

Enhancing the Efficiency of Estonian Public Administration by the Process of Creating Staff (By the Case of Estonian Ministry of Agriculture and the Estonian Agricultural Registers and Information Board)

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Abstract

Creating competitive staff with high potential can be considered a field of key-importance in an efficient and advancing government and the quality of administration performance. Because management of human resources, including staffing, is decentralized in the Estonian public service, the ability to recruit and retain top people depends on the quality of public service personnel policy and human resource management function in individual agencies.

Estonian public service was re-established in January 1995 with the adoption of the Public Service Act, which stood unchanged for over ten years. For now professionals of Estonian public services have reached to an understanding that the law should be changed. One of the many objectives in improving Estonian public administration is to enhance the process of creating staff, which includes making personnel recruitment and selection as a part of strategic human resource management.

The present paper aims to bring out the future perspectives in Estonian public administration and the ways to accomplish that in the example of two public service organizations – Estonian Ministry of Agriculture and the Estonian Agricultural Registers and Information Board (ARIB). Another purpose is to compare these two organizations and to give recommendations for improving the process of staffing. The analysis process of the staffing process in these two organizations was carried out in two stages. First of all the author implemented document analysis and questionnaires, which enabled author to learn the specifics of staffing process in Estonian Ministry of Agriculture and ARIB. After that the author carried out individual interviews. Although serious objectives have been taken to improve staffing process in Estonian public service there are still many proofs of shortage, which should be pointed out.

Keywords: personnel selection process, public service, administration performance.

Introduction

For achieving organizational objectives and sustainable organizational activity every organization should have loyal, qualified, committed members, members who are capable of learning and developing and members who fit perfectly to the organization. It is especially important in public sector because the administration performance of state is dependent of good and potential public servants. Creating competitive staff with high potential can be considered a field of key-importance in an efficient and advancing government. In Estonian public service human resource management is considered as a function of strategic management. That is the reason why this paper deals with personnel selection process which basic idea is to choose the best applicant for a job and to guarantee new employee's fit into the organization. Personnel selection process is a two-way process while employee is searching for the right job and the employer is seeking for the right employee.

The topic of personnel selection process is relevant because of the changeable environment and tough competition in labour market. Instead of unemployment, there is a shortage in employees. Public sector must compete with private sector in

attracting good candidates for job available and because of low wages and high responsibility in public service; private sector has an advantage in finding potential and loyal employees. That is the reason why recruiting loyalty and developing employer's brand has become essential. Nowadays organizations are actively dealing with developing strategies to manage organizational image. A valuable employee selects the organization where he or she wants to work the most.

Because management of human resources, including staffing, is decentralized in the Estonian public service, the ability to recruit and retain top people depends on the quality of public service personnel policy and human resource management function in individual agencies. That is also the reason why it is possible to compare different public service organizations, because they all differ from each other.

Estonian public service was re-established in January 1995 with the adoption of the Public Service Act, which stood unchanged for over ten years. For now professionals of Estonian public services have reached to an understanding that the law should be changed. One of the many objectives in improving Estonian public administration is to enhance the process of creating staff, which includes making personnel recruitment and selection as a part of strategic human resource management. The developer of Estonian public services – the State Chancellery of the Republic of Estonia has planned to take in action several activities which influence the progress of personnel selection in Estonian public service. By virtue of mentioned before, the author points out that it is necessary to improve personnel selection process in every public service organization, because every public service organization with inefficient employees weakens the administration performance of Estonia.

The present paper brings out future perspectives of personnel selection process in the world, in Estonian public administration and the ways to accomplish that in the example of two public service organizations – Ministry of Agriculture and the Estonian Agricultural Registers and Information Board (ARIB). The main objective is to bring out the possibilities for improving personnel selection process in the Ministry of Agriculture and in Estonian Agricultural Registers and Information Board.

The analysis of staffing process in these two organizations was carried out in two stages. First of all the author implemented document analysis and questionnaires, which enabled author to learn the specifics of staffing process in Estonian Ministry of Agriculture and ARIB. On the next stage author carried out individual interviews. Although serious objectives have been taken to improve staffing process in Estonian public service there are still many proofs of shortage, which should be pointed out.

The article includes two parts – theoretical and empirical part. The first part gives an overview of personnel selection process, broad principles and methods used in that process and the patterns in the world. The second part is based on the interviews made with personnel managers in the Ministry of Agriculture and ARIB, on the documents of these organizations and on a research of contentment with personnel selection process in the Ministry of Agriculture and ARIB.

Personnel Selection Process and the methods used during selection

The need for a new employee is topical every now and then in all organizations. It may arise from the end of employment relationship, related to incapableness of the employee to develop with organization, from the outgrowth from organization by employee, from the extension of the institution and from other reasons. For achieving organizational objectives and sustainable organizational activity every organization should have loyal, qualified, committed members, members who are capable of

learning and developing and members who fit perfectly to the organization (Millmore 2003, p. 87). Personnel selection process and its accordance to organizational objectives allows to find employees who help to carry out organization's goals, allows to socialize employees to organizations quicker and increase organization's financial income (Buckley et al. 2004, p. 233).

Personnel selection process is a very complicated process and there are several steps involved in a successful selection process. It is essential to point out that different authors have quite similar approaches. In general during personnel selection process the following schema is being used (figure 1).

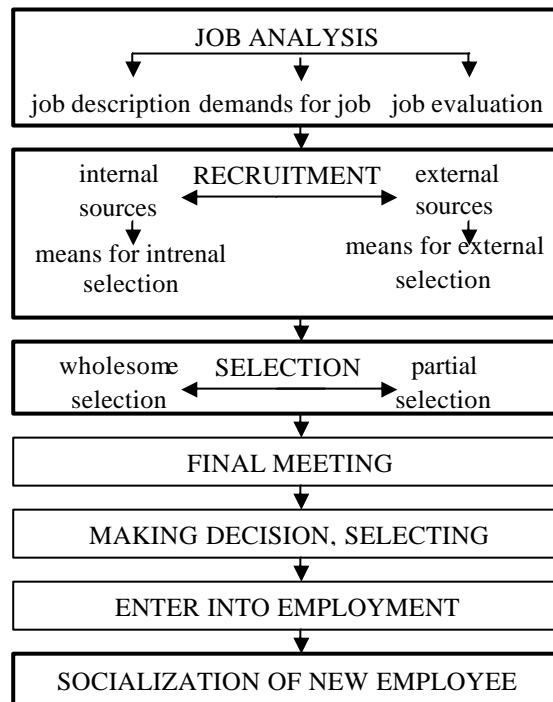


Figure 1. Personnel selection process.

Sources: Gómez-Mejía, Balkin. (2004, p. 159); Recruitment and Selection...(2005); Alas. (2005, p. 659).

Firstly, a job analysis is undertaken to determine exactly what the new employee will be doing and what are the applicant's competencies and qualities needed to perform well on the job available. Job analysis is a systematic examination of a job which outputs are criteria used to evaluate if applicant has the needed knowledge, abilities and skills. Job analysis has three outcomes (Martocchio 2006, p 206): 1) job descriptions, which include information about job's contents, environment, conditions of work, rights and responsibilities; 2) demands for job which include the minimum demands for knowledge, skills and abilities needed to perform well on a job; 3) evaluation of a job which purpose is to determine the position of a job based on the value to achieve organizational main objectives. This point is essential for the organizations that use compensation-system.

Job analysis is very important stage in personnel selection process. Job descriptions, demands for a job are the basis for selecting a right person for job available, but job analysis influences not only selection stage, but gives the goals for entire personnel selection process. It is worth to mention that job analysis' is an important assumption for using tests in selecting good employees, because on the ground of job analysis the

essential qualities are being found and these qualities are measured by tests (Paton 2003, p. 20). Nowadays in rapidly changing working environment the work assignments are constantly changing and this brings out the need to carry out job analysis at least every year or if necessary even often.

Second step is recruitment which goal is not as DeCenzo and Robbins (2005, p. 146) claimed to attract as many candidates as possible but to attract suitable candidates for job available. To save resources it is essential to make want ads correctly and they should offer important information about the occupation and job offered by organization to avoid the candidature of unqualified and unsuitable applicants (Gasaway 2004, p.14). The conception of recruitment has changed; recruitment is now taken as a marketing activity, which objective is to attract the talents necessary to implement organizational strategies. During this activity, the employer's brand is made and the strategies for managing organizational image are developed (Brand Your Company..., 2006, p. 7). It is especially relevant for public sector, because they are not as attractive employers as private sector. Andrew Mayo points out that there are 4 basic indicators which show organizations success to find best employees (2004, p. 113): 1) the brand of employer – set of attractive and unattractive characteristics; 2) place in most valuable companies chart; 3) reasons for leaving the organization – information about the facts that produce disappointment; 4) the percentage of acceptance – made and accepted job offers. To analyze there indicators and take them in account the creation of employer's brand is more efficient.

Dependent from the demands on the job available applicants may be recruited via external or internal sources (Fisher et al. 1999, p. 255). While finding applicants from internal sources, organizations already have some information about applicants which is why the costs for resources are lower. But while searching employees through external sources there is a bigger need for information about applicants and then more selection methods are being used during selection stage. It demands more resources but allows changing organizations more competitive (McConnell 2003, p. 50).

The next step – selection stage has a central place in personnel selection process. Selection is a stage of choosing among available applicants the individuals who are most likely to successfully perform on a job (Petrovic-Lazarevic 2001, p. 91). So the objective of selection decision is to choose individual who is the best from the pool of qualified candidates. "Best" in this context means best in intelligence and best in interpersonal skills, since many jobs in rapidly changing organizations involve teamwork, negotiation and relationship management.

There are several selection methods used to identify right candidate for available job: form, application, *curriculum vitae*, motivation letter, cover letter, background check, references, letter of recommendation, practical task, group task and interview (Petrovic-Lazarevic 2001: 91).

The usage of personnel selection methods has also its on order. Author points out that the approaches of G.A. Cole (1997, p 149), R. Alas (2005, p. 65), DeCenzo-Robbins (2005, p. 169) are quite similar which may mean that there has not been so many changes in performing selection (figure 2). But there are still some changes in the conception of selection. Most important of them is that instead of knowledge, applicant's potential is much more valued. This is a result of changing work-environment and generating new jobs which demand new skills. To find out the applicant's potential, several practical selection methods are used like group works and practical exercises. (People Management 2004, p. 20)

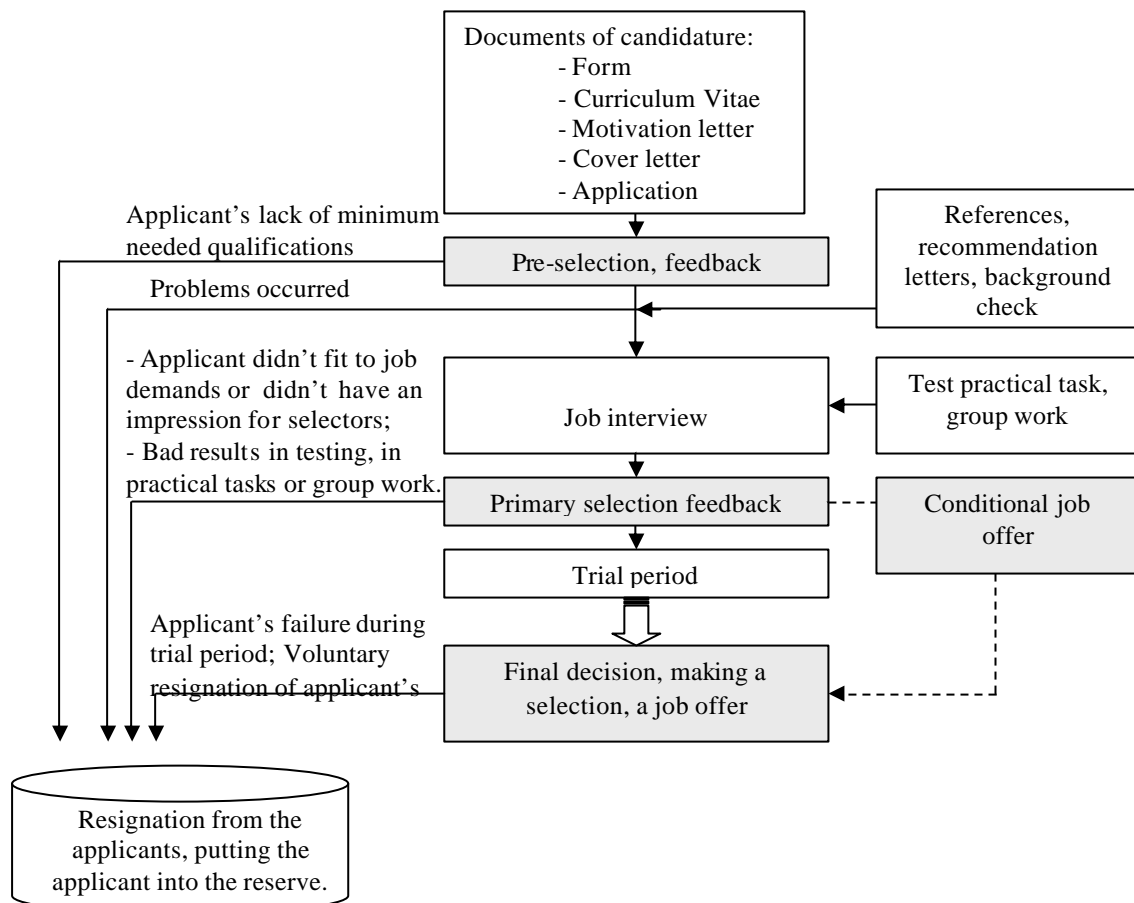


Figure 2. The stages of personnel selection.

Selection stage starts at the moment applicant contacts organization because of the wish to apply for job offered by submitting candidature documentations: form, *Curriculum Vitae*, motivation letter or cover letter. From these documents applicant states the general data about its individual, qualification, about occupation and professional activities (Robertson, Smith 2001: 461). Forms and *Curriculum Vitas* are useful auxiliary material for realizing the following selection methods, especially for preparing and conducting job interview. Pre-selection is done based on documents of candidature where all the candidates who do not have the minimum qualifications needed for job will be eliminated. The author points out that nowadays pre-selection are usually made automatically via internet. As a result of pre-selection, applicants are divided into three groups (Cole 1997, p. 150): 1) fitting applicants who are invited to job interview; 2) maybe fitting, who are placed into selection reserve and they are asked for an interview if necessary; 3) not fitting applicants who will be notified of its elimination from the candidature. The refusal letters should be polite and explain why applicant is not suitable for a job offered by organization. It is important to notify that refusal letters without any explanation are perceived negatively and personnel selection process is being perceived as unfair (Ryan, Tippins 2004, p. 314). Applicants who are selected by pre-selection are being controlled and to do so their backgrounds are being checked. Also the references and recommendation letters are being revised and the selectors contact references. These methods are used because of the increase in false data submitted by applicants. In United States a research of ResumeDoctor.com showed that from 1100 of surveyed Curriculum Vitas had at least

one important false fact in it, 13% of applicants lied about their past. The increase in submitting false data is caused by belief that representing your knowledge and experience in better light helps applicants to find good job faster (Raud 2006, p. 36). While carrying out background check, references and recommendation letters, applicants should be aware of this kind of activity (Hollingworth 2003, p.16). Usually background checks and references are not being used because of their expensiveness and they are also often thought to be too subjective. But nowadays the use of internet enables to perform these methods much faster and that is why author still recommends using these methods for identifying false data.

Job interview is the most popular method used during selection stage. It is usually carried out in all personnel selection processes. Job interview is one of the most complicated methods and usually job interviews are allowed to carry out only by professional people. This method takes time, but when performs it right, it identifies well which applicant is suitable for job offered. Interviews are divided into two groups (Bratton, Gold 1999, p. 203): 1) structured interviews, where all questions are made out before carrying out an interview and these standard questions are being asked in every job interview from all the applicants; 2) unstructured interviews, where only the main topics have been previously thought through. Fisher, Schoenfeldt and Shaw (1999, p. 364) have brought out another approach. In their opinion there is also a semi-structured interview which includes interviewers' preparation but allows flexibility during interview. While carrying out interviews it is essential that this activity has goals, which means that interviewer should have a clear view of what kind of applicant is the most suitable for the vacancy (How to Hire..., 2004, p. 5).

It is recommended to carry out practical tasks and group interviews with job interviews. It allows confirming whether interviewer has understood applicants correctly during the interview and increases the odds to make a right selection decision. Practical task models the critical parts of a job and allows evaluating the skills needed for successful performance through action. This method is quite expensive, but different authors have evaluated the validity of this method highly (Ryan, Tippins 2004, p. 307).

Tests are questionnaires which consist of questions with variety of answers which measure real skills, abilities, personal quality but also motivation, interest etc. One basic problem in testing is the iceberg syndrome. This means that it is quite easy to identify particular skills and knowledge which applicants can easily improve. But it is much more difficult to identify the underwater part of an iceberg – which are the applicant's personal qualities that influence job performance (Plotkin 2005). Tests must be standardized and controlled to be reliable.

After job interview preliminary decision is being made which is followed by trial period. When applicant fails during trial period or leaves voluntarily, then a new personnel selection is being started to find a suitable employee. When passing trial period well, the final decision is being done and a job offer is made for suitable applicant.

Each selection method has its advantages and disadvantages which need to be taken into consideration. That is a reason why selection methods can not be sorted by efficiency but they should be used according to the situation. For the best result it is recommended to use several methods while making a decision, which takes more resources and is much more expensive. However frugality may be even more expensive when a wrong person is hired for the job available (Kerr 2006: 7).

According to Public Service Act of Estonia higher officers should be hired with a public competition. The effectuation of public competition has its order and the personnel selection process has more stages.

After selection stage the best candidates meet with people who have the rights to decide who to hire or not to hire. After decision the offer is being done while also negotiations about job contract conditions are being held. Personnel selection process basically ends with socialization stage, which purpose is to create new employee's belonging to organization. (Gómez – Mejía, Balkin 2004, p. 160). In this stage the contacts and relationship between personnel office, direct managers, co-workers and new employee are essential. Although socialization is said to be the last stage in personnel selection process it is pointed out by several authors that socialization stage begins while applicant has not even joined the organization. During recruitment many assumptions and beliefs are created about working in organization. Applicant collects information about organization about job and occupation and doing so socializes (Champoux 2006, p. 131-132). For fastening this process new employee needs a realistic picture of the job offered and organization. It is essential to bring out the factors that create both satisfaction and dissatisfaction. For offering that kind of information many big organizations use special information folders and leaflets for new employees. Internal communication channel is also important for making socialization more effective.

For conclusion author points out the patterns in personnel selection in the world which should also be followed in Estonia to improve the quality of human resources in organizations and also to improve the administration performance of our state. There are conceptual changes in recruiting and selection. Recruiting is now as a marketing activity while employers brand is created and in selection potential is much more essential compared to knowledge and skills while choosing a best employee for job offered. It is worth to mention that personnel selection process has become a part of strategic human resource management. To hold on good employees and to attract best applicants recruiting loyalty has become topical. It is also important to take into consideration the automation of personnel selection process which quickens the whole process.

Personnel selection process in public service, patterns in Estonian public service

Personnel selection process is topical in public service because efficient public servants are the foundation of administration performance of the state. To take in consideration the expectations for high flexibility, adaptability and high expectations to the competency of public servants, the considered and purposeful human resource management and development of human resource management is a critical determinant and main subject of developing Estonian public service (Avaliku teenistuse personalijuhtimine 2007).

The objective of personnel selection process is the same in public sector as in private sector – to find a suitable applicant for job offered who is loyal to its organization, qualified and motivated and wants to improve the development of its organization. According to Estonian Public Service Act, important officers or servants should be recruited followed by the order of public competition. But it is worth to mention that personnel selection process should have more stages and take more time compared to private sector to identify best public servants, plus personnel selection process in public sector has more strict rules.

Estonian public service was re-established in January 1995 with the adoption of the Public Service Act, which stood unchanged for over ten years.

The system of human resource management in Estonian public sector is strongly decentralized which means that every public service organization has its own responsibility to create as effective personnel selection process as possible. Author points out that there is also a pattern of decentralization in the world. Decentralization is popular because of the need to attract qualified employees. The need to make organization's personnel selection process more effective comes from competing with private sector in finding good employees. But private sector often offers higher wage and other extra benefits. (Hou *et. al.* 2000, p. 17) Because every public service has an important part in creating state's administration performance, author points out the need to improve personnel selection process in every public service organization.

For now professionals of Estonian public services have reached to an understanding that the law should be changed. One of the many objectives in improving Estonian public administration is to enhance the process of creating staff, which includes making personnel recruitment and selection as a part of strategic human resource management.

In changing world it is essential to concentrate on human resources thanks to whom skills, knowledge and abilities, potential is possible to achieve organization's objectives. The harmony between human resources and organization's strategic objectives is possible to achieve with competency-based human resource management. In last decade there are several researches done to find the competencies that guarantee high work performance (Dainty et al. 2005, p. 3). Competency-based human resource management consist of implementing these action's descriptions and competencies in recruitment, selection, evaluation, training, development and in other areas of human resource management which are key-activities in success (Chen, Naquin 2006, p. 266). In autumn 2005 the competency-model of public service executive managers was taken in use, which supports the personnel selection process of public service executive managers and development. The most important competencies of Estonian public service executive managers are (Limbach 2006, p. 59): 1) reliability; 2) having a vision; 3) being innovative; 4) leadership; 5) orienteering on outcomes.

The situation on human resource management has become one of the most interesting areas. Statistics of the State Chancellery of the Republic of Estonia shows that media publications are most frequently used to notify applicants about jobs available. The most popular of them is newspaper Postimees. Internet and internal organizational communication channel are also quite often used. While selecting 97% of the organizations analysed the documents of candidature and two-fifth of organizations did job interviews and background checks. Compared to last year there were more practical tasks used while making a selection. It is pointed out that 54% of the organizations use practical tasks and 7% of them used group works. Tests references and recommendation letters are less used than last year (Uus 2006, p. 90-92). These results show that there are changes done in public sector's personnel selection processes which also includes the use of new selection methods during selection stage. Creating staff both in private and public sector is now examined by several parties. One of these researches, the international research of the human resources development management at enterprises and the public sector was carried out under the auspices the Cranfield cooperation network Cranet in 2000 and 2004. In 2004 118 participants answered questionnaires. 70% of them were private sector organizations, 30% public sector organizations (Personalijuhtimise uuringu Cranet..., 2004: 1). In

2005 there was another research held by the State Chancellery of the Republic of Estonia, which goal was to map the situation of personnel selection process in Estonian public sector organizations. In this research top executives and personnel managers from all Estonian 78 public service organizations participated (Eesti Avaliku teenistuse...2006: 14-15). The results of these researches are the following:

1) there was a positive trend in writing down principles of recruitment and selection. According to the research in 2005 56% of organizations had written principles of personnel selection process, 31% of them were affirmed. 41% of the public sector organizations are dealing with personnel selection process based on a case which means that they do not have principles of personnel selection process written down (Eesti avaliku teenistuse..., 2006: 51). In 2000 written principles of personnel selection process were missing in every fifth organization (Kaarelson 2001: 35).

2) in 2000 the most popular trainings bought were related to recruitment and selection. In public sector 15% of the organizations bought that kind of service. In private sector every third organization uses the assistance of professionals (Kaarelson 2001: 34). In conclusion based on these researches it is possible to conclude that although human resource management is regarded to be important in public service, it is not yet as a part of strategic management.

The development of public service human resource management is held back by the problems coming from Estonian public service system. The Estonian Public Service Act which has existed without changes for over ten years has decreased the administration performance of Estonian public service. That is the reason why changes must be done. National strategy for use of structure funds for year 2007-2013 has brought out the need to improve administration performance which includes developing the system of recruiting, of evaluating, of development of top executive managers and top specialists (Riiklik struktuurivahendite kasutamise..., 2006, p. 78). The furthering of legislation of public service is necessary in a opinion of 93% of national organizations managers, 86% of personnel managers of national organizations(Eesti avaliku teenistuse..., 2006: 80).

Additionally in Estonian public service there is a problem with finding suitable employees for jobs offered and it is very hard to keep qualified employees. There is a lack of specialists and that is why selectors have to select among wrong applicants hoping for them to learn and develop in the future when they come to the organization.

The developer of Estonian public service – the State Chancellery of the Republic of Estonia has organized a lot of activities to improve the situation in public service human resource management. They are planning to renew Estonian Public Service Act, the good custom of human resource management; the handbook of strategic human resource management, a webpage of Estonian public service – www.avalikteenistus.ee, the recruiting portal etc. One of the future perspectives is also transition to strategic human resource management. Strategic human resource management is involved with contributions of human resource management strategies for making organizations more effective and involved with the devices used to put these contributions into practice. Strategic human resource management has an effect on organizations financial outcome (Ericksen, Dyer 2005, p. 907). Strategic human resource management is also defined as a aggregate of practical activities, principles of activities and strategies, which is used by the organization to manage human capital and which is in turn influencing and is influenced by organization's own strategy, organizational environment and external environment. (Martín-Alcázar *et al.* 2005, p. 651). Author points out that one of the important characteristics of strategic human

resource management is the existence of personnel strategy and its origination from organizations general patterns and strategies. In organizations where human resource management is a strategic function, personnel manager and organizations manager must work as partners.

According to the research of human resource management in 2005 most of the public service organizations have the strategic development plan and by verbalizing strategic principles they have created the framework for strategic management and strategic human resource management. Strategic development plan is verbalized or being verbalized in almost 40% of national organizations. (Eesti Avaliku teenistuse...2006: 46). Officially these documents are authenticated in fewer organizations. Although there is a will to tie human resource management with achieving strategic goals, this has not been systematic enough. One-fifth of the personnel strategies are not harmonized with organization's strategic development plan.

Here are pointed out the basic problems in Estonian public service strategic human resource management (Nurk 2003, p. 2-3): 1) little system and proactivity in development of organizations; changing and reforming organizations is usually done reactively by solving crises; 2) little coherence between human resource management and organization's central and top management – little cooperation between different parties; 3) small coherence between different human resource management areas, small amount of wholesome personnel politics. Strategic approach to recruitment and selection creates advantages through valuable, extraordinary employees (Industrial and Organizational..., 2000: 328).

Personnel selection process in Ministry of Agriculture and the Estonian Agricultural Registers and Information Board (ARIB)

Because of the reason that Estonian public service is decentralized, all organizations have their own approach to personnel selection process. That is why it is also possible to compare different approaches. To make recommendations for both organizations, author uses the patterns of personnel selection process in the world, in Estonian public service and also takes into account organization's own employee's opinion. The opinion of employees is essential because by effective personnel selection process they get good co-workers, subordinates and managers.

To get an overview of personnel selection process used in one or another organization author used two different methods: interviews and questioning. The whole research started in 2004 when first interviews were carried out in ARIB. Author interviewed the person, who is responsible for generating policy of human resource management including personnel selection process. Author made an unstructured interview with some prepared questions. Other interview took place in 2007. The questioning in ARIB first took place in 2005, second questioning in 2007. Both were carried out electronically. The objective of the questioning was to find out employee's opinion about personnel selection process used in their organization. Mainly there were questions about recruiting and selecting where employees had to evaluate different claims or arguments. Author was interested where employees got the information about the offered job, what are the most essential resources to get information and opinion about the recruiting sources. One part of the questioning was about selection stage where employee's opinion about passed selection stage and methods used during the selection was searched for. Additionally there were claims about socialization stage. Employees who participated in questionings had an opportunity to

give suggestions to their organization's personnel managers. The activity percent in participating in questioning in 2005 was 13, 8%, but in 2007 14, 1%.

In the Ministry of Agriculture both interviews and questioning carried out in 2007. The same questioning as in ARIB carried out both electronically and in writing. The activity of participation was 10, 7%.

Author brings out a comparative table of the personnel selection process in the Ministry of Agriculture and ARIB (table 1):

Table 1. Comparative table of the personnel selection process in the Ministry of Agriculture and ARIB.

	THE MINISTRY OF AGRICULTURE	ARIB
The existence of personnel strategy	no	no (concerning personnel selection process added to organization's development plan)
The existence of written principles of personnel selection process	yes	yes
Competency-based human resource management	yes (recruiting plan is composed)	yes (recruiting plan is composed)
Recruitment	<ul style="list-style-type: none"> • Job analysis comes before. • Recruiting sources: <ul style="list-style-type: none"> - Rather external than internal, (priority for own employees to candidate first). - New employees are mostly found among the applicants who are searching for more suitable job. • Resources and devices in recruiting: <ul style="list-style-type: none"> - Basically internet, incl. CV-Online, CV-Keskus, career lists of universities, organization's webpage. - newspapers (rarely). - no intranet, usage of organizations website. - Ametlikud Teadaanded/Official Announcements (public competitions only). 	<ul style="list-style-type: none"> • Job analysis comes before. • Recruiting sources: <ul style="list-style-type: none"> - Rather external than internal, (priority for own employees to candidate first). - New employees are mostly found among school graduates. • Resources and devices in recruiting: <ul style="list-style-type: none"> - Basically internet, incl., CV-Online, CV-Keskus, career lists of universities, organization's webpage. - newspapers (rarely). - intranet; - Ametlikud Teadaanded/official Announcements (Public competitions only).
Selection	<ul style="list-style-type: none"> • The diversity of selection is dependent of job fulfilled. • Used selection methods: <ul style="list-style-type: none"> - Basic methods: CV, applications, job interview. - Preliminary work (not so often, depends on the job fulfilled). - Practical task, group work (depends on the job fulfilled). - testing (not so often, depends on the situation). - Background checks, references (rarely) 	<ul style="list-style-type: none"> • The diversity of selection is dependent of whether an employee is being recruited from external or internal sources. • Used selection methods: <ul style="list-style-type: none"> - CV, applications, job interview. - testing (almost always). - practical task, group work (often). - background checks, references (rarely).
Socialization	yes	yes

The research (both interviews and questioning) showed that there are positive opinions about personnel selection process both in the ministry of Agriculture and ARIB, but there are also many proofs of unsatisfaction concerning personnel selection process in both organizations that need to be improved. Employees in both organizations evaluated the claim: *personnel selection process in our organization is effective*. The results showed that average opinion to that claim was higher in the Ministry of Agriculture (3, 12 – 4 points scale). The average opinion in ARIB was 2, 98 which is lower than in 2005 (3, 18).

Both organizations have created a department for dealing personnel management and personnel selection process. Among other things personnel department develops personnel policy. Although neither of the organizations have personnel strategy, they have written principles which they use to perform personnel selection process. In personnel management the Ministry of Agriculture and ARIB act taking into account organization's main strategic goals. They both use competency-based personnel management, they create an annual recruiting plan and according to the requirements and competencies that must be measured there will be selected the right method to do so. So provisionally both organizations have a framework for strategic personnel management. It is very important for the Ministry of Agriculture and ARIB to develop own personnel strategy to create an efficient and advancing government.

The recruitment stage in both organizations is quite similar. Although in both organization's principles is mentioned that it is essential to balance the internal and external recruiting sources there has been a lot of recruitments from external sources. This also came out from the average opinion in the Ministry of Agriculture. Employees evaluated the claim: *Organization is rather recruiting from external sources* (2, 52) higher than the claim: *Organization is rather recruiting from internal sources* (1, 8). In ARIB the results are basically the same, the average opinion to the claim: *Organization is recruiting from external sources* with a average grade 2,45. The reasons may be the changes in organization's structures but also the high staff turnover. The reasons for leaving the Ministry of Agriculture and ARIB are often connected with low wages. Author points out the need for dealing with loyalty recruitment to keep the employees working for these organizations. To do so they can recruit more from internal sources, crowd-in employees to personnel selection process and make the passing of personnel selection process harder. The recruitment of loyalty is essential for the Ministry of Agriculture, because a lot of employees pointed out that they organization will not give them enough chances to have a career inside of the organization. Author points out that these attitudes may be because of the absence of the internal communicational channel.

Most commonly these two organizations use internet as a method for recruiting. Newspapers are not used as often because it is very expensive to do so. But it is worth to point out that newspapers are evaluated much higher by employees in the organizations, As a recommendation author points out the diversification of the methods used in recruiting. The employees of the Ministry of Agriculture employees evaluated the claim: *I got information about my job from newspapers* with an average grade 1,28, but the average grade for the importance of a newspaper as a information channel of want ads was 3,96. The same is in ARIB, where the average grade for getting information from newspapers was 1,33, but average grade to the importance of newspapers was 3,1. Although it should be essential to reach to the main target group, it seems that the methods are selected for their cost. The employees of the Ministry of Agriculture pointed out that their organization should do more co-operations with universities; ARIB should advertise the job offers in newspapers.

It is very hard for public sector to compete with private sector in attracting employees because of the very low wages and high responsibilities employees have to take while working in public service organizations. That is the reason why both ARIB and the Ministry of Agriculture should develop their own brand as an employer and to bring out other benefits for working in their organizations.

The main differences between the Ministry of Agriculture's and ARIB's personnel selection process is the selection stage. The difference consists of the approach to personnel selection stage and the diversity. The diversity of personnel selection stage in the Ministry of Agriculture depends of the job being fulfilled. In ARIB personnel selection stage's diversity depends of whether the recruitment is from internal or external sources. So the personnel selection process in ARIB is much more varied compared to the Ministry of Agriculture. The following table gives an overview of employee's opinion to the passed selection stage. First table is about the Ministry of Agriculture's employees opinion (table 2).

Table 2. Opinions about selection stage in the Ministry of Agriculture.

	Rather no and no	Rather yes and yes	Method was not used during my selection
Claim	%	%	%
Carrying out background check was agreed with me.	8	12	40
	average*=0,93, s **=1,44		
The atmosphere of conducting job interview was pleasant.	0	92	8
	average=3,54, s =0,88		
The questions of job interview were clear and concrete.	4	80	8
	average=3,4, s =0,96		
The questions of job interview were adequate to find out my competence.	0	84	8
	average=3,21, s =1,13		
The interviewer enabled to express my suitability for job offered.	0	84	8
	average=3,21, s =1,13		
Practical task used in selection stage was effective for find out my skills.	0	24	64
	average=2,33, s =1,8		
Practical task used in selection stage was too complicated for me.	12	4	64
	average=1,14, s =1,21		
The organizing of group work was clear.	4	8	68
	average=1,25, s =1,83		
The usage of group work enabled to express my suitability to job offered.	0	16	68
	average=1,75, s =1,9		
The usage of tests was effective and justified.	0	52	40
	average=3, s =1,3		
Feedback about the results of my candidature was correct.	0	80	12
	average=3,18, s =1,14		

*- arithmetical average; ** -dispersion.

Table 2 and table 3 give an overview of the opinions about personnel selection stage in and the Estonian Agricultural Registers and Information Board (table 3). In both tables the percentage of both negative and positive opinion is brought out. The last column of both tables shows the percentage of how often some methods are not being used. Average shows the average opinion to the claim whereby employees had to evaluate each claim from 1 to 4 (1-stands for total disagreement; 5-stands for total agreement).

Table 3. Opinions about selection stage in the Estonian Agricultural Registers and Information Board.

Claim	Rather no and no		Rather yes and yes		Method was not used during my selection	
	2005	2007	2005	2007	2005	2007
	%		%		%	
Carrying out background check was agreed with me.	28,8	28,5	8,9	8,1	35,6	32,7
	average*=1 (2005, 1,03), s** = 1,15 (2005, 1,27)					
The atmosphere of conducting job interview was pleasant.	2,2	0	95,6	95,9	2,2	2
	average=3,63 (2005, 3,77), s = 0,7 (2005, 0,48)					
The questions of job interview were clear and concrete.	2,2	4,1	91,1	93,9	6,7	2
	average=3,48 (2005, 3,5), s = 0,58 (2005, 0,55)					
The questions of job interview were adequate to find out my competence.	6,7	10,2	86,7	77,6	2,2	4,1
	average=2,98 (2005, 3,16), s = 1,11 (2005, 0,91)					
The interviewer enabled to express my suitability for job offered.	0	6,1	84,4	87,7	2,2	4,1
	average=3,26 (2005, 1,21), s = 0,77 (2005, 0,47)					
Practical task used in selection stage was effective for find out my skills.	0	2	31,1	26,5	51,1	57,1
	average=2,14 (2005, 2,27), s = 1,68 (2005, 1,52)					
Practical task used in selection stage was too complicated for me.	15,6	12,2	4,4	4,1	51,1	59,2
	average= 1,24 (2005, 1,23), s = 1,03 (2005, 0,97)					
The organizing of group work was clear.	2,2	4,1	4,4	6,1	66,7	63,3
	average=0,83 (2005, 0,6), s = 1,42 (2005, 1,12)					
The usage of group work enabled to express my suitability to job offered.	0	2	4,4	8,2	66,7	63,3
	average=0,94 (2005, 0,67), s = 1,51 (2005, 1,18)					
The usage of tests was effective and justified.	2,2	2	57,7	67,3	13,3	10,2
	average=2,7 (2005, 2,46), s = 1,27 (2005, 1,52)					
Feedback about the results of my candidature was correct.	4,4	20,4	75,6	43,1	6,7	10,2
	average=2,48 (2005, 3,17) s = 1,19 (2005, 1,1)					

*- arithmetical average; ** -dispersion.

The most popular selection methods in both organizations are *Curriculum Vitas* and job interview. But as can be seen from the tables 2 and 3 above ARIB uses other methods like testing, practical tasks, group tasks much often. These tables won't give an overview of the preliminary work as a selection method, which is being used by the Ministry of Agriculture. Candidates have to submit preliminary work with *Curriculum Vitae*. This allows eliminating applicants which are not so interested in getting the job. From the tables above it can be pointed out that in both organizations there is a low opinion for accomplish background checks. It is also interesting to see that practical tasks and group works are not evaluated highly in neither of organizations. This shows the sceptical view of employees that need to be improved by personnel department. Because of the new jobs which emerge from new market conditions, it is very important to ascertain the potential of the candidate, it's willing to learn and develop. That is the main reason why the Ministry of Agriculture should also take practical tasks as obligatory methods in personnel selection stage. Because the high number of false statements in *Curriculum Vitas* author also points out the need to use background checks and references in the selection stage.

In ARIB there are also problems with feedback. Varied personnel selection process uses more resources and takes a lot of time. To relieve the waiting time of the candidates it is essential to give timely and objective feedback. Absence of feedback may do harm for organization's image. So it is essential to improve the feedback of results, especially when personality tests are used during selection.

To fasten the socialization process both organizations have a socialization programme, but for improving it the Ministry of Agriculture should commission internal communication channel. In both organizations direct managers and co-workers take apart of socializing new employee to the organization which creates dissatisfaction, because it gives them extra-work. That is the reason author recommends using mentors whose mission is to socialize new employee as quick as possible. Cheaper way is to use special brochures for new employees or internal organisational communication channel which ARIB already uses effectively.

The author points out that the public sector human recourse management is rapidly developing because the situation of competition in labour market. The practice in the public sector organizations is yet occasional. It is very important to make each public service organization's personnel selection process better by creating own personnel strategy to heighten the competency of government. A good personnel selection process is the key to organization's success because it is possible to add value to our organization by good employees.

Conclusion

In conclusion author brings out the points of improvement in personnel selection process in both organizations.

The ways to improve personnel selection process in the Ministry of Agriculture are:

1. Creating personnel strategy, partnership between organization's personnel manager and organization's manager to ensure the harmony of organization's strategy and personnel strategy.
2. Recruiting loyalty taking in consideration how recruiting is done. That means taking in consideration internal resources or applicants, rope in employees to personnel selection process, raising the effort of getting the job.
3. Creating organization's own communication channel – intranet.

4. Diversifying the sources or devices used during recruiting, increasing co-operation with universities, using the portal of public service.
5. Creating employer's brand.
6. Diverse, more practical direction in selection stage.
7. Using mentors during socialization stage, using intranet, leaflets and information folders.

Possibilities for improving personnel selection process in ARIB are:

1. Creating personnel strategy, partnership between organization's personnel manager and organization's manager to ensure the harmony of organization's strategy and personnel strategy.
2. Diversifying sources or devices of recruitment, using the portal of public service.
3. Making want ads more informative.
4. Recruiting loyalty.
5. Creating employer's brand.
6. The more frequent use of selection methods that identify the personality and potential of applicant. Lessen risks with taking into use background checks and references.
7. Better feedback about the results of candidature.
8. Rearrangement of socialization stage, lessen the load of direct manager in this process.

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