

Diagnosing of Human Resources Management in Public Moroccan Organizations

Malak Bouhazzama and Said Mssassi

Abstract—Any management is projected, as much as it is located in time and registers in length for an optimization of its choices. This requirement is obvious in human resources management (HRM) of the Moroccan public sector organizations (PSO) as in any organization. This subject was above all focused on the diagnosis of forward-looking management of jobs and skills within twelve ministerial departments. In this frame, we opted for the qualitative method by case study to analyze HRM. Nevertheless, empirical field shows that the implementation of a modern approach requires more communication actions to combat resistance to change and to deal with bipolarity linked to the ubiquity of conventional administrative management and a developed forward-looking management of jobs and skills.

Index Terms—Forward-looking management of jobs and skills, PSO, organizational performance, Morocco.

I. INTRODUCTION

Since the 1990s, many researchers have invested on fields of Strategic Human Resource Management (SHRM) and performance. Before we examine the pertinence of HRM we first need to explain what constitutes PSO [1]. We receive Knies and Leisink's (2017) typology which expresses that the main criteria is formal in nature and incorporate ownership, funding, and authority [2], [3]. Along these lines, PSO are categorized as public when they are government-owned, government-funded, and when political authorities are the primary stakeholders (Rainey, 2009) [4].

In many countries, PSO are the largest employer. So, this sector is labor intensive and the quality of final services offered by workers is typically. They affect a person's life from birth and eventually to death. Nevertheless, research into HRM and performance in public sector is complex and special compared with studies in private sector contexts [5]-[7]. Simultaneously, we do recognize that there is much for open administration researchers to gain from private division look into.

II. LITERATURE REVIEW

A. Managing Performance

In the last 30 years, the public sector has adopted management modes from the private sector. The need of being independent and specific sector has inspired New Public Management (NPM) reforms to implement new models of performance (Hood 1991). Nevertheless, the

particular complexity of the public administration requires composing performance and readjusting its management tools to this specific environment.

Performance management is not a series of events but a perpetual process that is continually regenerating itself in order to generate opportunities and to aim strategic goals [8]-[10]. In facts, this process is a part of combined organizational objectives and enhances more strategic in perspective (London & Mone, 2009). Performance management is a formal and regular process for assessing and managing individual performance for all employees (Australian National Audit Office, 2004/05). Effectively performance management makes employees more competing and involved moreover it provides higher levels of organization performance (Bersin, 2006). In addition, many researchers Peterson, and Prussia (2013) recommend that the performance management process must be done correctly at the necessary time that's why human resource employees consider performance management a viable strategic process (London & Mone, 2009).

An efficient performance management system involves and carries all employees to improve their potential and realize their professional goals. It is an important process that proposes to employees to align their individual performance with key organizational purposes and strategic goals to promote employees' career and public sector modernization.

B. Performance Measurement

"Performance measurement is a bundle of deliberate activities for quantifying performance" (Van Dooren *et al.* 2015). In other terms, performance measurement needs the establishment of measurement within policy perspective and management actions. Nevertheless, these measurements are generally limited considering they miss many important dimensions of events (OECD 2009). Many researchers investigated in measurability, Downs (1967) estimated measurability with eight fundamental aspects of bureaucracy, then Hackman and Oldham (1980) examined measurability into two domains task ambiguity and task routine. They noticed that when the level of task routine is low and the task ambiguity is high it made problems in measurement wish means that the performance measurement of management of human resources will be very complex. In the literature, the most used new performance measurement frameworks are Bitton's (1990) studies who propose a method based on the GRAI methodology for business modeling based on the control of manufacturing into discrete decision-making systems and joining suitable performance measures to every decision, Dixon *et al.* (1990) applies their performance measurement Questionnaire (PMQ) to distinguish strengths and weaknesses in the

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recent performance measurement system to revise performance measures, Kaplan and Norton's (1993) with the balanced scorecard based on interviews with the top management team to identify and resolve contrasts in strategic policy and Eccles and Pyburn (1992) defined a facilitated method to smoothly build a performance model. Nevertheless, the methods cited did not afford particular help to an organization implementing a performance measurement system, this achievement needs a management process with different approaches.

The purpose of a performance management process is to increase the efficiency and equity of programs and services in every organization. In this cycle, we can find many activities as planning, measuring, evaluating, reporting, and completing remedial actions (Cepiku 2016). Through, such a management style aims to learn how to develop strategy, to control processes and to communicate performance values to transmit the experience of public sector to the outer environment (Van Dooren *et al.* 2015). However, many risks are correlated with performance management systems like political and managerial focus on performance management practices and a probability of gaming with measurement (Vakkuri and Meklin 2006).

C. Forward-Looking Management of Jobs and Skills in Service of Performance

Since 1960, projection on the future of public administration has existed in the discipline. Promptly, the Government of the Future takes a more specific and determined approach to understand governance and the public sector such as e-government (2008).

Human resource management (HRD) serves an organization fulfills its objectives. Price (2004) defines HRD as an investment in human capital by using resourcing and performance assessment to provide a system of self-improvement as a guarantee of career progression.

All management is forward-looking, as long as it is located over time and is long-term for the optimization of its choices [11], [12]. It is therefore simply strengthening this orientation that tries to increase the ambition of management by illuminating the choices. This requirement is required in the management of public administration's human resources as well as in any organization [13], [14]. According to (Louis Mallet, 1991) the forward-looking management of jobs and skills can be defined as all methods and procedures according to an organization to fit in with its decisions of management on probable futures [15]. Unfortunately, this management is the administration with the skepticism which encircles the conditions of his implementation, statutory and juridical management of personnel and in the inappropriateness of a budgeting frame founded on the principle of a yearly basis. To overcome these obstacles, it is necessary to give a sense of responsibility to operational services, to develop practices of management of the personnel founded on a functional approach and to explore the ways of a yearly basis. Problems linked to projected management have vocation nevertheless to enrich social dialogue. Labour unions as administrators of the personnel are in effect applicants of cogitation relating to the evolution of competences, training or the course of a career of the agents. The topic of GPRH, close to concerns of personnel,

could besides give some substance in a decentralized social dialogue.

In 2010, Bryson distinguishes eight possible expectations as notes strategic planning. First of all, the call for the strategic study will become higher with time. Then, the development of approaches for strategic planning will become a necessity. Third, more stakeholders would be involved in the strategic planning process. Next, to guarantee this involvement many methods will be elaborated so as mapping. Fifth, this strategic model should deal with all unexpected situations. At this stage, the verification of the validity of approaches is compulsory. Seventh comes to the adjudication of strategic plans into public administration policy. Lastly, planning will be considered as an essential tool in public administration processes (Bryson, 2010).

D. Human Resources Management Strategy in Public Moroccan Administration

The theoretical model of human resources considers that the actors are tractable means by the Organization. In effect, it skips two characteristics of RH. Firstly, it neglects the capacities of the study of the actors, individual and collective, who seem however decisive in complex, uncertain and unpredictable environments. Secondly, it postulates the existence of a general agreement between all actors on the Organization, its management, its purpose, its missions, while facts show that the actors have potentially divergent or converging personal plans with that of the Organization. There are, in general, two public services: a public service of the State which concerns personnel working in a central administration or decentralized, or a public establishment of the State, financed by the budget of the State, on one hand, and on the other hand, a territorial public service relating to personnel being recovering from a region with a measure of autonomy, financed partly by the equity capitals of this last. The purpose of the public service is to look after the application of the rules of common general status to personnel used by the State or by a region with a measure of autonomy. The development of the administration, the increase of the enrollments of the civil servants and the imperatives of modernization of public management, and notably those of human resources, imposed an enlargement of the field of the public service which includes the piloting of statutory cohesion, animation of the management of human means, strengthening of the the public service, coordination of social dialogue and definition of the new policy of management of human resources. Missions raising the domain of the public service are assured by a direction, or even central general management, structured around two poles, at least, the one concerning statutes and another one the management of human means. Besides, advisory organisms, allowing the participation of the civil servants, contribute to the definition of the policies of the public service. They find, in general, the upper advice of the public service and the joint administrative commissions.

In Morocco, two directions, is recovering from the ministry of the modernization of the public areas, are in charge of the public service and the management of human means. They complete missions: Of elaboration and adaptation of the general status of the public service,

coordination between this last and the particular statutes and watch in respect of over these statutes and overall legislative and regulation texts which follow from it; Of prior control of conscription in jobs public and the compliance of certain acts of management, and notable promotion in the upper ranks and nominations to jobs of high function, as well as management of the interdepartmental body of the managers. Since 2012, the Moroccan government has been committed to implementing an administrative reform strategy with the support of the World Bank, the European Union and the African Development Bank. It is a public administration reform strategy that aims to ease administrative structures, simplify procedures, improve performance and improve the quality of services provided through warranting better-quality, lower-cost services by strengthening the effectiveness of the administration's intervention and streamlining its spending by putting in place an innovative budget system based, on the one hand, on the accountability of managers in return for their commitment to achieving pre-defined goals and assessing their achievement about the expenses incurred, and on the other hand, the development of performance-based control and Accountability [16]-[18].

From now on, the Moroccan PSO has focused on strengthening the process of decentralization necessary to establish a management of proximity to the public thing in line with the concerns of the populations in parallel with the developing government online tools to promote public access to budget information and administrative services. Finally, it relies on reaffirmation of the strategic role of human resource management to make it the true vector of a modern, efficient, responsible and civil administration as well as the determining factor in the dynamics of reforms.

In practice, this means focusing on the two phases of raising awareness of the primary of the forward-looking management and implementing its tools for performance development, whether it is actions involving public servants on the plan individual or organizational [19], [20].

III. METHODS

Studies confirm that organizations use different tools and techniques united into considerable management practices. For example, accounting management combines many methods as Activity-Based Costing or Balanced Scorecards, SWOT (strengths, weaknesses, opportunities and threats) analysis, or strategy mapping. As seen before, this study is devoted to the diagnosis of the tools of forward-looking management of jobs and skills implemented within PSO by using a qualitative method by a case study on a sample of twelve ministerial departments. These tools are respectively [21], [22]:

- Skills Assessment can be defined as a report of professional and personal competences.
- Questionnaire valuation proposes valuation of its performances and perspectives of future career.
- Job and skills review can be defined as a classification of jobs and post offices of units
- Human Resources Information System is Enterprise Resources Planning (ERP) including all functions of the organization as accounting, finance, management

of human resources...

Twelve interviews were achieved in different PSO with Responsible of forward-looking management of jobs and skills or manager of human resources. The preparation of the appointments took two months to schedule them according to the availability of the managers and they took place in an interval between one and two hours. The interview guide is structured in three parts, each of which dealt with the implementation of each of the three tools studied and the difficulties associated with this process.

IV. RESULTS

For questionnaire valuation, it is a tool that requires a lot of care. It must be structured logically and offer a framework that adheres to organizational reality. Questions should be clear and written in a way that is understood in the same way by anyone who receives the questionnaire. Their meaning should not be unequivocal. The questionnaire may be offered to a single person (senior managers, including those in supervisory roles) or a group of people in the same job. It is an advanced step in the forward-looking management system, for this it could be argued that the percentage of 46% of departments work with this tool but only 15% have successfully implemented this tool and remain 39% who have never developed this tool. At this stage, the example of a pioneering ministry in terms of evaluation will be mentioned, its peculiarity is that distinctly compared to other departments, the questionnaire is taken into question consideration in monthly remuneration on the one hand and in obtaining bonuses on the other, this is a pioneering experience that will enable officials and public employees to be fully aware of the importance of the tools of HRM.

For the administration, the Job and skills review serves as a medium of internal and external communication and is a real tool for managing human resources. It allows to better know the jobs exercised by the different employees working in the PSO. It also makes it possible to establish employment profiles that are more suitable for recruitment and permits administration to conduct a reflection on the organization of work to encourage greater involvement of the hierarchy in the management of positions and skills. The Job and skills review, being a pilot tool is appropriated in 31% of the sample departments. Even more, this percentage demonstrates that the forward-looking management culture was introduced into the public administration with a percentage of 38% of PSO that the Job and skills review. However, 15% of departments didn't elaborate yet this important tool.

Concerning the skill assessment, it's an essential component of good HR planning and provides a plan and process to deal with the changes that will occur when employees in key positions leave for retirement for example. It constitutes a prognosis of evolution and above all, an analysis of training needs aimed at the deployment of potential. Unfortunately, 46% of departmental ministries elaborated this tool and only 46% implement it and finally, 8% didn't create it yet.

V. CONCLUSION

The forward-looking management of human resources is met in the administration with the skepticism surrounding the conditions for its implementation, the preponderance of statutory and legal management of staff and the inadequacy of a well-founded budgetary framework. Overcoming these barriers requires accountability for operational services, the development of functional approach-based personnel management practices, and the exploration of multi-annual methods.

The Ministry of Public Service and Modernization of Administration has published a methodological guide to assist jurisdictions wishing to engage in the process. It also organized study days, but failed to really share the feedback and instruments developed by the various administrations. At the same time, several reports have defined the forward-looking management of human resources as an essential lever for modernizing public management so that it anticipates future developments and ensures more management rational support that will become scarce or at least stabilize.

Changes must remain fairly simple, easy to implement and concrete in the eyes of the actors of the administration. So, these tools and will have to be provided for this purpose. We should not try to move too quickly, but with regularity and determination. Nevertheless, communication at all levels of the organization will be crucial. The perspective and justification for the changes will have to be explained simply and concretely.

CONFLICT OF INTEREST

The authors declare no conflict of interest.

AUTHOR CONTRIBUTIONS

Malak Bouhazzama conducted the research, analyzed the data and wrote the paper. Said Mssassi supervised the research. Malak Bouhazzama participated in drafting the article and revising it critically for important intellectual content, and all authors had approved the final version.

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