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THE ORGANIZATIONAL CHANGE
IN THE ITALIAN PUBLIC PERSONNEL MANAGEMENT

Premise - 1. The importance of the new human resources management - 2. Evolutionary trends in the personnel management - 3. The Italian Public Administration: structural and organizational differences – 4. The organizational public supply's system – 5. The personnel management in the Public Sector - 6. Evolutionary lines of public personnel management - Conclusive considerations – Bibliography.

Premise

For a long time, the dynamism and the complexity are the principal challenges with which the major firms are able to respond; this situation is particularly true in respect of the public sector, whereas the necessity to cope the variability of the context are often demonstrated through the various and multiple laws ad hoc created by the Italian Government. But the same legislation is not able to front this challenge, because behind every rule there are people, and people – especially in the public sector – are more influent respect to the general performance of the organization.

Nobody (through the use of the words) says that people are not important, but in the effectiveness is not easy to understand how it is possible to change this opinion in the reality.

This suspect is confirmed because over the "proclaims", often the human variable and the same competences and expectations of people who work in the organization are treated in a not convenience way.

Both now, in a great amount of the firms, the human variable is in the effect in the last position in the classic sequence "environment – strategy – structure"; infact in a "specific" context, it is necessary to decide respect to the strategy, in order to realize the strategy it is necessary to plan the structure; in order to act the different positions in the structure, it is necessary to define the tools of the personnel management and to choose the people.
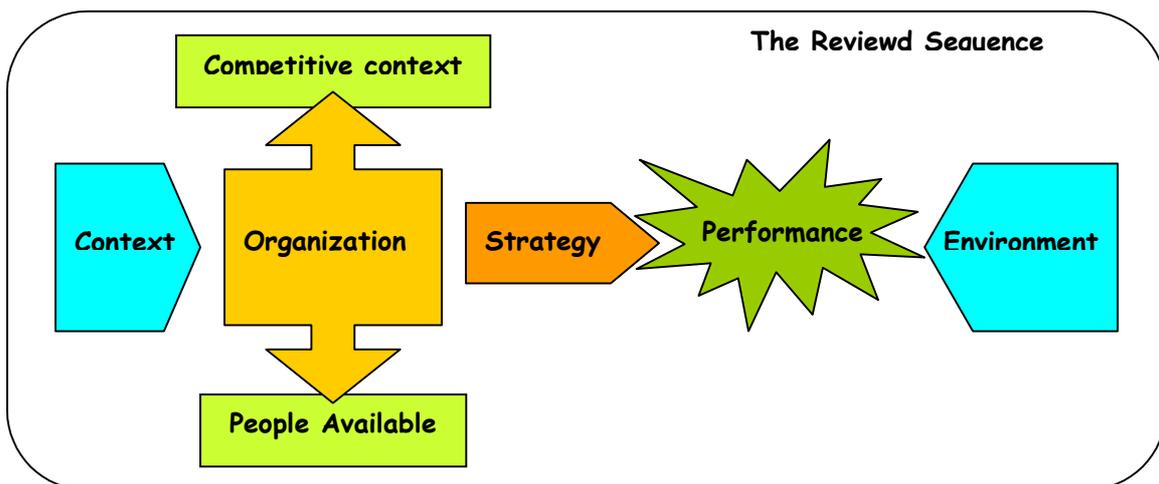
This way to manage the situation probably is overcome by the real facts causing the technical traditional solutions obsolete. In fact, the strategic choice from one hand and the people on the other hand have different characteristics and

orientations, even if the dynamics have respectively strong relationships and so they have to combine in an harmonic way.

So the real challenge is twice, from one hand it is necessary not to refuse the systemic perspective (not completely used in the firm), from the other it is necessary to have the courage to consider the people one of the elements with which to build the strategic orientation.

The Classic Sequence

Context → Strategy → Structure → Performance → Environment

Personnel managemen
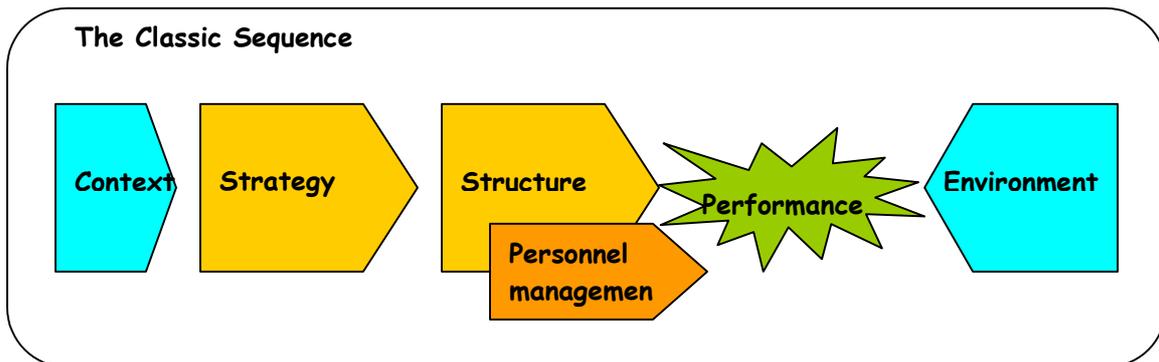
In order to realize the integration between strategic dynamics and individual dynamics, is not sufficient to overcome the organizational structure and only to consider the direct influence of the strategy on the personnel management systems; in fact – in a provocative way – is the "stock of the human resources" to determine the possible evolutions of the strategy.

The Reviewd Sequence

Competitive context

Context → Organization → Strategy → Performance → Environment

People Available

In this way, every organization has to start from the combined evaluation of competitive context and people available, in order to define it is own strategic way; in other words, people are to be considered as a base – and not the consequence – of the strategic planning processes; so the same system of the

personnel management represent – in the reality – the definition of a specific part of the organizational strategy.

1. The importance of the new human resources management

By following the previous premise, the importance of people's partecipation to the obtainment of the enterprise's performance, imposes an afterthought of the managerial own formalities of the human resourse management.

So, while in the past the scientific management defined the people in the structure like an organizational tool in order to obtain results, successively the dynamism and the complexity of environment in which the firm is situated, caused a review of this theory in respect of a new perception of the individuals employed in the organization.

Infact, the strong efforts made - by the direction of the firm - on technological side (such as equipment, high tech machinery and so on…), are unable for a long time to solve alone the problem assuring the best way to performance.

In other words, the problem is to reply in an adequate way specifically to the markets and generally to the different demands of the organizational context; for this reason, in an uncertain situation like the actual context more frequently shows, it is necessary to have flexible tools to manage.

In this new vision, people can correctly represent the right way to answer to the different pushes arising by the environment and causing more and more difficult challenges to the firm. Infact, people represent the only effective lever able to adjust own behaviour and to correct, develop and implement own knowledge and learning style in order to catch these real challenges.

So, people are becoming more and more important in order to understand the real complexity of the situation faced and to build the adequate organizational reply (if they are correctly managed).

In this way, people can represent – with their behaviours - the effective organizational answer in respect of the competitive context and the "real richness" of the firm.

So, suddenly, it was clear that if it was necessary to consider in a new way the people in the organization, there were two or more points of view in respect of the firm's targets, methods and ways to get results.

In a first time, it was evident that there were two projects in respect of the performance at least:

- ◆ *the organizational project, regarding the stress to get results like a unique structure;*
- ◆ *the individual project, regarding the stress to get personal results (like money, success, power, and so on,…).*

The necessity to act, in respect of these different (and possible) pushes, forced the management of the firms to think about new modes to guide in a unique direction these tensions. So, more recently, many efforts have been made to integrate the organization of the job with the politics of the personnel, in the difficult search of compatibility between own demands of the organization and own needs of the individual.

Successively, the organizational analysis brought another reflections in order to consider the different and complex interdependence existing among other aspects in order to get performance.

In this way, it was easy to find the multiple influences that social aspects have in respect of the organizational results, the relationship between organizational culture and performance, the pushes of different elements present in the industrial sector or related market situation.

So, whoever deals with in specific manner with human resource's management has to face many problems in the interaction between technical choices, strategies of the actors key and context of reference (economic and cultural).

The following scheme shows the complexity of the modern system of human resourse management; in fact it is necessary to create a coherent relationship between organizational context and human resourse management.

But on one hand, the organizational context depends on the congruence between individual objectives respect of business objectives; on the other hand, factors like as the same culture of the organization and the characteristics of the business system, finish to condition the management of the resources inside the organizational structure. All this makes difficult the search of the coherence and the achievement of the general enterprise's performance.

A suitable direction of human resources – through the politics of organization of the job - permits to cover the different gaps and improves the general competitive

advantage. In this way, the right use of management of resource makes a real solution to these different problems.
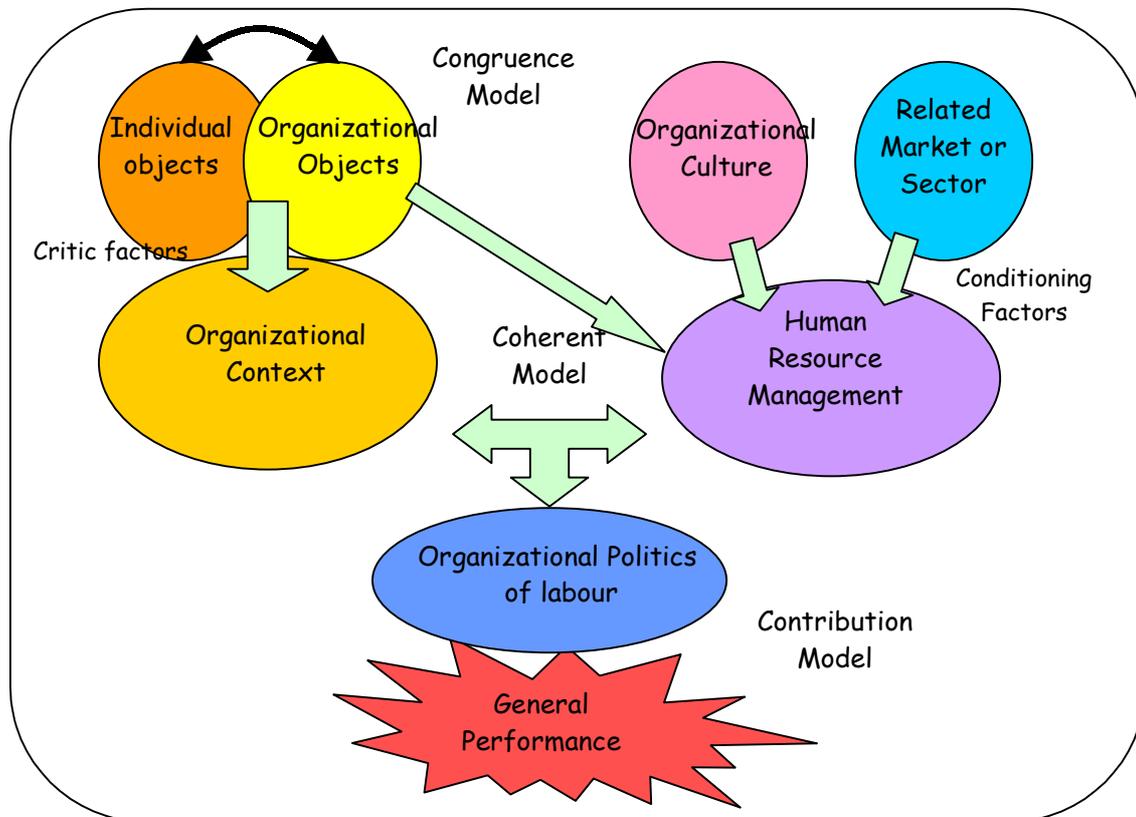
The figure shows the important role developed by the organizational politics of labour as a linkage between organizational context and human resource management; in this way it is possible to get results and performances through the real contribution that the new politics of labour makes in the firm.

In fact, only a conscious politics of labour able to understand the different stresses that arise from the environment and able to become more flexible if the competitive context asks for it, will be decisive in getting organizational performance.

So, the proposed model is situated in the middle between a planned approach and a strategic vision of the managerial formalities of the human resources. So, there is a connection between enterprice's planning, human resource management and strategic vision of personnel in a general model of coherence.

2. Evolutionary trends in the personnel management

As a consequence of the previous considerations, the personnel management was strictly influenced also by the new analysis about the way to reach organizational performance.

So, personnel management began to define "the set of activities (own by a specific organizational unit in the structure) with the particular task connected to manage human resources problems". But the evidence of the new elements influencing the firm's results, of course finishes to define in a new way the human resource management.

In fact, the managerial formalities of the personnel have suffered a series of evolutions during the time, often in conjunction with the development of different organizational theories; but in addition, it is necessary to consider that other elements are considered in respect of the evolution of human resource management, such as the competitive context and the personal characteristic of the manager of the specific office.
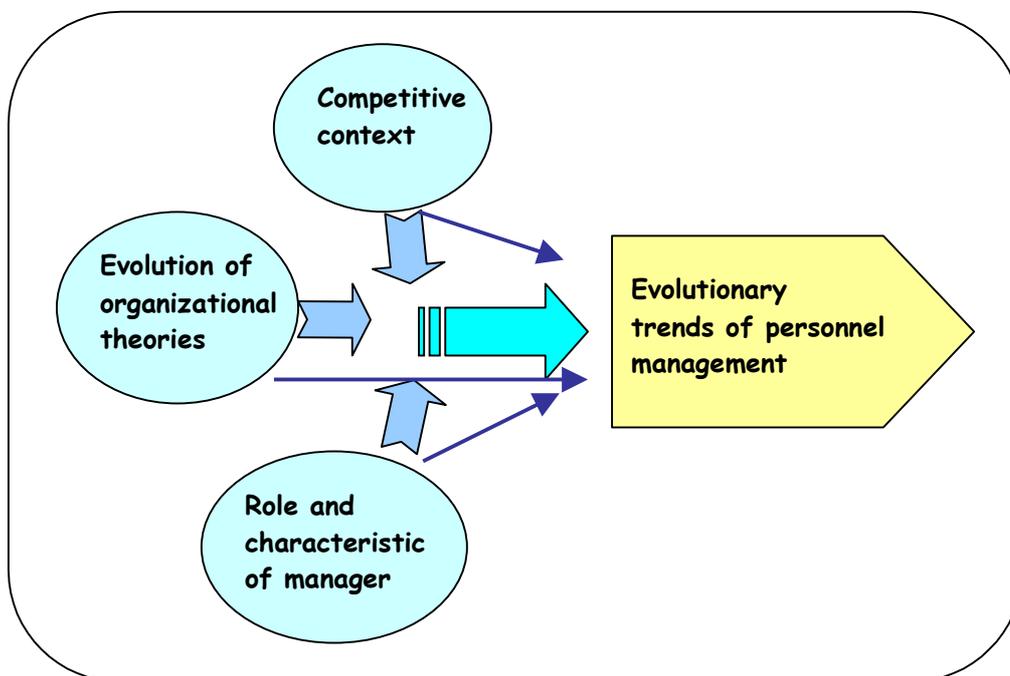
So, both the different underlined elements (in a single mode or together) contribute to define the general evolution of the role of the personnel management in a specific entrepreneurial situation or organizational structure (see the previous figure).

Following this way, it is possible to single out various modes and methods to manage human resource in the firm, so that it is possible to reconstract in a synoptic table the different evolutionary phases.

The scheme (proposed in the next page) wants to show the happened evolution in the last fifty years in the direction of the Personnel. All this proves the necessity to obtain the maximun motivation of the people in order to catch the enterprise's performance.

It's necessary to consider both individual motivation and firm's value; in this way, the aware acceptance of the organizational solutions becomes the true motivational lever, able to conduct the economic organism to the tallest standard of effectiveness and of efficiency.

It is important for every organization to support a system of values generally accepted from the individuals, so the single expectations and the firm's operational rule become as one thing. To do this, it's central to check the learning process of the enterprise's values, so that it will be able to contribute to the formation of the group's culture.

All this finishes for codify a substantial evolution of the human resources management, with reference in the specific to three directions:

- *from a part the institutionalization – within the enterprise's system - of functions ad hoc, that becomes hugely approved within the organizational structure;*
- *from the other the increasing sophistications in the use of specific know how, so that the personnel direction results now equipped with all the greater tools and systems for the management of the human resources;*
- *finally there is an increasing integration between enterprise's strategies and activities of the personnel direction.*

Both the efforts finish to prove the change of the political strategies in the human resource management but also the presence of inertia in the improvement and the exploitation of the human resources.

EVOLUTION MODEL OF HUMAN RESOURCE MANAGEMENT			
Times	**Phases**	**Theoretical Supports**	**Actor's Behaviours**
Up to the 50's	The prehistory of the Personnel Management, in which the directions of the Personnel from discipline and administrative functions, treats with laws and guardianships of the workers (because of many relationships of job).	The first periods, tied up to the "classical Schools of the organization," with a normative and contractual phase, in which the ideas reflect the logics of the scientific management and directly to Taylor on one hand, while on the other the evidences of the Human Relations.	Repressive administrative Behavior, like an answer to a static vision of the organizations, in which the human resources are considered in passive terms.
50's	the human relationships phase in which it's possible to manage the conflicts of job, with uncritical application of managerial imported techniques, that in course of time causes a rejection of it.		Paternalistic manipulated behavior, is definited always from a static vision of the organization, respect of are revalued the objective and the individual motivations, like an answer to the theory of the human relationships (as we can see in the SME).
60's	The mature age in which, from the overcoming of the "fashions matter," it's possible to pass on new role of composition of personnel and firm's appeals; so, the technical appearances should be linked with organizational and political aspects.	A following period, linked to the "social Schools of the organization", in which are used the McGregor's theories (x and y Theory), in partnership to a phase of development of the resources, supported by Hertzberg's proposals such as job enlargement, job enrichment, work group, etc.	"Innovative - ambitious behaviour": like consequence of the awareness of the variability of the human resources and of the structures, with ambitious attitudes when it wants to definite the organizational structures departing from the individual values (as we can see in the modern BE).
after the 70's	The debate on the role of HRM, from mediator of culture to partner-political operator to interpreter of values; the knowledge of the direction's techniques improves with the knowledge of the economy and the whole society.	A period tied up to the "systemic Schools of the organization"; characterized from the adoption of the contingencie's theory	Aware and professional behaviour", as a consequence of the knowledge of complex organizational system.
The synoptic table rapresents the linkages of the happened evolutions to the Direction of the Human Resources in the last '50 years. It was freely adapted by the writer on the critical considerations by C. Belli – "The role of the direction of the personnel", Manual of management of the personnel- edited by L. Vanni, Isedi Milan 1978.			

3. The Italian public administration: structural and organizational differences

Public sector represent a big part of the Italian economy; in fact after beginning to focalize our efforts around personnel management, in the specific context it is necessary to verify what kind of companies are present on it, in order to understand the many different logics used.

So, the "public system in a broaden sense" includes a series of organizational structures with different objectives and tasks, every one similarly involved in order to obtain the collective interest (see following figure).
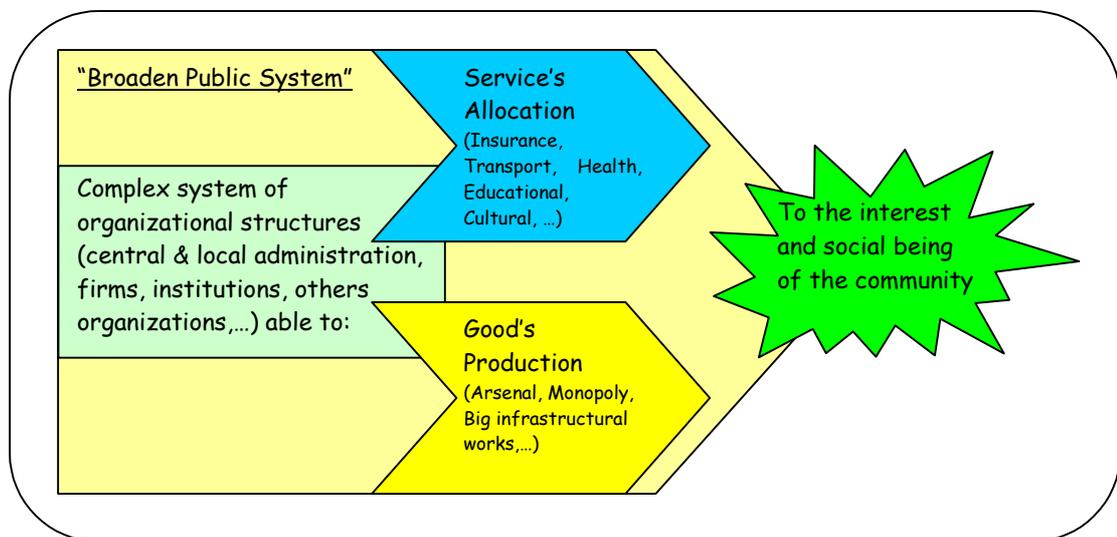
In addition, this interest is justified because the public sector directly manages the 52% of Gross National Product of Italy and it has about 3 million of employee (3,558 million = 1987, 3,527 million = 1999[1]).

So, in the public sector it is possible to individuate several "self unit", each of them with different nature and managerial complexity, divided in:

⇨ local (public) organization,

⇨ autonomous agencies and companies,

⇨ public companies,

⇨ constitutional bodies.

The local (public) organizations have specific characteristics regarding both multiple functions owned and the roots of the power, in similar way respect the Central Administration.

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[1] This is the real effect of the administrative re-organization and deconstruction of the public companies;

The autonomous agencies and companies have their origins on the bases of specific needs coming from regular organizations, with organs not directly chosen by people election, but their appointments come from the same public organizations owners.

Then the public companies, that directly work on markets, in respecting of the economic logics and rules; while different situations belong to the class of constitutional organs, separately underlined because of their relationship with Central State (such as President, Parliament, Central Government, Constitutional Court, and so on).

In this way, the photography of the public sector can represent the different "souls" of the origins and development of Italian State, and prove the presence (or absence?!?) of a strategy of institutional assets in change during the time.

So, in the Italian public sector specific measures brought to join and modify new organs to the principle structures, in the following mood represented.

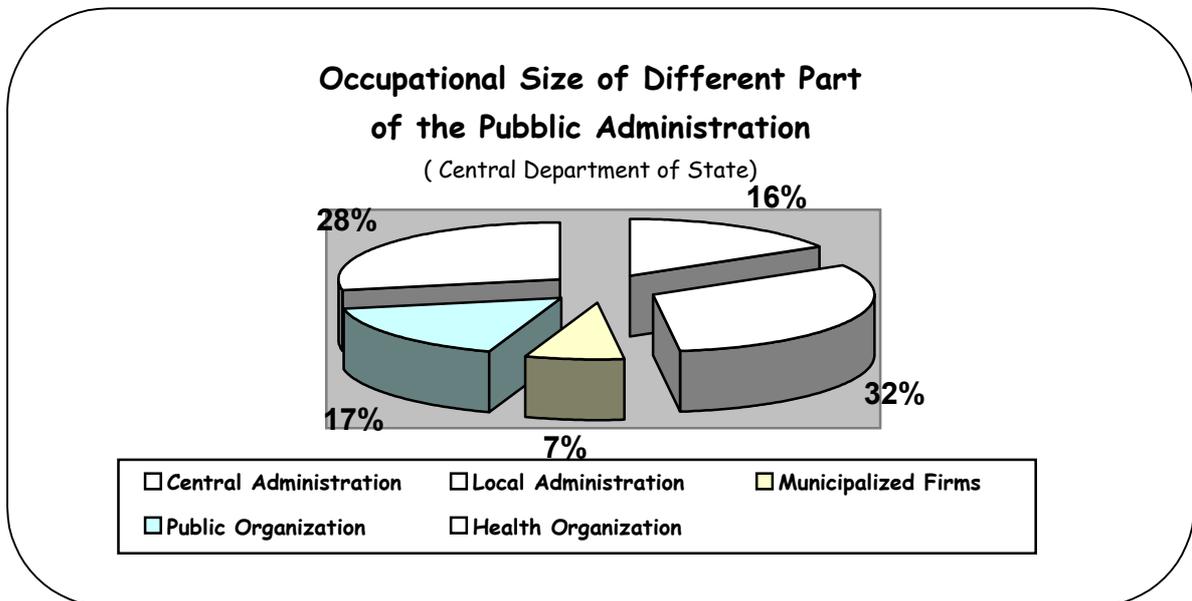| **The principal part of the Public Administration in Italy**	
➢ Central Administrations	• Ministers (12)
	• Chamber
	• Senate
	• Others boards (CNEL, State Council ,etc…)
➢ Local Administrations	• Regions (20)
	• Provinces (102)
	• Municipalities (8103)
➢ Municipalized companies	• Dairy
	• AEM, AMNU (energy and waste services…)
➢ Public economic organizations	• National and local public organizations (INPS, INAIL, CCIIA,…)
	• Economic public organizations (State railways, Enel, …)
➢ Health services	• Local health unit
	• Hospital, surgeries
	• Consultories

In this way, the whole public sector can be ideally divided into 5 big parts, in which it is possible to select different realities, all of them in regarding to a common schemes.

The meaning of this representation is obviously relative, in fact in the previous classes mentioned are joined very different organizations; especially in the fourth class it is possible to individuate on one hand public organizations like INPS (institution for providence) and INAIL (institution for insurance) on the other firms like ENEL (energy service) or National Railway, with different economic logic.

Such administrations – called parallel – represent a mix institutional model, because of their private contracts and focused on market, respect the original task of Ministers.

In addition, this situation finish to determine in the administrative system three different components in the specific represented by political leadership, burocratic leadership and "parallel" leadership, in order to guide different context, with schemes, structures, professionalities and rationalities in contrast each other.

Besides, the general occupational size of the different part of Public Administration in Italy hide a series of informations; in fact, while the formal weight is correct (referring to a total measure), it is necessary to underline that the organizations differ very much each other.

**Occupational Size of Different Part
of the Pubblic Administration**

(Central Department of State)

28%   16%   32%   17%   7%

☐ Central Administration   ☐ Local Administration   ☐ Municipalized Firms
☐ Public Organization   ☐ Health Organization

In this way, the organizations with territorial characterization – like local administrations and health organizations – show a high index of pulverization; so, in the 8103 Italian municipalities, about 74% (5974) have a population minus than 5000 inhabitants and for this reason a minimum structure, in respect of the fewer of them with relevant dimensions.

So, it is particularly difficult to consider in a single mode the different organizations, and for this reason it is reasonable not to use a single approach to analyze the various public administrations, in order to obtain the maximum result.

4. The organizational public supply's system

After the general overview of the multiple differences existing in the various organizations belonging to public sector, another critical point is represented by the "supply's system"; in fact, the focus on the specific peculiarities of the public supply become necessary in order to define a coherent approach in the management of the human resources.

In fact, the importance to offer services to the citizens of the administration and respect to the clients of public organization underlines that the "service capability" represents the real sense of being public in the new competitive territorial context.

But the concept of service refers to some particular aspects of the supply's system such as:

♦ *the immateriality and so the intangibility,*

♦ *the absence of supply's stock,*

♦ *the simultaneusness among production and consumption[2],*

♦ *the direct relationship between supplier and citizen,*

♦ *the offer's customisation,*

♦ *….*

All these stress the importance of people in the organizations, just to coniugate and manage this critical relationship, able alone to build the real success of the organization in respect of specific context.

In this way, it is necessary to reallocate the organizational focus in order to manage the "new critical points"[3] and this is the reason because it is necessary to change the resources management system.

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[2] *Often in Service Marketing is used the term "pro-sumer", in order to define the typical situation of service's clients, on one hand service's pro-ducer as a consequence of the own demand (specific requirement of the service's creation), on the other con-sumer as a consignee of the supply;*

In fact, the turbulence of the context in which generally public sector acts, it is often defined in respect of two principal arguments:

♦ the legislation's dynamics, that causes difficulties to manage the specific applications,

♦ the different demands of the citizens, that more than before are able to ask for customisation of products and services.

All of these show that very seldom Public Administrations are able to follow easily the crossed consequences of the previous elements, and so the regular rights or requests of the citizens are often unsatisfied by administrations causing bad moods and claims.

In this context, "critical points" are more and more defined like the contact points among administration on one hand and citizens or clients on the other, usually located in the front office; in this way, front office becomes critical because confluence of different citizen's dissatisfactions, to whom for a long time the only way to reply was the absolute standardizations of work processes[4].

This mechanism represents one of the pricipal coordinating choice that public administration is able to manage, in order to guide the singular efforts of the employees in respect of organizational objectives.

The others forms of coordination[5] refer to direct supervision and mutual adjustment, both involved to reply to the different tensions act by strong level of internal differentiation[6] within administration.

In this way, _direct supervision_ on one hand regards the coordination done by having one person taken responsibility for the work of others, issuing instructions and monitoring their actions; _mutual adjustment_ on the other, is based on the

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[3] In the public organization these critical point are referred to the contact points in respect with external clients - tipically represented by citizens - that in the administrations are placed in the various places of front offices;

[4] This situation underlines the increasing develop of the bureaucracy, like that specific phenomenon particularly suited to the public organization, coming from Max Weber's theory and Henry Fayol's theory; in a first time named as the organizational miracle of public administration and actually defined like the worst organizational system and the origin of the public performance's fall;

[5] Beyond the standardization as mean to obtain more coordination;

[6] This concept refers to specific investigation done by Lawrence & Lorsch in order to analyze the relationship between organization and its environment;

simple process of informal communication existing in a group of workers, able to obtain the necessary organizational performance[7].

So, the third form of coordination is represented by the <u>standardization</u>, that usually is possible to analyze in regarding to three different ways:

⇨ work processes, an example is the set of assembly instructions that come with a child's toy;

⇨ outputs, it means that there are specifications that the supply must meet, but aside from that the workers are free to do as they wish;

⇨ worker skills, in which the coordination's effect is in the knowledge and expertise own by employees, so that it is possible to produce workers that do stuff exactly in the same way.

Now, in order to understand the specific characteristic of coordination's mechanism, it is possible to put on a scale the different forms previously analyzed, in respect of the complexity of the task, arriving to the following scheme:
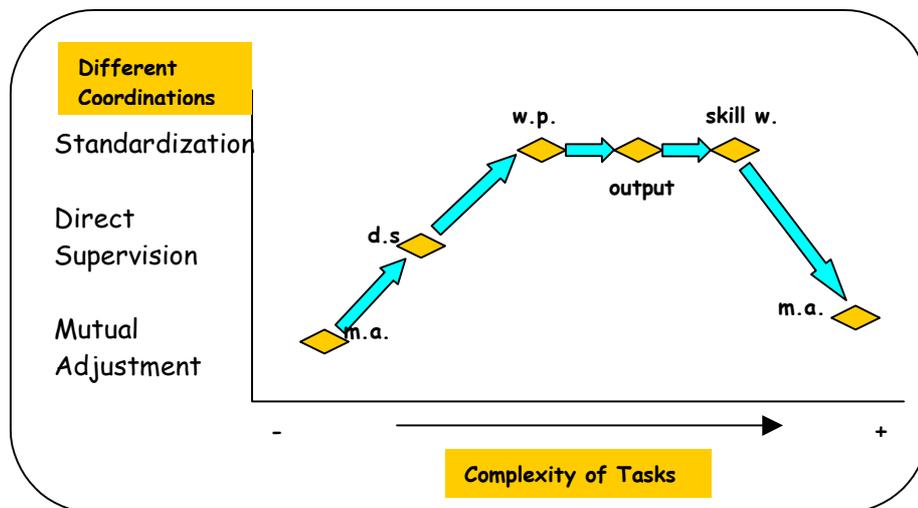
Following the scheme, the specific situation in which for a long time public organizations worked, was the first type of standardization – the standardization of work processes – in the belief[8] (not completely true) that precise procedures

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[7] So while the first mechanism is better suited in large organization, the second is used in the small one, or in specific particular situation with very complicated tasks assigned;

[8] This form of coordination while in the past seemed apt as regard with the context, successively it was clear its general inadequacy in respect to different aspects of the "environmental" change, like legislation, people's needs, technology, social effects, and so one....

were able to offer equal supply's condition and equal output and so equal satisfaction in respect of the citizens[9].

In this way, it felt that the bureaucratic machine was ready to offer the same products and/or services to all the people, with the uncorrect idea that public administration should assure the impartiality of treatment and transparency like real outputs in respect of their citizens.

Following this objective in the public sector, it was necessary to define the creation of various and multiple rules and laws, in order to consider and respect the different citizen's needs.

So, the first and immediate result was the increase of the "written pages" (as formalisation of rules and procedures) ideally able to give during the time the exact applications in respect of people's demands.

But, while the laws and the rules were effectively similar and equal in every latitude and longitude of the Italian State, the specific and multiple applications showed their relatively inefficacy to respond in similar way to the demand coming from various and definite contexts.

In addition, the continous increase of the citizen's needs determined a parallel increase of the specific rules and procedures created, causing a more and more complicate situation for the public employee in the multiple applications of real work.

So, the consequence was different application of rules and procedures in respect to specific relationship between citizens and administration, with the aim to tune (in a substantial way) the public efforts in regard to people's satisfactions.

In this way, the large scale of different applications in respect of the specific citizen's needs and various exceptions of the job, finished to cause a creeping paralysis in the public performance and the stall of the organization.

In order to contribute and solve this chaotic situation, the public organizations began a general (but smooth) reform process with the aim to make progressively free the administrations in respect of their complex role in change.

As a consequence of this situation, the standardization of the output[10] actually appears to substitute and complete the standardization of the procedures, and so

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[9] *This situation caused instead inevitably general dissatisfaction; in fact, generally more and more nobody wants to be identified as a indefinite and undifferentiated person (as a medium man) and so the public customer also, that prefers to be considered as a one;*

the public employee was free - more than before - to applicate the best method or way in respect of organizational results.

As a consequence of previous considerations, the same decisional process changes following the new assumptions of Simon's theory[11].

In fact, in front of specific decisional inputs, the premises to analyze the situation and make the coherent choice, can be or about facts (like numbers or adjectives) or about values (like rules or principles).
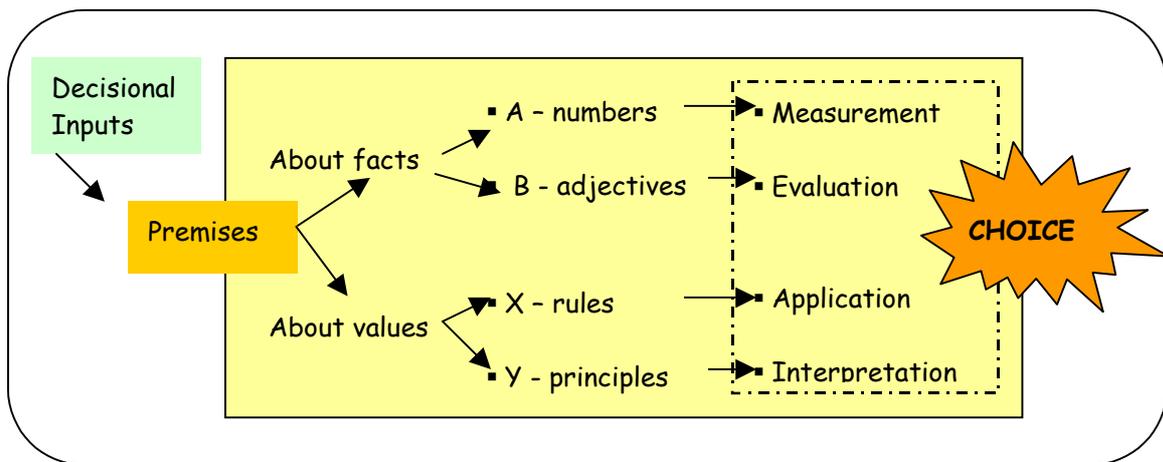
Now, generally decisional inputs are multiple and various (similarly to different citizen's requests), if in the formulation process the majorities of them are represented by numbers or rules (points A & X in the previous scheme), the relative choice is measurable (in the effects) and is possible to applicate it automatically; if in the opposite situation, there are inputs like adjectives or principles (points B & Y), then the relative choice asks for necessary and discretionary capability to value and explain the situation, in order to use the coherent behaviour.

In the shift from the first situation to the second one[12], it becomes evident the important role of people in the decisional process, able alone to develop appropriate solutions in regard with specific requests.

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[10] *The standardization of the output is another form of the coordination remembered by Henry Mintzberg, as the ability of the organization to guide the single efforts of different parts in respect of obtain common objectives, in this situation represented by the output;*

[11] *The recalled concepts regard the "limited rationality", in which for the first time was recognized the limits of the human rationality and the necessity to understand the definite overcoming of "classical one best way";*

[12] *Actually, situations like those underlined in the text are becoming more and more frequent, as a consequence of complex environment in which public sector generally works;*

In this way, the real meaning of "output" doesn't define a single standardized product or service, but the capability of public organization to offer real and different value for the different involved citizen's needs.

In course of time, it is become clear the increasing importance of contact people in the organizations - in this complex process - in order to regain positions in respect of general efficacy of public sector and imagine directly to the citizens. Thus, the "new" element is now attribuited to the important role that front office underlines in order to gain more competitive performance on the markets[13].

These considerations represent a first step in respect to a new valuation of people in the structure (in the different levels or activities involved) and so it is generally becoming necessary to review the management of the persons in the organizations and verify differences and way's of work.

5. The personnel management in the Public Administration

From the previous considerations, the change of the people's relevance in the public organization, caused a contextual change in whom usually and in respect to precise task was assigned by Administration to the personnel office, that becomes a focal point within the structure.

The effects of change management can be observed through the reflected analysis around the different evolution faced by the direction of the personnel in the public context.

In fact, the direction of personnel recognizes the specific organizational board, functionally build to manage and guide the different professional resources present in the structure in respect of getting firm's performance.

So, in the first period the role of direction of the personnel was connected to the control and to the assignment of monetary gratifications to the employees; successively in a different situation the same role is characterized by the removal of the obstacles that they prevent the correct operation of the organizational system.
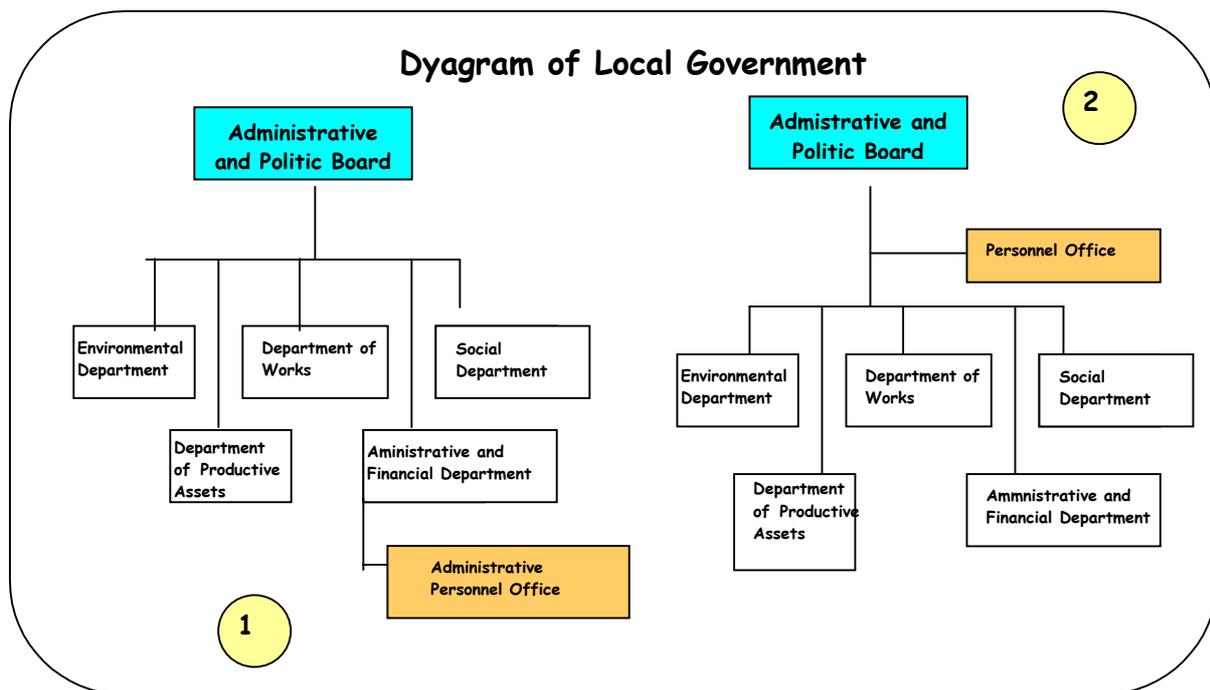
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[13] In the previous past, the situation had penalized this location in spite of back offices, causing a general push to the back by the public operators;

In this way, it's possible to note (with reference to the politics of personnel in the public sector) the difference between "personnel administration" and "personnel management".

The personnel administration regards "the application of the normative on the relationship of public employment", the personnel management on the contrary underlines "the exploitation of the human resources in the organization".

Now, both elements are important for the organizational performances, but for a long time the public administrations (in Italy at least) have used the administrative aspects rather than managerial aspects, by determining individual demotivation and organizational inefficacy.

It's possible to verify this different cultural orientation, through the diachronic reading of the structural representations used in the same public administrations (see following figures, in which is drawn the dyagram of a Local Administration, like a simplification of the process).

Dyagram of Local Government

Administrative and Politic Board — Environmental Department, Department of Works, Social Department, Department of Productive Assets, Aministrative and Financial Department, Administrative Personnel Office

Admistrative and Politic Board — Personnel Office, Environmental Department, Department of Works, Social Department, Department of Productive Assets, Ammnistrative and Financial Department

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2

In fact, in the first scheme, the personnel office is within the administrative and financial department, that shows the allocation in a operational specific sector of public organization (in the example identified in the economic-financial sector), at the same level respect to the others department.

This situation corresponds to the previous phase of the personnel direction, in which more and more time during the job was dedicated to follow the formal and monetary aspects of the relationship between administration and employee[14].

Successively (in a second historical phase, in the previous figure see diagram 2), it's possible to verify the different position obtained by the personnel direction put in staff to the entire structure.

In this way, it is possible to assign to the office not only the previous tasks, but also the others objectives connected to the development and exploitation of professionalisms and resources in the entire public administration.

Only in this way, the personnel office becomes more efficacious to the whole organization showing the strategic change in the human resource management within public sector.

The passage from a vision of structural character to considerations of soft and operational character shows the different evolutions with the match between organizational problems and personnel problems.

The logic that comes in evidence (from beginning consideration about people like critical and peculiar source for the administrative performance) is that who is concerned with personnel in the public administrations, has to manage and check the situations of conflict[15].

Only in this way, the whole energies of people are focused to improve the general performance of the organizational results.
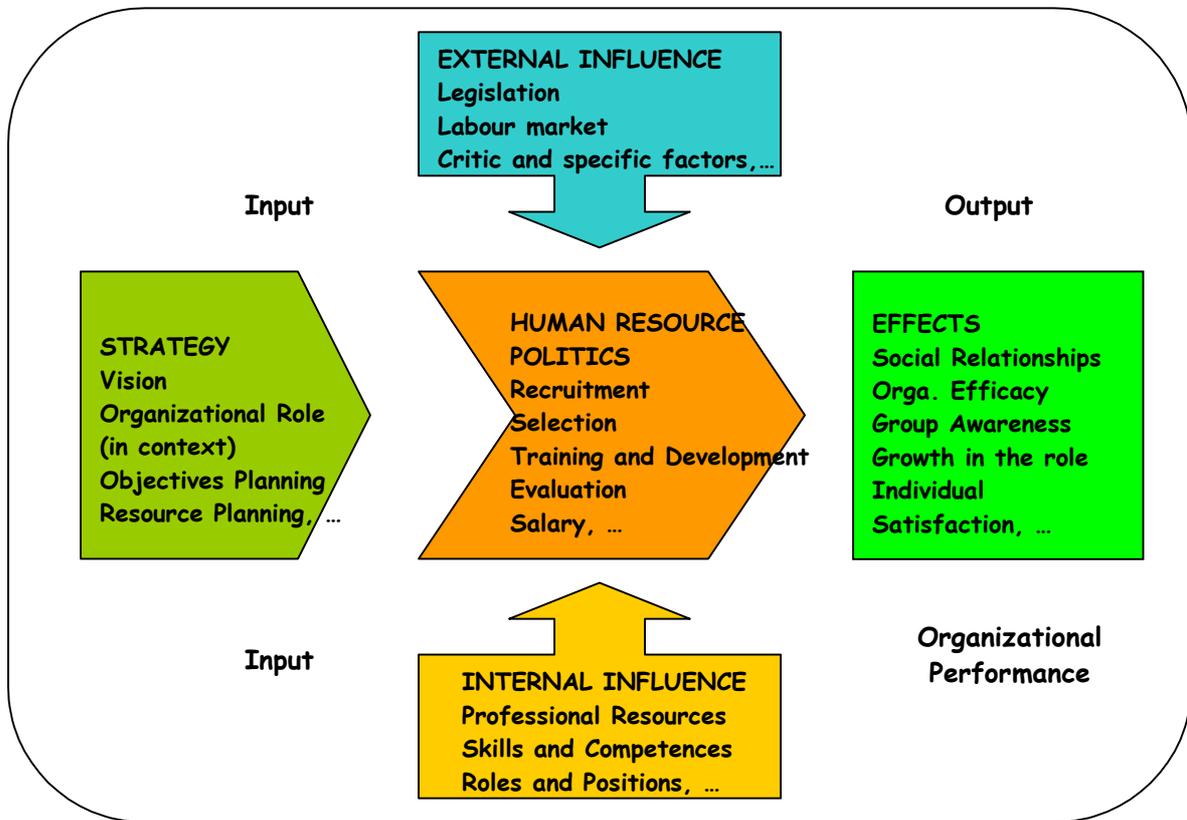
The following figure, reconstructs the causal map of the relationships between the personnel politics and the management of public organization, by using the systemic approach to the analysis.

The presented scheme, underlines the interdependence of the Politics of the Human Resources by internal (availability and quality of the professional resources) and external variables in respect of the organizational system (influences dictate from the legislation and from the same market of the job).

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[14] *Like diseases, licences and permits, daily works and so on,…*

[15] *In this context the meaning of "conflict" wants to refer not a negative term, but remembering the Interactionist and Symbolic School in the Organizational Theory, it defines the situation in which the presence of conflict is necessary and unavoidable to catch performance in the leading organization (see COSER 1956), like stimulus to the improvement;*

So, an adequate politics of the personnel influences both individual/sociological results (climate and comfort) and the performance of the organization (efficiency and effectiveness).

EXTERNAL INFLUENCE
Legislation
Labour market
Critic and specific factors,…

Input

Output

STRATEGY
Vision
Organizational Role
(in context)
Objectives Planning
Resource Planning, …

HUMAN RESOURCE POLITICS
Recruitment
Selection
Training and Development
Evaluation
Salary, …

EFFECTS
Social Relationships
Orga. Efficacy
Group Awareness
Growth in the role
Individual
Satisfaction, …

Input

Organizational Performance

INTERNAL INFLUENCE
Professional Resources
Skills and Competences
Roles and Positions, …

The reflections underline that the organization is continually subjected to a series of tensions; these influence the same management of the personnel, that becomes "the whole of the activities that assure the best use of the human resources, the check and the push to the efficiency and the exploitation of the human and professional potential in the respect of the appeals and motivations of the individuals".

In this way the human resource management is able to become the strategic variable to obtain the general performance of the administration.

To reach in these results it's necessary to invest in actions of planning and construction of structures and offices for the personnel. But it's also important to develop an adequate politics of the personnel, to face the complex and variegated activity/functions of the administration.
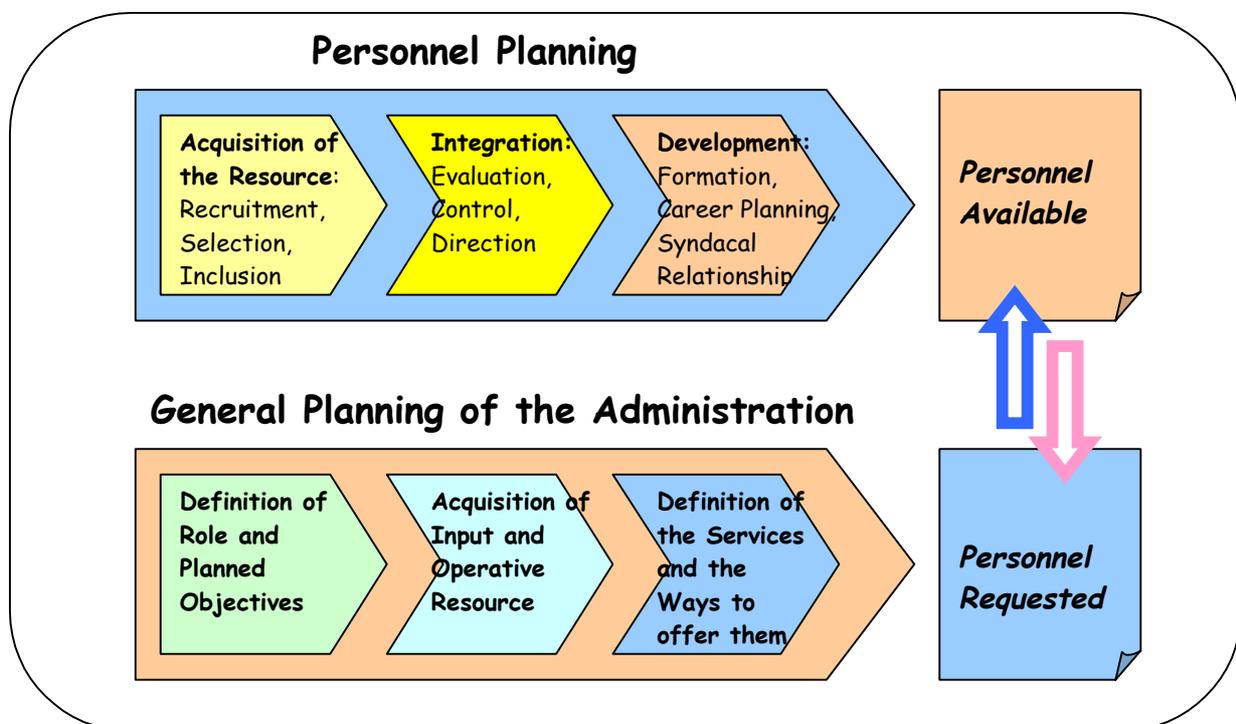
6. Evolutionary lines of public personnel management

The previous considerations underline the necessity of a politics of the personnel able to operate on the operational mechanisms, causing the necessary professionalisms to the correct management.

It's necessary therefore (in respect of context) to define any lines of evolution of the typical functions of the directions of the personnel (also with reference to the public sector).

So, it's important that the same personnel planning is in accordance with the general planning of the public administration; in this way, the general planning identifies the requirements in terms of resources, the personnel planning contributes to the construction and definition of adequate professional resources.

To reach such result, it appears necessary to analyze the different functions of public personnel management (see the following figure).

Personnel Planning

| Acquisition of the Resource: Recruitment, Selection, Inclusion | Integration: Evaluation, Control, Direction | Development: Formation, Career Planning, Syndacal Relationship | Personnel Available |

General Planning of the Administration

| Definition of Role and Planned Objectives | Acquisition of Input and Operative Resource | Definition of the Services and the Ways to offer them | Personnel Requested |

As result, it's possible to define three big areas of interest for the political of the personnel (represented in the previous figure), that we show in the following sections.

The Acquisition of human resources

All the connected activities to the definition and availability of the human resources in the public administrations (quantitative and qualitative) are in this area of the politics of the personnel.

So, the acquisition regards not only the procedures to engage the human resources, but also the expulsion and the mobility of people in the organization (both horizontal and vertical).

These considerations reflect a general possibility of adjustement between the administrative plannings and the availability of professional resources, with a series of movements in the "consistence" of the personnel.

Really, this possibilitY (or auspice) isn't easy, because of the limits present in the specific public sector.

The complexity of the competitive system and the legislation of the job finish to determine (specifically in the public sector) concrete difficulties to match organizational development and human and professional involved resources.

So, the activities (in the process of acquisition of the personnel) regard together the theme of _recruitment_ and the theme of _selection_; the process of recruitment concernes the access to personal supply, the identification of the potential basins of reference, the professional available resources and the adequate channels to specific profile.

Once concluded this phase, the process of selection begins, in which specific and contingent affairs can make inefficient the whole process.

For a long time, in the public administration, the selective techniques have used specific tools to verify the technical specialistic acquaintances of the candidates. Such system was interested to reconstruct the "known disciplines" to the participant, rather than the abilities expressed; so actually it results to be obsolete, so much it's necessary to use different tools able to recognize and to measure the individual motivations of public charges. In fact this situation finishes to influence the general administrative performance.

Therefore, it is necessary to use new tools such as psychological and aptitude test, questionnaires, systematic examinations of the curricula, experimentations and technical proofs; so it is possible to know the real aptitudes of the participant as regards the technical and organizational functions to develop.

To avoid this situation, a well equipped personnel office should be able to make "objective evaluation plan", in order to limit the automatism "used only for compensation in respect of real development of the personnel".

After (the selective phase) follows the <u>inclusion</u> of the human resource in the administrative structure. This process has to avoid that the possible cultural and cognitive distances and about communication become the real barriers to the construction of the organizational climate, by dilating the time of the fit.

So, the real process of professionalization begins with the inclusion (of the personnel) in the organization; therefore, the acculturation technique and social begins, allowing to the individual the acquisition of behaviors, techniques and own values of the administration.

The Integration of human resources

After the introduction phase, all the management activities of the relationship of job begin, in order to develop the satisfaction of the parts involved in the process. These activities include the organization and the direction of the job, the evaluation and the control, and also the aspects of compensation.

The first aspect, the <u>job organization and direction</u> concern the analysis of the job and of all the procedures, which constitute the trade union between organizational structure and professional involved resources (macro and micro-organization). In fact, it is clear that there are deep implications in the Public Administration between the structure and the professional resources. In this context the organizational aspects and the personnel aspects are conditioned by the contractual and legislative order (like the normative).

In the past, the situation of the environment had allowed to the public administrations the construction of organizational algorithms of "get excellent results"; successively (especially in the last twenties) the technological and social dynamics finished to impose more flexibility to the political power and innovative

ability to the bureaucracy, in order to develop coordination and collegial responsibilities.

The function of direction of the job is strictly connected to the general organization. It includes many functions, such as the ability of stimulus, guide and motivation, respect the personnel of the administration, in order to influence the abilities of answer of the organization. The role of this function include many elements, but the most important are connected to (beyond the status) interpersonal skills, leadership capabilities, informative and decisional abilities (like problem solving), innovative and negotiative aspects.

The personnel <u>evaluation</u> is another activity included in the phase of the organizational integration; this activity is strictly related to the definition of the political compensation. And so, the level of compensation depends on different aspects, such as the organizational position, the individual curriculum, the performance obtained, the loyalty to the organization, but also the effected time spent in the administration.

Really, the evaluation process belongs to the organizational management; in fact it allows the link of all one series of factors, used in the public sector for a long time in the past in a wrong way. Only the reform process more recently resumes these by evaluating.

In this way it was possible to change the same meaning of evaluation, from a focus to certify to a focus to orientate respect to the future, with an able process of mixed evaluations (subjective = person+ objective = results). So, it become a moment of "organizational awareness," through the analisys and the removal of the able causes to give unsatisfactory performances (through the comparison with the same involved personnel).

Another element is the <u>compensation</u>, which an able tool to acquire and motivate the professional involved resources; it is also true however that- in the individual perception- it is becoming one of the evaluation elements rather than the principal (as a consequence of the complexity of the managerial mechanisms and despite its specific tangibility).

So, compensation has the fundamental objective to make "convenience" the work relationship either to the enterprise or to the person, in accordance with Barnard's theory; in fact it was necessary to gain a substantial equilibrium (in a

middle term) between contributions offered to the enterprise and incentives to the worker.

Unfortunately, in the public sector, whereas the compensation becomes the only tool to manage the performance of the employees, the centralized administrative management finishes to transform it in a constant.

But fortunately, the individual behaviours allows to underline that the compensation doesn't represent the only intersection point between organizational and subjective demands; for these reason it is possible hypothesize (also in stable situations such as public sector) many possibilities to well equipped offices of the personnel.

Therefore, the principal parameters of the political compensation in the administration are connected to the definition of the level, of the structure and of the dynamics of the salary.

The compensation level is the economic value that the organization decides to pay for a determined position; the structure of the salary definites the differentiation respect to different organizational positions (both vertical and horizontal) with maximum and minimum and the conditions of passage (for each of them), but also the same composition of the varied voices.

Finally, the dynamics of the salary underlines the wage variability in the time, in relation with the collective bargainings or with the legislative norms (for different aims), and managed in occasion of the contractual renovations, or through automatic mechanisms (eg. mobile staircase).

Although these arguments are currently managed in central Board, also the normative has wanted to introduce new elements - with all the cautions of the case - allowing the recognition of the individual productivity and therefore of remunerations, through the theme of the compensation dynamic.

The development of human resources

The development of the personnel is another macro-area of the politics of the personnel; it concerns all those activities necessary to define the equilibrium between individual, organizational and social demands, with the formation, the development of the career and the syndical relationships.

The <u>formation</u> of the personnel appears to be tied up to the processes of organizational learning, for the operational necessities of specific administration; in this way, organizational learning is quite different respect to spontaneous learning (through social interaction), and it regards specifically the awareness definition of learning respect to organizational demands.

So, the <u>training</u> process results to be a process of "maintenance" of the professionalisms in in the firm's structures; such process could take two different orientations: training and formation.

The first definition regards a process of brief period, which has the aim to improve the productivity of the resources through the transfer of acquaintances and ability already definite and controllable (strictly connected to the specific job). Training concerns vice versa an able process to stimulate a growth in the competences and in the behavioural ability (until to modificate the same contents of the job).

So, the object of the formative process will be constituted from the acquaintances (together of theoretical notions), from the abilities (ability of behavior), from the attitudes/opinions (values of reference), from the emotions/feelings (interaction abilities, stress control,…); it is possible through varied formalities such as the form of the job professionalization, of the formation of classroom (with different techniques from the frontal lesson to the simulations), of the search-intervention (method of mixed intervention).

Therefore the formation doesn't include only technical transfer of theories and acquaintances, but it must be considered as a complex process of integration and internalization of values and behavioural styles of the whole organization and of his employees.

In order to catch this object, the same top-managers of the public administrations have to partecipate to this process allowing the connection between organizational change and decisional process.

In this way, the formation (in different manner respect the training) finish to represent an interesting opportunity to modify the individual and group's behaviours, with reference to the organizational change. Therefore it becomes necessary to make coherent the professionalisms with the organizational context (logics of maintenance), to contribute to the definition of the organizational

system (logics of fit) or to provoke radical forms of ridefinition of the organizational role (mission and/ or offered services) (logics of re-orientation).

Another important theme, it is attributed to the planning and management of the _paths of career_. It could be defined as "a whole of activities that an employee develops in the time, definited jointly by wage's level, qualification, position, hierarchical level and professional characteristics of the job."

Hence it follows that there are some interconnections with the other tools of the personnel management; so both the evaluation system (for the organizational necessary information), and the wage's system (for the definition of the levels), and the activities of planning of the personnel (for the definition of the organizational development) result to be linked.

With specific reference to the public sector, it necessary to consider as this tool is limited by many different laws and rules, so much it is necessary to hope new and possible applications (in a closest future).

Another aspect of the organizational offices who manages the personnel, is represented by the _syndical relationships_. In fact, in the public context, they result to be particularly serious for the elevated rate of syndacalization belongs to the administrations of the State.

Really, the birth and the growth of the representation system to the public employees is depended on hypothesis of conflict between different involved parts; in fact, the "empirical mortification" of the general interests in favour of specific advantages to everyone, it has allowed us to underline the crisis of the managerial public system and the growth of conflict among subjects.

So the same nature of the subjects has made self-regolation of the representation's structure, with all the implicit limits in this formality of action.

The legislative reforms successively have deeply modified the formalities of organizational action, in fact in order to obtain best investigation, it is possible to consult the legislative decree 29/ 93 on the reform of the public employment.

In this way, it appears necessary to applicate the politics of the syndical relationships also at the local level (regulated from the Collective Decentralized Bargaining), in order to permit a strength development of the human resources (not with operations of trench but through actions "for-active") in coherence with the other politics of the personnel and with the general strategies of the administration.

Conclusive considerations

From the past reflections, the general politics of the human resources appears currently completely renewed with the laws of reform that have interested the Publishes Italian Administration. In this way is possible to underline new developments to the resource management.

Actually however, it is necessary to underline the substanzial slowness with which public sector is moving respect the effective application of the general reform process, especially in regard with the human resource management.

All this shows the cultural (above all) inertia that exists in the italian administration's DNA, absolutely not justified regarding the complexity of the public context and the dynamic needs of the citizens.

The content of the previous pages, would fundamentally represent a contribution respect to general change in which the entire public sector is, through the focus on the personnel management and on some specific tools able to improve the competitive performance of administrations.

For these reasons, it is necessary to underline some arguments that should interest more and more those people are concerned with personal in the public organizations, such as:

- *the integration among administrative culture (in the previous moment), managerial culture (required from the change) and citizen culture (forgotten from the operational formalisms), in order to build a new figure of public personnel management;*

- *a new definition of the organizational public roles, with a new arrange of functionality (in the time forgotten), but now reabsorbed from the operative functions;*

- *an internalisation of the values and of the results of the organizational change, in order to experiment new formalities in the behaviour and in order to manage the problems, through the development of negotiable and behavioural abilities;*

- *a development of the connected tools to the economic-financial control (directional control), with aim to increase the rationality of the decisional*

processes, but in addition to pay attention to the effective needs of the "administered territory".

All these points become, therefore, the real elements in order to give more efficacy to the personnel structure, in the complexity of the delineated roles.

So, in a moment of change in the strategic-operational logics of the public administrations, coherent politics of management of the personnel could represent an important role, in order to recover integration and values inside of the structures and organizational culture and operational effectiveness respect the territory managed.

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