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KRATKO ILI PRETHODNO SAOPŠTENJE / SHORT OR PRELIMINARY REPORT

MANAGERIAL AND INDIVIDUAL IMPACT OF APPRAISAL ON EMPLOYEES' PERFORMANCE IN LOCAL GOVERNMENT UNITS IN BOSNIA AND HERZEGOVINA

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Abstract: *Establishing an evaluation system can be considered a key step towards the institutional development of the civil service. The valorization of employees work is equally important in the public sector as in the real sector. The first rules on evaluation that were adopted by agencies for the civil service/administration in Bosnia and Herzegovina were based on the traditional European assessment model, which is based on a larger number of standardized evaluation criteria. The application of this model showed its weaknesses in practice due to the difficulty of objectively determining the performance evaluation, so a few years later, all levels of state structures in BiH began the transition to modern evaluation models that are based on work goals as the main criterion for performance appraisal. In this research paper, in the context of human resource management in public administration, the measurement of employee performance will be described with procedural, substantive problems and errors that lead to serious and long-term consequences for organizational development, general management culture and individual performance of employees on the basis of examination of units local governments in Bosnia and Herzegovina. This paper also includes an analysis of the results of the research conducted in 12 (twelve) local self-government units in Bosnia and Herzegovina, through a presentation of the typical impact of evaluation on the work results, commitment and employee performance in the public sector.*

Keywords: *human resource management, local self-government units, performance appraisal, employee performance.*

JEL classification: *O15, J28, H83.*

INTRODUCTION

The strategic orientation of human resources management aims to optimize business processes. When it comes to the public sector, the strategic direction would be to identify the competencies that would be adequate for the work in the civil service structures in Bosnia and Herzegovina in upcoming period, which would be capacity strengthening that enables the civil service to cope with the challenges that are likely to be faced by all public institutions in the process of EU integration. The human resources planning system also includes the harmonization of human resources goals that are crucial for business processes and which could ensure the competitiveness of public sector, availability and retainment of good employees and quality work, employee's development, improvement of employee satisfaction and commitment, followed by proper performance management towards culture of cooperation and teamwork. In the performance management, the crucial task remains to connect organizational goals and targets with individual performing and achievement using performance appraisal tools. In the countries of the European Union, public administrations use the practice of evaluating employees in order to provide feedback to each employee about the random performance achieved, further directly connected with human resource practices, institutional decisions and the process of strategic planning. The legal framework of the currently valid evaluation and appraisal system in local self-government units in Bosnia and Herzegovina includes laws that regulate the civil service (civil servants and employees) in the Federation of Bosnia and Herzegovina and cantons, the Republic of Srpska and Brčko District, as well as by-laws regulations on the evaluation of the work of civil servants in civil service bodies on all administrative levels. As a rule, it is prescribed that the evaluation of employees in civil service bodies is determined by the head of the civil service body at the proposal of the immediate superior in an evaluation cycle of at least every twelve (12) months with evaluations of work results: "extremely successful", "successful", "satisfactory" and "does not satisfy". The evaluation cycle is a continuous process and consists of several key stages: determination of work objectives; competencies required, monitoring work during the entire assessment period; evaluation discussions, filling out forms for determining the evaluation proposal and determining the final evaluation with the possibility of using legal means to challenge it. The evaluation of the work of civil servants in local self-government units is carried out with the aim of quality and professional work performance and general or specific institutional goals, as well as the incentive of the officials to constantly improve their professional knowledge and skills in order to maintain the status of a civil servant and acquire the prerequisites for advancement in the civil service. In accordance with legally defined competences and powers, the head/mayor is the main bearer of all activities of the municipality/city, who, along with human resources, as a lever of the functioning of the municipality, has the obligation to continuously improve organizational efficiency and effectiveness. The process of measuring work performance is a formal process of periodic analysis and evaluation of the performance of all employees and the process of planning goals and activities for its improvement and development. Measuring performance as a procedure can be defined as "the monitoring and analysis of work performance is carried out in three essential and interconnected steps that together represent the procedure of measuring work performance or efficiency": determination of work goals (criteria of success);

evaluation of work performance; providing feedback - discussing performance.

When measuring and evaluating the performance of employees, various objective and subjective problems and errors may occur, which must be minimized in order to preserve the goals and purposes of the evaluation process and the individual impact on employees.

LITERATURE OVERVIEW

(Armstrong M. , 2009) dealt with performance management(PM) in general, where the establishment of the evaluation system can be considered as a key step towards the organizational development. As a part of performance management, the effective appraisal system is very powerful HR tool for measuring and improving workforce. Evaluating performance plays a significant role in the utilization of human resources and maximizing its contribution to organizational achievements (Anstey, 1976). Performance appraisal is considered a complex, continuous and demanding practice with vital reflection in affecting individual and organizational productivity. Because of the business and citizen centric orientation, local government units tends to have the biggest struggle in the field of organizational effectiveness. (Palguta, 2001) claims that evaluation methods would be less relevant in a case of building goal-oriented organizational culture with productive approach between employees. In addition to organizational effectiveness in LG, EU integration processes emphasizes and encourages local economic development, where local leadership bears responsibility for creating a favorable business environment, better quality of public services, responsible, accessible and responsive local government (Šašić, 2020).

According to (Dessler, 2015), the high-effective working systems are made of policies and practices that jointly contribute to employee effectiveness, so the new approach to human resource planning and internal management flow should be based on the strategic needs of the institution and must be linked to the human resources development function.

Motivation is a generator of employee's productivity and efficiency, both in the private sector and in public administration, but also a central issue in the development of effective human resources management policies. The functions of human resources management in public administration related to motivational philosophy include remuneration, promotions, compensation, training, rewards, job security, autonomy of employees, but also issues of mutual interaction arising from working conditions, working environment, affiliation, recognition, trust, interpersonal relationships , levels of self-actualization, etc (Tanović, Šašić, & Vranješ, 2023).

A successful organization tries to recognize the value of its employees, and in that context to make the most of their potential for some higher goals, where (Albinger, 2000) point out, the logical sequence is knowledge - creativity - innovation - competitive advantage. Employee evaluation is considered a complex and demanding practice in the process of personnel management in local self-government units and the public sector as a whole, because monitoring work is a continuous process of evaluating achievement of individual norms, tasks and goals. Complexity of performance appraisal mostly refers on connection of evaluation and making further decisions on employees (salaries, other benefits), recommendations for training and career development, technical issues and skills related to interpersonal relationships (interview, feedback), as the common

basis of individual impact (Berman, 2018). Generally, performance management is the identification, measurement and development of the work efficiency of individuals and teams in order of alignment with the goals of the organization (London, 2004). There are three types of purposes for performance management systems: strategic, administrative and development purposes, so the effective functioning of the performance appraisal or periodic evaluation system requires right-set phases (job defining norms, actual performance measurement, feedback) and methods, techniques, patterns based on characteristics, behaviorly anchored rating system (BARS) or management on objectives-MBO (Halaschmi, 1995). According to „early stages“ of overall aspects of PAR process in Bosnia and Herzegovina, performance appraisal should be used as a managerial guiding tool for abandoning bureaucratic practices, changing administrative culture and democratizing public governance at all administrative levels (Tanović, 2018)). Performance appraisal means investing significant efforts in raising trust, transparency and level of knowledge both evaluators or staff involved in human resources management and civil servants/employees themselves as an active participants through evaluation process. When it comes to implementation, studies referring to different organizational contexts (Rusu, 2016) emphasize connection between strategy, technology, prevailing cultural norms, perceived purposes and uses of employee performance appraisal data as contextual factors influencing employee performance appraisals in organizations (Haines III, 2015) HR department ensures that employee performance appraisal is adjusted to the organizational context where it takes place (Molapo, 2002). So, if it is performance appraisal one of powerful means ensuring LGU or public sector strategic goals to be achieved, it also should contribute to talent management, learning, career development and reward management. Otherwise, the challenge of performance appraisal and its smooth connection between organizational and individual goals may experience many procedural or technical problems which undermine the basic aim of the systematic evaluation and its benefits for organizations and individuals.

METHODOLOGICAL CONCEPT OF RESEARCH

Characteristics of the sample

This research work analyzes the process of evaluation and performance appraisal process of LGU civil servants and employees in Bosnia and Herzegovina in order to support the most efficient performance management practices dependent on individual impact and better performance outcomes. The general aim of this paper is to provide insight into institutional arrangements and actual implementation of the evaluation procedure in LGU with the empirical evidences of the way of using appraisal results towards employee development and productivity. The analysis provides empirically based recommendations, so as the exchange of experiences starting a discussion on better appraisal practices for the local government units in Bosnia and Herzegovina, so therefore the following hypotheses were defined:

H0: The existing evaluation system in local self-government units has no positive effects on the work performance of civil servants and employees.

H1: The evaluation system is not based on a performance measurement and reward system for civil servants and state employees.

H2: Without a clear goals and purposes of the evaluation, performance appraisal can not be a tool for improving work processes.

H3: Evaluators in local self-government units do not continuously monitor the employees, which negatively affects work performance.

The main indicators would be: productivity and efficiency in work; effectiveness; complex evaluation system and unclear purpose of assessment.

So under scientific goals we can group the following: Analysis of the actual impacts and formal foundation of the evaluation process and performance appraisal in the general management framework of local self-government; analysis of the issues in the context of the employee evaluation institute through formal establishment in the Law on Civil Service, other regulations and by-laws for different categories of employees in local self-government; application of employee evaluation in practice at selected local self-government units(LGU): key shortcomings, observed weaknesses, use of results and appraisal outcomes.

The research was conducted in 12 (twelve) local self-government units in Bosnia and Herzegovina during January and February 2024 (Municipality of Bugojno, Jablanica Municipality, Municipality of Vitez, City of Goražde, City of Tuzla, City of Živinice, Municipality of Centar Sarajevo, Municipality of Novo Sarajevo, Ilijaš Municipality, Municipality of Grude, City of Bihać). Based on the survey questions and the results of the survey, the hypotheses were tested. The research that was carried out in local self-government units aimed to provide insight into institutional arrangements, as well as the process of evaluating employees in local self-government, and the way of resulting information use, to detect key shortcomings in the evaluation process.

Civil servants and employees employed in local self-government units took part in the research process(63.30% of civil servants who are employed in non-management positions, i.e. 18.35% of senior civil servants and 18.35% of other employees) and the respondents gave their own assessments of the level and extent to which the evaluation of employees in local self-government units affects work performance. For the purposes of the research, a survey questionnaire was compiled using a Google form, and respondents gave answers on a five-degree Likert-type scale, ranging from “strongly disagree” to “strongly agree” with the third degree as neutral, “neither agree nor disagree”, for each individual statement. A total of 109 respondents participated in the research, of which 73 were female (66.97%) and 36 were male (33.03%). From the above, it can be concluded that there is a higher percentage of women in local self-government units. The average age of the respondents was 45.5 years, while the most respondents were in the 46-55 age group, 32.11%, and the least respondents were in the age group up to 25 years, 2.75%. Considering the educational structure, the majority of the respondents, 54.63% of them, have a university degree, while 11.11% of the respondents have completed high school/high school. Also, 32.41% of respondents have a master’s degree in profession/science, while 1.85% of respondents have PhD.

RESULTS AND DISCUSSION

The main aim of the research was to answer questions that are directly related to the hypotheses set forth in methodology:

- Is the existing evaluation system in local self-government units based on the performance measurement and reward system for civil servants and state employees?
- Does the existing evaluation system in local self-government units have

positive effects on the work performance of civil servants and state employees?

Upon the question “How do you evaluate the existing system of evaluation of the work of employees in local self-government units”? it is visible that 44.44% of the respondents evaluated the existing system of evaluation of the work of employees in local self-government units as bad, 32.41% as very bad, 17.59% as good, 4.63% as very good, and 0.93% respondents rated the existing work evaluation system as excellent.

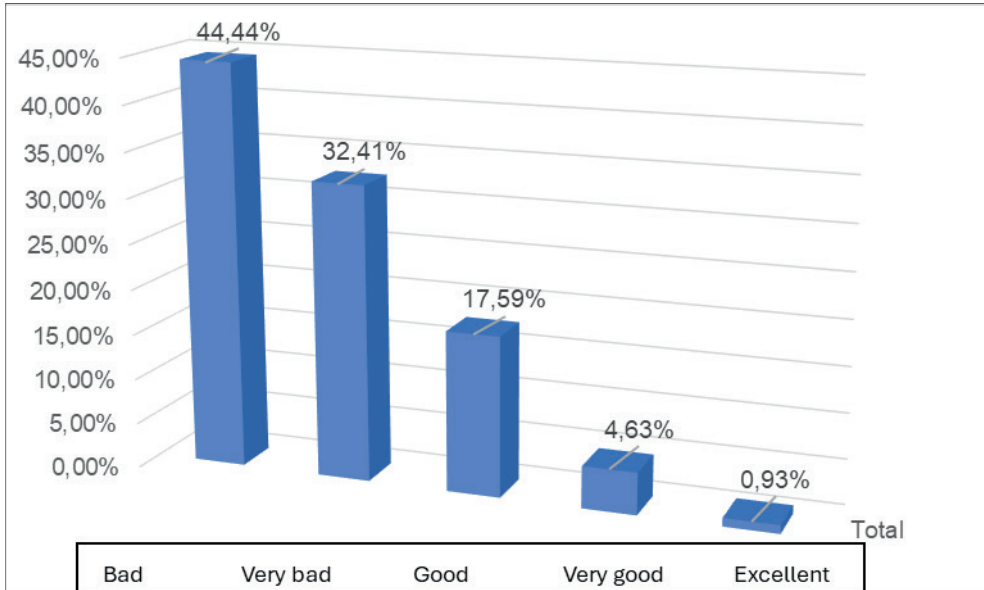


Figure 1. “How do you evaluate the existing system of evaluation of the work of employees in local self-government units”?

Source: Author’s

The following table presents the results of respondents’ answers to questions regarding attitudes about the importance of performance measurement, employee evaluation, the reward system, the realization of goals, and the importance of evaluation as a basis for employee advancement.

Table 1. importance of performance measurement

Questions	The level of agreement/ disagreement %				
	I completely agree	I agree	I agree to certain extent	I do not agree	I do not agree at all
Consistency in the application of the rulebook on performance evaluation of civil servants	3,70	10,19	13,89	19,44	52,78
The existing method of evaluation contributes to the professional development of employees,	1,85	7,41	12,04	31,48	47,22
The evaluation criteria are closely related to the concrete results of your work	2,75	11,93	12,84	21,10	51,38
"All employees receive evaluations according to their efficiency"	2,75	7,34	11,01	39,45	39,45
"To what extent are you satisfied with the communication and feedback you receive through evaluation"?	2,75	2,75	17,43	33,94	43,13
The existing evaluation system has a positive effect on employee motivation"	1,83	10,09	11,01	28,44	48,62
"The existing evaluation system provides an opportunity for advancement at work"	1,83	6,42	8,26	32,11	51,38
The highest grades are adequately rewarded"	0,92	2,75	9,17	27,52	59,63
The set individual work goals are aligned with the strategic goals, that is, with the annual work plan of the administrative body and strategic documents."	4,72	6,60	16,04	19,81	52,83
Clear and measurable individual work goals can significantly contribute to the improvement of work processes"	52,34	39,25	4,67	2,80	0,93
Evaluators in local self-government units do not continuously monitor the employees, which negatively affects work performance	46,3	29,63	12,04	7,41	4,63

Source: Author's

As shown in the graph, 57.41% of respondents declared that the degree of fulfillment of their work goals was 76-99%, while 35.19% of respondents declared that they fulfilled work goals in 100%, percentage, 6.48% of respondents, work goals fulfilled in the percentage of 51-75%, and only 0.93% of the respondents stated that they fulfilled the work goals in the percentage of 26-50%.

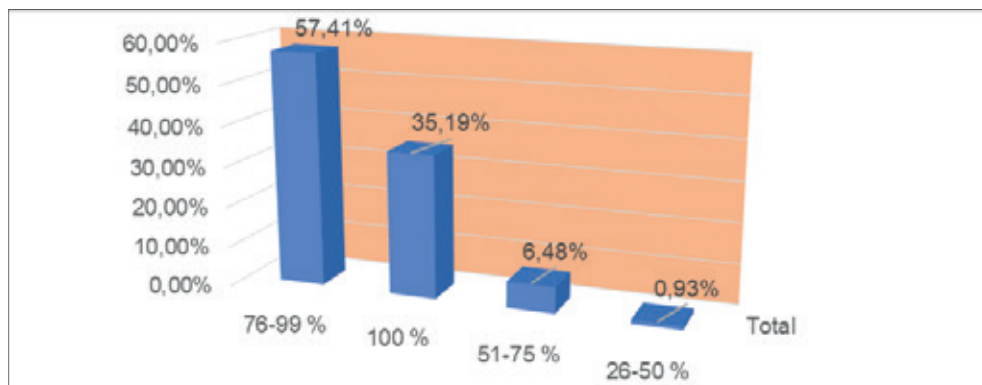


Figure 2. The degree of fulfillment of work goals

Source: Author's

Hypothesis testing

The results of the multiple linear regression where the auxiliary hypotheses (H1, H2 and H3) were observed and included as predictors of the main hypothesis as dependent variables, show that the model with the included auxiliary hypothesis contributes 84.9% in explaining the variance of the main hypothesis (H0- work performance of civil servants and employees).

The coefficient of determination (R Squared) or r^2 indicates the percentage amount of variation in the dependent variable (main hypothesis) that can be explained by the regression model. Looking at all the respondents in our case, 72.1% of the variation in the increase work performance of civil servants and employees can be explained by changes in the three mentioned hypotheses (H1: The evaluation system is not based on a performance measurement and reward system for civil servants and state employees; H2: Without a clear goals and purposes of the evaluation, performance appraisal can not be a tool for improving work przoesses; H3: Evaluators in local self-government units do not continuously monitor the employees, which negatively affects work performance), while the rest of 27.9% of the changes are due to the action of other factors.

Table 2. Model Summary^b

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.849 ^a	.721	.714	.76556

a. Predictors: (Constant), H1,H2,H3

b. Dependent Variable: H0

ANOVA^a

Model		Sum of Squares	df	Mean Square	F	Sig.
1	Regression	224.384	19	56.096	95.713	.000 ^b
	Residual	86.740	86	.586		
	Total	311.124	105			

a. Dependent Variable: H0

b. Predictors: (Constant), H1,H2,H3

Source: Author's calculation based on SPSS 22.0

Based on the results of the conducted research, as well as on the basis of theoretical research, we can conclude that the hypothesis set at the beginning of the work was confirmed, which reads:

H1: The existing evaluation system in local self-government units has no positive effects on the work performance of civil servants and state employees.

In this regard, the conducted research indicates that the legal framework of the currently valid evaluation system in local self-government units does not represent an effective managerial tool for managing the performance of employees in the civil service.

Regarding the evaluation of work performance, the work performance of civil servants, the research showed that the evaluation system in the civil service in the Federation of Bosnia and Herzegovina has been formally established, that is, the evaluation is carried out exclusively for the formal satisfaction of legal obligations.

Also, the existing evaluation system does not contribute to the professional development of employees and does not provide the possibility of advancement at work, it is not efficient, nor is it objective, which is best shown by statistical data on the number of employees rated with the highest ratings.

Communicating the results of the work performance assessment, i.e. giving feedback increases the transparency and legitimacy of the entire evaluation process, because the fact that the process is not secret allows employees to identify weaknesses and question undeserved evaluations. In this context, respondents in the survey expressed their dissatisfaction with the communication and feedback they receive through evaluation.

The conducted research points to the inconsistent and improper application of the Rulebook on the evaluation of the work of civil servants in civil service bodies in the Federation of Bosnia and Herzegovina, as well as the Law on Employees in civil service bodies in the Federation of Bosnia and Herzegovina, by the evaluators.

The results of the research, that is, the results of the survey questions, point to the acceptance of the other two hypotheses from the paper, according to which:

H2: The evaluation system is not based on the performance measurement and reward system for civil servants and employees.

H3: Without a clear idea about the goal and purpose of evaluation, evaluation cannot be a tool for improving work processes.

Namely, the evaluators do not approach the entire evaluation process seriously enough, and the reason for the aforementioned actions of the evaluators is that the evaluation in the existing evaluation system is not connected to the reward and promotion system. According to the respondents, there is no high correlation between the existing evaluation system and professional development as well as the career path of employees in local self-government units, and evaluation is not used as a tool for improving work processes. The links between employee appraisals and organizational goals are often unclear, and it is critical that the process ensure that employees understand how their individual performance goals contribute to the overall performance of the organization. This direct connection contributes to the creation of joint responsibility and motivation of employees, which, according to the research results, was missing in the existing evaluation system.

In the opinion of the respondents, 59.43% of them believe that the set individual

work goals are not aligned with the strategic goals, that is, the work plan of the administrative body and strategic documents.

Also, by analyzing the opinions of the respondents, it is evident that the vast majority, as many as 91.59% of them, believe that clear and measurable work goals can significantly contribute to the improvement of work processes.

A key component of performance appraisal is a participatory environment and consensus on individual work goals prior to the appraisal itself. They highlight for employees the clarity and understanding of their contribution to the achievement of the goals of the organization as a whole and thereby determine the direction for future achievements and results. According to the research results, 72.22% of the respondents declared that their immediate superiors do not establish clear and measurable "agreed work goals" within the legal deadline, and even 76.15% of the respondents declared that they are not involved in all stages of evaluation - the process of determining work goals, giving opinions on proposed work goals.

H4 According to the research results, the fourth hypothesis, according to which evaluators in local self-government units do not continuously monitor the work of employees, which negatively affects the work performance of employees, is accepted.

Also, by analyzing the opinions of the respondents, it is evident that the vast majority, even 75.93% of them, think so that evaluators - immediate superiors, do not continuously monitor the work of employees, giving them advice and instructions, so that employees meet standards and improve their work performance.

The performance of employees is evaluated at least once every 12 months. During the regular evaluation cycle, the degree of fulfillment of work goals is evaluated quarterly. The deadline for evaluating the performance of employees is 30 days after the end of the period for which it is being evaluated. The immediate superior - the evaluator is obliged to continuously monitor the work of employees during the entire evaluation period, point out omissions and irregularities in the work by writing down and commenting on important examples and evidence of how the employee worked.

CONCLUDING REMARKS

This research work provides a theoretical and empirical overview of the impact of evaluation on the work performance of civil servants and employees in local self-government units in Bosnia and Herzegovina. Special emphasis was placed on the process of evaluating employees in local self-government units as a fundamental function for all other activities of the internal flow (pay system, mobility, advancement in the service, professional development, etc.).

The set goals of the research were fully achieved, and they showed that the existing evaluation system is not based on the performance measurement and reward system and that it does not have positive effects on the work performance of civil servants and employees, as well as that there is an evident avoidance of the application of the legal framework of the currently valid evaluation system in local self-government units in Bosnia and Herzegovina, by evaluators, i.e. superiors.

Namely, one of the main problems in Bosnia and Herzegovina is the insufficient management framework on which the assessment of the individual performance of employees in local self-government should be based. In the paper, one of the problems of the research is to find out whether and to what extent certain factors disrupt the

quality implementation of employee evaluation in local self-government units. Along this line, problems range from existing management tools in public administration (eg value for money, performance budgeting, QMS, etc.) to the weak practical application of those tools that have been introduced (strategic planning, establishing organizational goals). In a similar way, employee evaluation is only minimally (or not at all) horizontally connected with other HR functions, especially recruitment and training. This is additionally emphasized by the limited managerial responsibility, which in practice means that the managers are not sufficiently directed and committed to the achievement of the organization's results.

In such an unfavorable environment for management culture, employee performance appraisal (as one of the tools of performance management) is isolated and has an unclear purpose.

According to the constitutional organizational-territorial structure, local self-government units are closest to the citizens, who in today's turbulent environment have increasing demands towards the authorities. Due to the scope of work and the nature of their position, LGUs are continuously adapting to the needs of citizens, which requires motivated, professional and educated human resources. Human resources represent the most important factor of any organization. Today, municipalities are in a time of transition, i.e. at a turning point from a bureaucratic to a user approach where the primary goal must be efficient and effective satisfaction of the needs of its users.

Without prejudice to general legal provisions, local authorities must be able to determine an effective administrative structure with an effective organizational design to adapt them to local needs and ensure effective management.

The working conditions of employees in local self-government must be such that they enable the employment of high-quality staff based on clearly defined criteria, necessary competencies, experience and abilities. In addition, it is necessary to provide adequate opportunities for training and training, as well as prospects for advancement and a successful career. The efficiency and effectiveness of employees is directly proportional to the efficiency and effectiveness of local self-government.

Employee motivation is extremely important for the efficiency of processes in any organization, as well as for its effectiveness. One of the most important factors affecting employee motivation is the assessment of work results, that is, work performance.

In addition to by-laws such as the Rulebook on the Evaluation of Public Servants, the strategic management of human resources in the organization is very important. Strategic management of human resources implies systematic planning of the incoming, internal and outgoing flow of human resources. It is the evaluation of work performance, as well as the analysis and improvement of employees' competencies that directly affect the efficiency and effectiveness of the organization. The strategic purpose of the work efficiency monitoring system is reflected in connecting employees with the organization's goals.

Therefore, measuring the success of the organization is one of the major problems that HRM faces through its operations.

The general approach to managing the performance of employees in local self-government units in Bosnia and Herzegovina is not significantly different from management in other organizations. The basic difference stems from the very charac-

ter of public administration, i.e. its hierarchical way of organizing and the legal acts prescribed by state authorities.

The effective functioning of the performance evaluation system requires investing significant efforts in raising the level of knowledge about performance evaluation of both evaluators and staff involved in human resources management, as well as civil servants/employees themselves, who should be active participants in the evaluation process. Evaluation also requires the development of the highest degree of trust and continuous dialogue between the evaluated and the evaluator, as well as the achievement of the greatest possible transparency in the work. The goal is to understand assessment as a positive instrument development of civil service human resources.

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