them would work in public administration institutions. This concerns both the self-governing and the state public administration.

Pleasant information is that, as one of the most important reasons (Table 3), they stated the application (18.57%) and the fulfillment of their mission (18,23). Subsequently - benefits (working time - 17.38%), work with people (17.04) and environment of employment (location - 10.39%).

As others, they stated the need to get the status of employed (1 respondent) and the option to study in addition to employment (2 respondents).

Table 3. Reasons for employment in the public sector

	Men		Women		Σ	
	No.	%	No.	%	No.	%
Employment	3	10,00	27	90,00	30	5,10
Status official	5	29,41	12	70,59	17	2,90
Self-employed	35	32,71	72	67,29	107	18,23
Mission	31	28,44	78	71,56	109	18,57
Availability - Location	14	22,95	47	77,05	61	10,39
Working time	19	18,63	83	81,37	102	17,38
Contact with clients	25	25,00	75	75,00	100	17,04
Precise tasks	13	22,41	45	77,69	58	9,88
other	2	66,66	1	33,33	3	0,51

Source: personal processing

As a negatives of work in public administration they highlighted, in particular, the fear of inadequate training (absence of practice during the study, lack of professional software), pressure from superiors and clients, or fears of a newly-built system of public apparatus and related tasks.

As part of the search, the selection and recruitment process (Table 4) raised doubts as to the objectivity of the selection procedure. 33 respondents believe that it

is not real to be part of this environment without corruption and ties to the official apparatus. At the same time, up to 89% would receive an impartial multiple-choice recruitment system. This should consist of an anonymous pre-selection of suitable candidates and an anonymous direct selection procedure.

Interestingly, there are also insights into the perspective of women and men, especially when there

are significant differences in terms of education and personality assumptions. Women assume that education has the greatest weight in deciding whether

or not to accept a person in the office (80%). Men, on the other hand, bet on personality assumptions (65%).

Table 4. Methods of obtaining a job in the public sphere

	Men		Women		Σ	
	No.	%	No.	%	No.	%
Education	19	19,79	77	80,21	96	57,14
Personality	26	65,00	14	35,00	40	23,81
Prerequisites	8	53,33	7	46,66	15	8,93
Familiarization	5	50,00	5	50,00	10	5,95
Clientelism	5	71,43	2	28,57	7	4,17
Political membership	0	0,00	0	0,00	0	0,00

Source: personal processing

In the context of their own contribution, all respondents replied that they had no problem with further learning. Likewise, all respondents said that PC work is a natural part of their lives. We are also very positive about the outcome of language readiness. More than 58% of respondents said that communication in a foreign language (other than the Czech language) is at a very good level. They have no problem in the written or spoken word. Nevertheless, they would like to receive courses and exchanges abroad (49%). At the same time, neither does not prevent the transition into a private environment, whether as employees or employers.

Similarly, almost everyone believes that the public administration system is in the right direction. They do not expect major fluctuations in the environment. They are open to new challenges, they would like to present their own ideas and believe that the way of electronizing the environment and contacting clients is the best solution for a person and a citizen of the 21st century. On the other hand, they are aware of the traditional contact with clients, especially for the older generation.

Therefore, based on the information we had received, we appeal mainly to the field of objectivity in the selection of future public administration employees. We recommend modifying the current system and applying anonymity to it. At the same time, we appeal to future bureaucrats to honor their mission and to build an open public administration that is open to the young and older generation. While adhering to ethical and moral principles, the unfavorable view of this element of the state's society should be eliminated. Similarly, we appeal to personal growth and development, which have value not only to the individual but also to the institution and society as such.

Another important activity should be the linking of theory and practice. Establishment of mutual cooperation within the public administration institution and universities raising future staff of this environment. Regular practice throughout studies will help educate exactly the employees they need. At the same time, students acquire habits and co-habits, which can then be used in real environment.

These challenges are not only about the official apparatus, but also about the State and the citizens. It is important that they are also helpful. They drew attention to the threats, shortcomings and possibilities of their correction. The openness and opportunities of today's society can be learned and taken from a variety of countries or past. As an example, we mention Estonia and the Scandinavian countries. Thanks to effort, change of mind, belief in a better future, and hand-to-work attachment, they have touched their systems at the top of the rankings of multiple ratings.

Conclusion

The importance of the public administration is considerable. Its activities and interventions are important to the running of society and the State. Its driving force are not only processes, but also systems, employees, bureaucrats, officials, bureaucracy. This is the mirror of the relationship with its clients, who are primarily citizens. He is very sensitive to the attitude and character of the official. At the same time, it recognizes the need for activities in relation to agendas against the State. Therefore, it requires adequate access and knowledge to be mediated by the bureaucrat. We are currently seeing a shift in this direction. Citizen / client becomes the center of attention. It is enabled in a simplified way to

communicate with public administration institutions. In many cases, nurses do not need to visit these institutions personally, although a number of agendas require personal participation in these activities. For

this reason, these posts should be occupied with an educated, prudent and morally mature employee whose outputs will be means of building a good name for bureaucracy.

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