

Human Resources Management in Republic of Moldova – problems and perspectives.

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An efficient and citizen-oriented public administration is a precondition for implementing any strategy of economic growth and human development. This is acknowledged by the Government of the Republic of Moldova that has set the important objective of building a modern and efficient public administration reform, which will consolidate democratic processes and strengthen market economy, will be impartial and depoliticized, and its functioning will base on the most advanced European practices.

The European integration process is a priority for the institutional and functional improvement of the administrative structure and for the development of public administration capacity over the next 7-10 years. The Republic of Moldova will have to establish structures that would be capable to adjust the national legislation to the *acquis communautaire*, which will also have an impact on the public administrative authority functions and structures. In the context of the above-stated, there is a need for coordinating the public administrative authority reforming activities with the European integration process. In particular, the given Strategy is aimed at increasing the administrative capacities of the current system in order to urge the European integration activities.

The principles and practices of good governance applied in European Union and European Council member states and belonging to the continental public administration system include: trust, access to information, transparency, accountability, performance, observance of budget constraints, and continuity. The following fundamental principles of public administration reform can be deduced from the Government Activity Program for 2005-2009

“Country Modernization – Welfare of Population”:

- unique approach to the elements of functional, structural, and organizational reform of public administration;

- harmonization of public administration standards with EU ones;
- clear definition of the basic role and functions of public administration authorities, reduction of their number and attributions related to entrepreneurial activity regulation;
- exclusion of parallelism and overlapping of functions in the activity of public administration authorities for the purpose of using the financial resources more efficiently and providing quality public services;
- rational use of financial resources and improvement of their management by targeting them to priority areas;
- reasonable delegation of powers and obligations related to provision of goods and services to local public administration authorities and private sector;
- rationalization of reporting and management systems aimed at avoiding dispersion of management responsibilities;
- competitive recruitment of the staff of executive bodies ;
- establishment of a pay system enabling the strengthening of staff potential and professionalism through setting an anticorruption threshold of servants' pay;
 - separation of policy development and promotion functions from the control and service provision functions, focusing on the main activity and avoiding any conflict of interest; public administrative authority
- delimitation of political functions from administrative functions in public administrative authority.¹

The goal of the reform is to establish a modernized efficient central public administration system in compliance with the principles of good governance from European Union and European Council member states. This envisages achieving with optimal costs of the performance of a central public administration that would take into consideration the interests and rights of citizens. The central and local public administration must be innovative, flexible, and efficient, carrying out transparent operations, and ensuring a positive image through its accountability mechanism.

To achieve the above mentioned goal, the reform sets forth the following **objectives** taking into account the results of the functional review of the public administration:

Human Resources Management in Republic of Moldova –problems & perspectives

- range of efficient implementation of governmental programs and priorities require further improvement and strengthening of public financial resources management.

The long-term objective in this area is building of an efficient and sustainable financial management system, based on modern instruments and mechanisms, adjusted to European standards. To achieve the general objective, the main medium term tasks are the following:

- improving public finance allocation methodology by applying modern practices of budget drafting;
- strengthening the institutional and functional capacity of central public administration;
- strengthening and improving the legal framework for public administration;
- improving the decision-making process by reconfiguring the information flow, synchronizing the interaction of CPAA, improving the quality of decisions adopted, and estimating the impact of the latter;
- improving the human resources management in public sector, establishing a professional, compact, and motivated staff of civil servants;
- securing the interaction between policy development process and budget process.²

The main role in implementation reform of public administration have human resource in special for Republic of Moldova what is a small country and does not have a natural resource. In this context for the time being the human resource management as the component of public management need to be efficient and modern.

Human resource management in public administration in the Republic of Moldova to rely on normative framework. what include:

- Law on Government no.64-XII dated 31 May 1990;
- Law on public service no.443-XIII dated 4 May 1995;
- Law on Regulation regarding conferring qualification degrees of the public office holders no. 1263-XIII dated 17 July 1997;
- Law on waging system in the budget sector no. 355-XVI dated 23 December 2005;

- Law on local public administration no.436-XVI dated 28 December 2006;
- Concept regarding personnel policy in the public service. The Resolution of the Parliament of the Republic of Moldova no. 1227-XV dated 18 July 2002.
- Resolution of the Government of the Republic of Moldova no. 151 dated 23 February 2001 “On approving the sole classifier of public functions”;
- Resolution of the Government of the Republic of Moldova no. 724 dated 13 June 2003 “On human resources in the public central and local administration”.
- Resolution of the Government of the Republic of Moldova no. 192 dated March 1, 2004 “On the Approval of the Regulation on vacancies occupation based on contest”;
- Resolution of the Government of the Republic of Moldova no. 522 dated May 20, 2004 “On approving the regulation on public office holders attestation”;
- Resolution of the Government of the Republic of Moldova no. 845 dated July 26, 2004 “On professional improvement of the public office holders”;
- Resolution of the Government of the Republic of Moldova no. 525 dated May 16, 2006 “On waging the public servants and technical support individuals.

Although the Law on Civil Service No. 443-XIII of 4 May 1995 provides for a public entity responsible for the implementation of the staffing policy in civil service, to date, there is no such body within the Government. Generally, human resource services within the public administrative authorities are not autonomous; in fact, the specialists responsible for working with the staff carry out only technical work. As a result, the human resource service functions are fulfilled only partially, which fact does not contribute to the development of the working staff potential, having a negative impact on the performance of the organization.

The Law on Civil Service (paragraph 8, article 14) provides for only 4 categories of civil servants (advisers, assistants, press service officers, and secretaries), whose activity can be ceased in case when new managers take over functions. In practice, however, this situation oftentimes results in immediate changes in organizational structures and staff.

The current legislation envisages four ways of occupying public functions: hiring, appointment, election, and competition. Experience shows that the competition and publicity are applied rather seldom. According to the analysis of

data presented by 58 central public authorities, 1722 individuals were employed in 2004, of whom only 275 (16%) were hired based on competition. Over the last years, the civil servants assessment procedure was organized in the majority of cases only for conferring qualification levels and, therefore, was not applied periodically to each civil servant in order to promote him/her from one level to another.

Professional training of civil servants is carried out within the Academy for Public Administration under the President of the Republic of Moldova, public authorities, various training centers (including within public administration authorities), state and private educational institutions, business schools, nongovernmental organizations, and technical assistance programs carried out by different international organizations. However, the situation and quality of ongoing professional training is unsatisfactory. Thus, only 20.1% of civil servants from those 58 central public authorities were engaged in training activities in 2004.

According to current legislation, the possibilities of civil servants for advancing in qualification level are limited to 3 ranks of 3 levels, rank I being attributed only to top management officers. The motivation system for civil servants is imperfect. The salary level and calculation procedure are not motivating and only 11% of civil servants consider that the salary constitutes their main income.³

The analysis of factors affecting the democratization and strengthening of civil service in the Republic of Moldova revealed the following problems persisting in the human resource management system:

- The activity of one of the most important factors for introducing modern staff working procedures – human resource service – is not properly organized;
- The state of civil servants' instability in function, when the public administrative authority staff is under a permanent stress, uncertainty, and fear for an eventual dismissal leads to lack of trust in the day of tomorrow, lack of motivation, reduced productivity and quality of the work done;
- The current recruitment and selection system doesn't fully secure the right of citizens to occupying public functions, the right of civil servants to promotion, observance of the principle of equal opportunities for men and women upon designation of individuals in management positions, and neither can it ensure the public authorities with competent specialists;

□ The assessment of the activity of civil servants within public administrative authorities currently carried out once in 3 years does not contribute to a timely and objective identification of strengths and weaknesses in the activity of civil servants, impeding the execution of some prompt actions, and as a result, disfavoring the improvement of civil service activity in general;

□ The professional development of civil servants from public administrative authorities has an occasional character; training programs do not include objectives that would match with the real training needs. The funding provided for the professional development of civil servants is insufficient;

□ The career making possibilities of civil servants are reduced: there is no correlation between the level of professional education, results of civil servant's activity, and qualification level, which leads to a reduced interest towards work, limited creativity, impossibility to advance in career, lack of motivation for civil servants to achieve a better performance in their work;

□ To date, the civil service of the Republic of Moldova does not have a unique information system for human resource management that would offer accurate and timely information for making adequate decisions regarding the staff, such as staff distribution by functions, merit-based assessment, promotion in function, etc.;

□ The current wage system for civil servants is rather inflexible, establishing strict conditions and restrictions for each function held, lacking transparency, while the multitude of increases, additions, and supplements to the salary significantly diminish the stimulation essence of these payments; the system does not favour attraction of young specialists with modern education in civil service; it doesn't take into account the individual professional performances; the difference in salary

between functions and responsibilities is insignificant.

To create a professional, accountable, impartial, honest, stable, and efficient civil service, accessible for citizens, the following objectives need to be accomplished:

□ improving the management of public function and civil servants;

□ improving the current human resource management procedures;

□ establishing a staff of professional civil servants;

□ improving the (financial and non-financial) motivation system for civil servants.

Human Resources Management in Republic of Moldova –problems & perspectives

To achieve the above-mentioned objectives, a number of actions should be undertaken, among which are:

□ Establishing a unit with civil service competences at central level that would be responsible for:

- development and promotion of human resource management policies and strategies;
- development of regulations, guides on staffing practices;
- provision of consultations/assistance to ministries in implementing new staffing procedures;
- administration of a computerized information system for human resource management in civil service;

□ Strengthening the capacity of ministries, human resource services to implement modern staff working procedures;

□ Ensuring merit-based appointment of persons in public functions of specialized central bodies of public administration that would enable the functioning of a mechanism for separating the political functions from administrative functions, and would be responsible for the general management in ministries, including for human resource management.

□ Creating and administering an information system for human resource management in civil service, including a Registry of Human Resources in Civil Service that would contribute to improving the quality of staff-related decisions, etc.;

□ Developing practical guides on recruitment and selection procedures, merit-based promotion; on assessment of the activity of civil servants;

□ Developing a methodology for promotion in career and for conferring qualification levels;

□ Developing and implementing training programs (relevant to training needs) for various categories of managers and civil servants;

□ Ensuring the development by different training service providers in the given field of a mechanism for coordinating the staff training process in civil service;

□ Developing the capacity of the Academy for Public Administration under the President of the Republic of Moldova to carry out training, research, and consulting activities;

- Developing a guide on non-financial motivation (training opportunities, promotion, career development, etc.) for civil servants;
- Improving the motivation system, including the wage system for civil servants.

References:

¹ Economic Growth and Poverty Reduction Strategy Paper. Chisinau,2004.

² Strategy for Central Public Administration Reform. Chisinau,2005.

³ Central Public Administration Reform. Improvement of human resources management. *<http://rapc.gov.md>*.