

HUMAN RESOURCES MANAGEMENT AND QUALITY MANAGEMENT SYSTEMS IN PUBLIC OFFICES ON POLISH EXAMPLES

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Summary: The article concerns a theme, which is present both in private as well as public sector. Introductory part is about the differences in activities of these sectors. The second part is a brief explanation of contemporary meaning of the notion Human Resources Management. It is followed by the analysis of the development of quality management systems implementation in public offices in Poland. In the next part, more closely, the aspect of human resources in quality management systems on two examples of Polish public offices is analysed: one of state administration and one of self-government municipal administration. There is also a brief presentation of the total quality management theme in the context of public offices. On the top of that, the author will formulate conclusions and potential fields to be developed by the author in the future.

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1. MANAGEMENT OF PRIVATE ENTERPRISES AND PUBLIC OFFICES

In contemporary management, private sector and public sector are using mutually their experiences. However, there are substantial differences in activities of these sectors (Table 1.). It concerns their goals, legal aspects, time perspectives and income sources.

Table 1.: Differences in activities of public and private sector

Differences in activities:	Public sector	Private sector
<i>Goal</i>	Best possible execution of public tasks	Highest profit
<i>Legal aspects</i>	Every activity must have its legal basis	No activity is to be in disaccordance with legal order
<i>Time perspective</i>	Precise term up till new elections	Generally not diminished
<i>Income sources</i>	First of all taxes	Revenues coming from sales of products

Source: Głębocki (2010) p. 11

The research carried out by European Institute of Public Administration brought results, which confirm that the differences between the activities of public and private sector are smaller and smaller but they still exist and the sources are always the same. Clerks in public offices act in the environment based on strict regulations and must take into account also the influence of politics and different lobbies. This is resulted by differences in setting out goals, increased role of control and in relation to this diminishing the autonomy of employees. The above-mentioned facts have effect on smaller innovation attitude, diminished determination in goals realization, and the higher dislikes towards risk. Characteristics as care for image of employer, client satisfaction orientation or change attitude may be found both in private and public sector but sometimes with different level of intensity (Rostkowski T. 2012, p. 212). There are the above differences however taking that into account the experiences of private sector could be used in public offices and vice-versa.

2. HUMAN RESOURCES MANAGEMENT

It is not the goal of the article to define precisely the notion of Human Resources Management (HRM). However, it could be underlined that there are a number of problems related to this such as e.g. the relation between HRM and Personnel Policy. These two notions were used as synonyms for some time. In the 80-ies, the meanings split up. HRM became wider notion related also to the strategy of the organization and comprising the following:

- Obtaining the employees;
- Assessing work effects;
- Training of employees;
- Wage policy (Polish Open University, 2006, p. 3).

The similar scope of the HRM definition may be found also in documents which are worked out by consulting firms in private sector: "Human Resource Management is the organizational function that deals with recruiting, managing, developing and motivating people, including providing functional and specialized support and systems for employee engagement and managing system to foster regulatory compliance with employment and human rights standards" (Strandberg C., 2009, p.2).

The definitions of HRM could be different in details, but in general, they are similar. One should nevertheless remember that there are some substantial differences between HRM in private and public sector such as e.g. higher wages in private sector and more stable employment in public sector.

3. BEGINNINGS OF QUALITY MANAGEMENT SYSTEMS IMPLEMENTATION IN PUBLIC ADMINISTRATION IN POLAND

First initiatives concerning quality management systems in public offices in Poland were undertaken by Cracow section of the PF ISO 9000 Club as early as in 1995. In the effect of these initiatives Cracow Net of Quality Promotion Program under the patronage of the Polish Ministry for Industry and Trade had been established. In 1996 the net comprised nine regions of the Southern Poland. The net set its goals as:

- Implementation of ISO norms and TQM in the state enterprises;
- Introduction of TQM in the offices of state regional administration;
- Application of computer system for documents management and information circulation with regard to requirements of ISO 9000 norms.

Main participants of the above net apart from the state regional authorities were: higher schools, enterprises, Cracow section of ISO Club and department of Industrial Policy of the Ministry for Economy (Wawak, 1997, p.114).

ISO 9000 norms could be treated as the first stage of TQM strategy implementation. History of their origin goes back to 1987 when the International Organization for Standardization with the seat in Geneva produced its first version. In 1994 and 2000 new versions had been issued which took into account up-to-date experiences and new tendencies in organization management. The current version propagates the process attitude in organizations. The ISO norms could be used in different organizations: business, public and non-governmental ones. The confirmation of the use of ISO 9000 norms set is a certificate ISO 9001:2000 issued by the authorized certificate unit (Papaj, 2008, p. 116).

First certificate ISO 9001 given to public administration unit was the one consigned to the 15 thousand inhabitants Canadian city Saint-Augustine de Desmonres which belongs to the

municipal community of Quebec. It was in 1995. From that time on the interest in the implementation of quality management systems according to ISO norms and philosophy of management through quality (Total Quality Management - TQM) is increasing. In Poland, the state of knowledge and level of engagement in the implementation of quality management systems is not sufficient. In many public offices on different levels of administration hierarchical structures, inefficient communication system, dispersed activity procedures, weak contacts with socio-economic environment dominate. In 1999, the office of Polish Prime Minister launched the program "Quality Management in Public Administration". It was common undertaking of Umbrella Project and Prime Minister's Office with financial support of Development Program of United Nations. Thanks to intensive propagation in 2004, 70 self-government public offices were rewarded with ISO certificate. Among the first were the offices of the following cities: Szczecin, Dębno, Polkowice, Wrocław (regional authorities office), Zgorzelec, Kamienna Góra, Wałbrzych, Dzierżoniów and Wieluń (Bugdol, 2004, p.113).

Standards comprised by the ISO norms are good basis for pro quality policy in public offices. Among these standards, the primary significance have those configured in form of procedures. The public office must prove the following procedures (among others):

- Supervision over documents;
- Internal audit;
- Corrective actions.

The basic criteria for ISO norms, which are important base for further development of quality management systems, are:

- The frame of quality management system;
- Responsibility of managers;
- Resources management;
- Realization of product;
- Measurements, analysis and improvement. (Papaj, 2008, p. 117.)

In improvement of a quality management system in public offices the proper set of measurements is very important. For example, the following measurements could be used:

- Number of new implemented procedures (management field: principles of creation and introduction of procedures);
- Number of carried out supervisions in a given year (management field: supervision of quality management system by top managers);
- Number of internal audits (management field: internal audit);
- Number of corrective actions being carried out (management field: corrective actions)
- Number of decisions issued in accordance with administrative code and number of annulated decisions (management field: issuing decisions);
- Number of interpellation of city council members concerning delays in materials supply (management field: organization of city council sessions);
- Number of incorrectly addressed correspondence (management field: documents circulations);
- Number of shifts between sectors in budget (management field: working out budget project);
- Number of invoices paid after the term (management field: realization of financial obligations);
- Financial resources gained and spent with regard to acquisitions and sales of real estate in relation to budget predictions (management field: acquisitions and sales of real estate);
- Number of annulated decisions of permission for construction (management field: issuing decisions of permission for construction);

- Number of annulated decisions on conditions for construction and use of terrain (management field: issuing decisions on conditions for construction and use of terrain);
- Number of labor court judgements on incorrect dissolution of labor legal relationship (management field: human resources management);
- Number of investments which are started in relation to all planned investments for a given year (management field: preparation of investment for realization);
- Percentage number of investments in which the contract execution terms were crossed in relation to all realized investments (management field: supervision conduction on realization of investments);
- Number of annulated decisions in relation to all refusal decision of access to public information (Management field: supply of public information in accordance with the law on the access to public information);
- Number of court judgements positive for public unit in relation to the assumptions (management field: city representation before judicial organs)(Papaj, 2008, pp. 118-119).

Of course, the above catalogue constitutes only exemplification of measurements in quality management system. One could add additional measurements such as number of waiting days for decision on permission for construction (management field: issuing decisions of permission for construction), number of waiting days for decisions on conditions for construction and use of terrain (management field: issuing decisions on conditions for construction and use of terrain), improvement in percentage of cover of the city surface with local spatial plan (management field: spatial management). Another example could be the number of satisfied clients of city office in the survey (management field: services supply by the public office).

4. HRM IN QUALITY MANAGEMENT SYSTEMS IN POLISH ADMINISTRATION

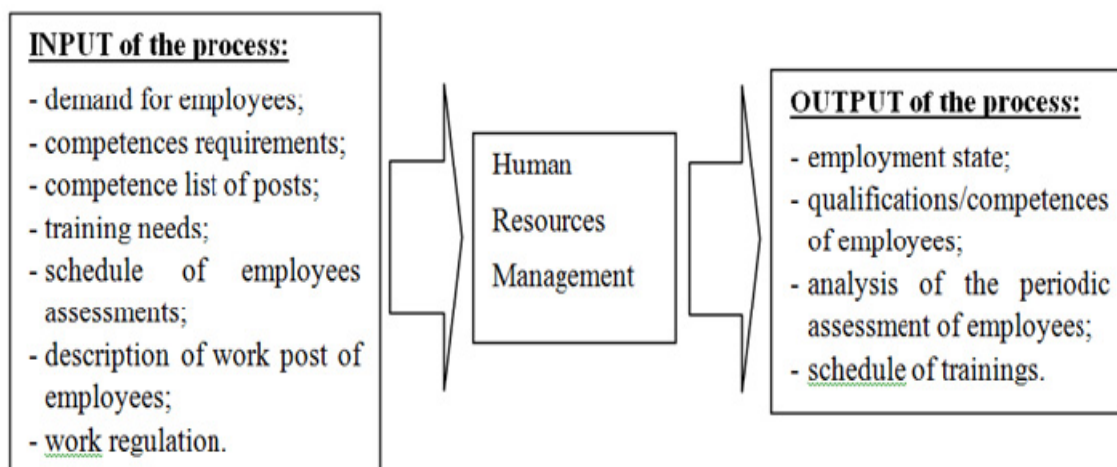
HRM is one of the management fields regulated in quality management systems. The Polish examples concern both the state and self-government administration. In the Second Tax Office in Gliwice (which is part of state administration), the book on quality management systems was worked out. Within the part "Processes of Quality Management System" HRM constitutes part 6.3. So it is placed as one of the first three processes what responds to the important role of HRM in management of public offices in general. First two parts are about: supervising/improvement of quality management system and planning of functioning of the office. The goal of the process was formulated as follows: assurance of the proper knowledge level of employees who work in fields, which do influence the quality level of services of Tax Office. The scope of the process in turn was described as harmonizing procedures concerning the recruitment of employees, assurance of personnel training to improve its competences and consciousness on functioning quality management system.

In the mentioned book of Gliwice Tax Office measurements were also described:

- Measurement of employees qualifications improvement (number of realized trainings/number of planned trainings);
- Measurement of employees assessment (number of positive notes/overall number of notes);
- Measurement of education improvement (number of employees with higher education/number of all employees);
- Measurement of external trainings effectiveness (number of positive notes/overall number of notes (E. Michalak-Bartłomiejczyk, 2006, p. 18).

The input and output processes within the quality management system in the Tax Office in Gliwice is illustrated in Figure 1.

Figure 1: HRM – input and output of the process within the scheme of quality management system of Tax Office in Gliwice



Source: E. Michalak-Bartłomiejczyk, 2006, s. 18.

Another example of HRM integrated in quality management systems is of municipality of the city of Płock in central Poland – the example of self-government administration. themes concerning the competences and trainings of the employees are regulated in a separate document “Improving professional qualifications of employees of Płock City Office” (M. Uchwał, 2011, p.16). In the book of integrated management system of Płock City Office the goal of the HRM process has been described as ensuring human resources for the appropriate tasks execution, improvement of the level of knowledge and competences of employees, adaptation of newly hired employees to the work at the city office. Relation of the HRM process with the whole integrated management system was described in turn as improvement of qualifications of the office employees (M. Uchwał, 2011, p. 18.).

In another part of the book of the Płock city office there is such a statement: human resources are the most important part of capital of the organization and they decide about its development. Realization of the function of social capital management relies on planned and purposeful choice and coordination of specific elements of personnel system and their fitting into the organization strategy. HRM process was made a separate process due to better identification of needs and better use of existing potential through improvement of knowledge level and skills of employees, realization of programs for personnel, preparation of new employees for the best use of their potential for the benefit of the organization (M. Uchwał, 2011, p.21).

In case of both analysed examples, Gliwice Tax Office and Płock City Office HRM had an important role in quality management system. In both researched cases improvement of competences of the employees was at the front of the process of HRM. Only in case of Płock City Office there is connection between HRM and organization strategy strictly expressed. In case of Gliwice set of measurements for HRM within quality management system had been worked out. For the purpose of this article additional document “Improving professional qualifications of employees of Płock City Office” was not analysed – it is possible that the similar set of measurements of HRM within quality management system is placed for Płock City Office in this document.

5. HRM AND TOTAL QUALITY MANAGEMENT IN PUBLIC OFFICES

Among the fundamental principles of total quality, one can name also establishing a human resource management of which main objective is to enhance the motivation for quality and participation. Looking more precisely introduction of the model of Total Quality Management in public administration and services involves greater degree of difficulty than in case of private enterprises. Among the principles, which support the introduction of Total Quality Management it should also be mentioned the following statement concerning some aspects of human resources management: “improving the ambient environment where the clerks are developing the activity through collaboration and training of personnel. Establishing jobs is done by taking into account the latest knowledge related to motivation and leadership quality” (Diaconu A. 2009, pp.1581-1582).

6. CONCLUSIONS

There are differences between private and public sectors however taking that into account the experiences of private sector could be used in public offices and vice-versa. Human Resources Management became over last decades broader notion than Personnel Policy. Quality Management Systems are used in public administration from the mid 90-ties. In Poland, the state of knowledge and level of engagement in the implementation of quality management systems is not sufficient. In case of both analysed examples, Gliwice Tax Office and Płock City Office HRM had an important role in quality management system. Total Quality Management is more difficult to introduce than any other quality management system.

For the purpose of broader paper on the theme of HRM and Quality Management Systems in public offices on Polish Examples the author plans to develop the following:

- to analyse in more depth (and on more examples) the role of HRM in quality management systems in public offices in Poland;
- to analyse the problem of the use of Total Quality Management in public administration
- to analyse some examples of the use of TQM in Polish public offices.

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