



# **Survey of Personnel Managers in the Western Balkans: Montenegro**

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## Introduction

This report presents the results from a survey of personnel managers conducted in the context of two ReSPA projects on Improving Merit Recruitment and Performance Appraisals in the Western Balkans. Both projects were commissioned by the ReSPA Working Group on Human Resources Management in the Public Sector. This report complements the comparative, cross-country ReSPA reports (Meyer-Sahling et al 2019, Staronova 2019).<sup>1</sup>

The survey was conducted between September and November 2018. It targeted managers responsible for human resources management in public sector organisation that applies the Law on the Civil Service. The survey was closely coordinated together with the Human Resources Management Authority in Montenegro and its representatives on the ReSPA HRM Working Group. The local partner provided a list of institutions, the names of responsible personnel managers and their email addresses.

The survey consisted of approximately 80 questions including two batteries of questions on merit recruitment and performance appraisal. The focus of the questions was on the *practice of human resources management in their institutions*. The survey hence differs from assessments of the legal basis of civil service management but focused on the level of implementation. Moreover, the survey differs from evaluations of management practices that compare countries rather institutions or individuals. Indeed, one of the main purposes of the survey was to reveal potential differences in management practices 'within' countries, thereby taking into account that experience with recruitment and appraisals may differ considerably across institutions.

The survey was translated into local languages and uploaded to Qualtrics, a platform for the design and implementation of online surveys. Participants were invited to complete the survey. They were sent up to three reminders to ensure a high cooperation rate among participants.

Table 1 below shows the list of 56 institutions whose designated personnel manager completed the survey in Montenegro. 14 institutions remained anonymous. With 115 institutions whose personnel manager was invited to participate in the survey project and 70 responses overall, the cooperation rate is 61 percent in Montenegro.

The report is divided into three parts. The first part presents the results of personnel managers' experience with the recruitment of civil servants in their institution. The second part reports their experience with the performance appraisal system in their institution. The third part provides open text answers in the local language on how to improve recruitment and performance appraisal practices as well as how to develop the role of Personnel Departments across public administration.

### Table 1. List of Institutions

Administration of games of chance  
Agency for peaceful resolution of labor disputes  
Appellate Court of Montenegro  
Basic Court Bar  
Basic Court of Blue  
Basic Court of Herceg Novi

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<sup>1</sup> Meyer-Sahling, JH et al (2019) Merit Recruitment in the Western Balkans: An Evaluation of Change Between 2015 and 2018. Danilovgrad: ReSPA Publications. Staronova, K (2019) Performance Appraisal in the Western Balkans. Danilovgrad: ReSPA Publications.

Basic Court of Podgorica  
Basic Court of Rožaje  
Basic Court of Ulcinj  
Basic State Prosecutor's Office Herceg Novi  
Basic State Prosecutor's Office Kotor  
Basic State Prosecutor's Office Niksic  
Basic State Prosecutor's Office of Rožaje  
Basic State Prosecutor's Office Podgorica  
Community Municipality  
Court for violations in Podgorica  
Directorate for Protection of Classified Information  
Directorate for the Care of Refugees  
Directorate of Public Procurement  
Employment Service of Montenegro  
Forest Service  
The High court in Podgorica  
Higher state prosecutor's office Bijelo Polje  
Institute for Social and Child Protection  
Ministry of Culture  
Ministry of Defense  
Ministry of Education  
Ministry of Internal Affairs  
Ministry of Justice  
Ministry of Public Administration  
Ministry of Sustainable Development and Tourism  
Municipality Bar  
Municipality of Andrijevisa  
Municipality of Budva  
Municipality of Danilovgrad  
Municipality of Kolasin  
Municipality of Kotor  
Municipality of Mojkovac  
Municipality of Niksic  
Municipality of Plav  
Municipality of Podgorica  
Municipality of Rožaje  
Municipality of Tivat  
Parliament of Montenegro  
Pension and Disability Insurance Fund of Montenegro  
Secretariat for Development Projects  
Statistical Office of Montenegro  
Tax Administration  
The Basic Court of Pljevlja  
Anonymous – 14 institutions

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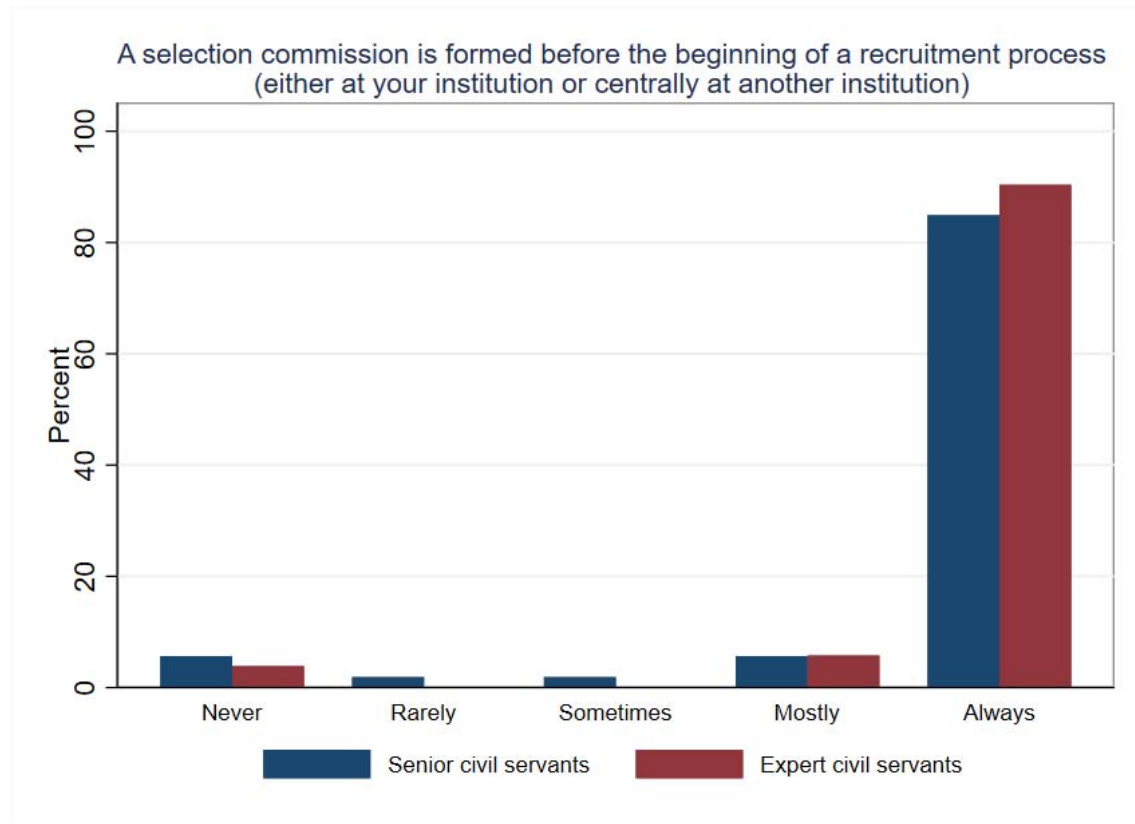
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# I. Merit Recruitment

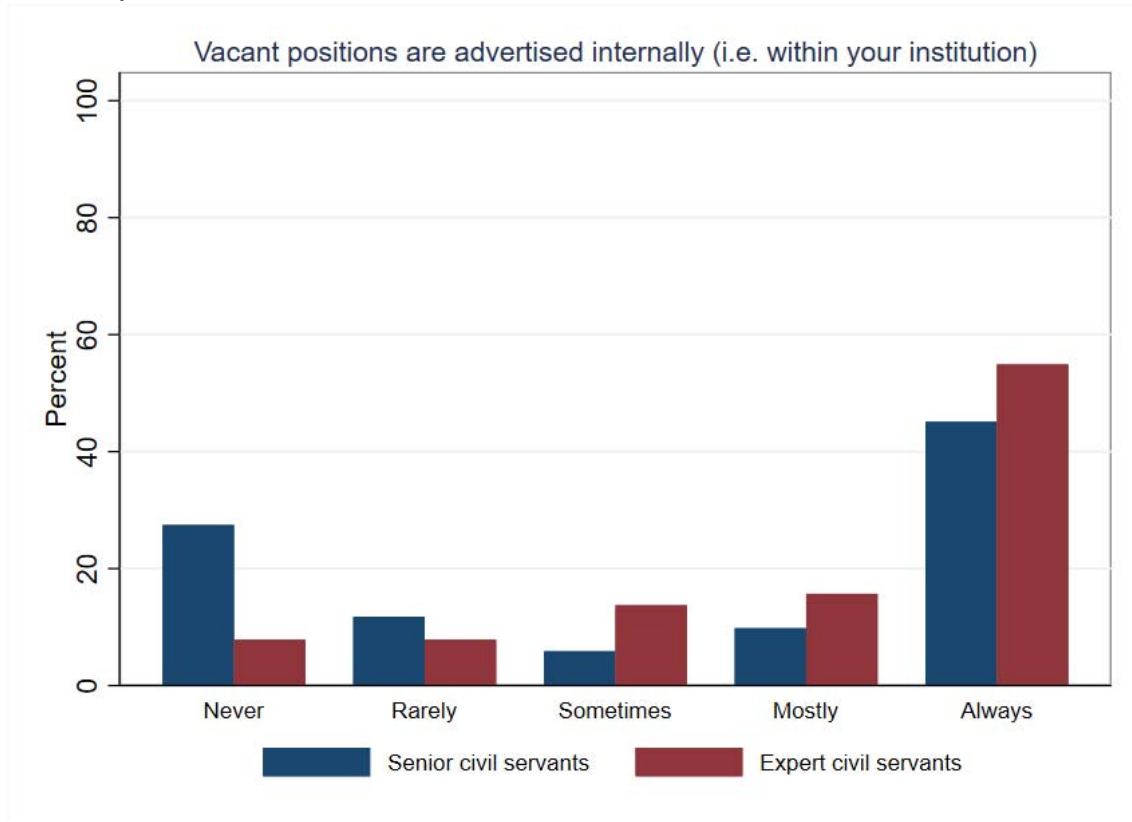
## Positions approved



## Selection committees

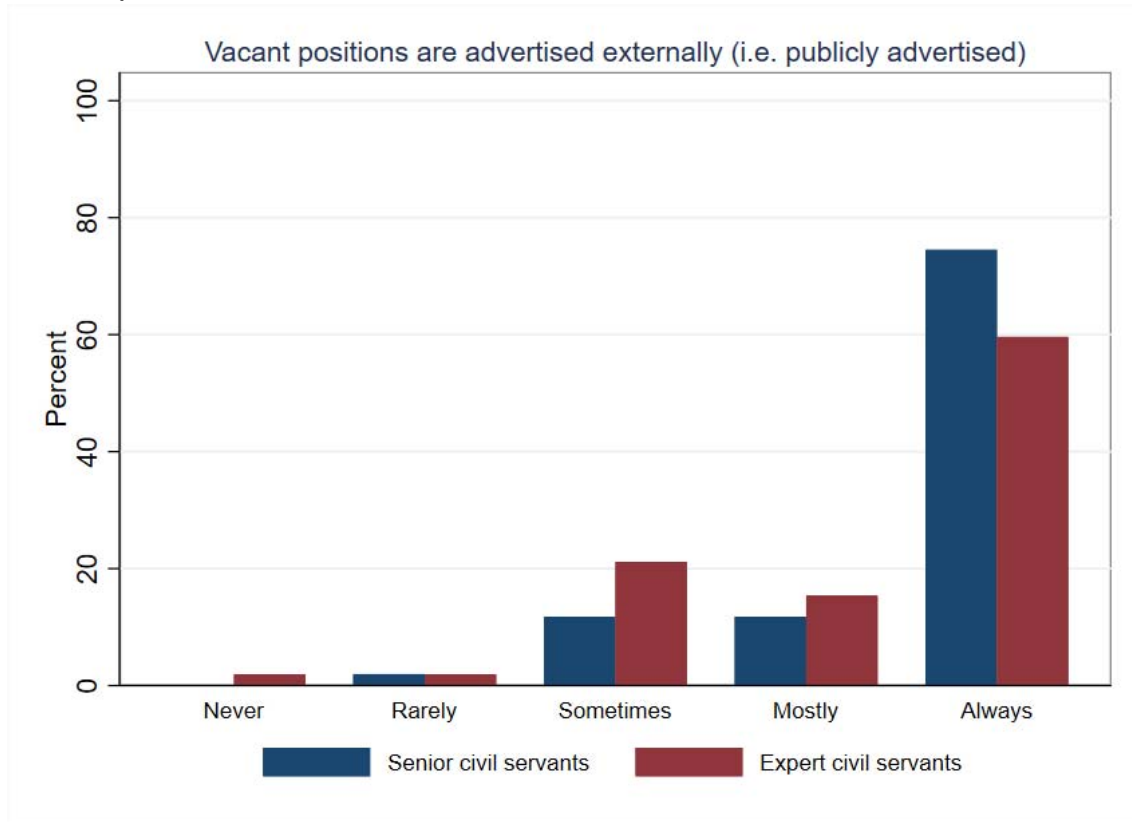


## Vacant positions internal advertisement

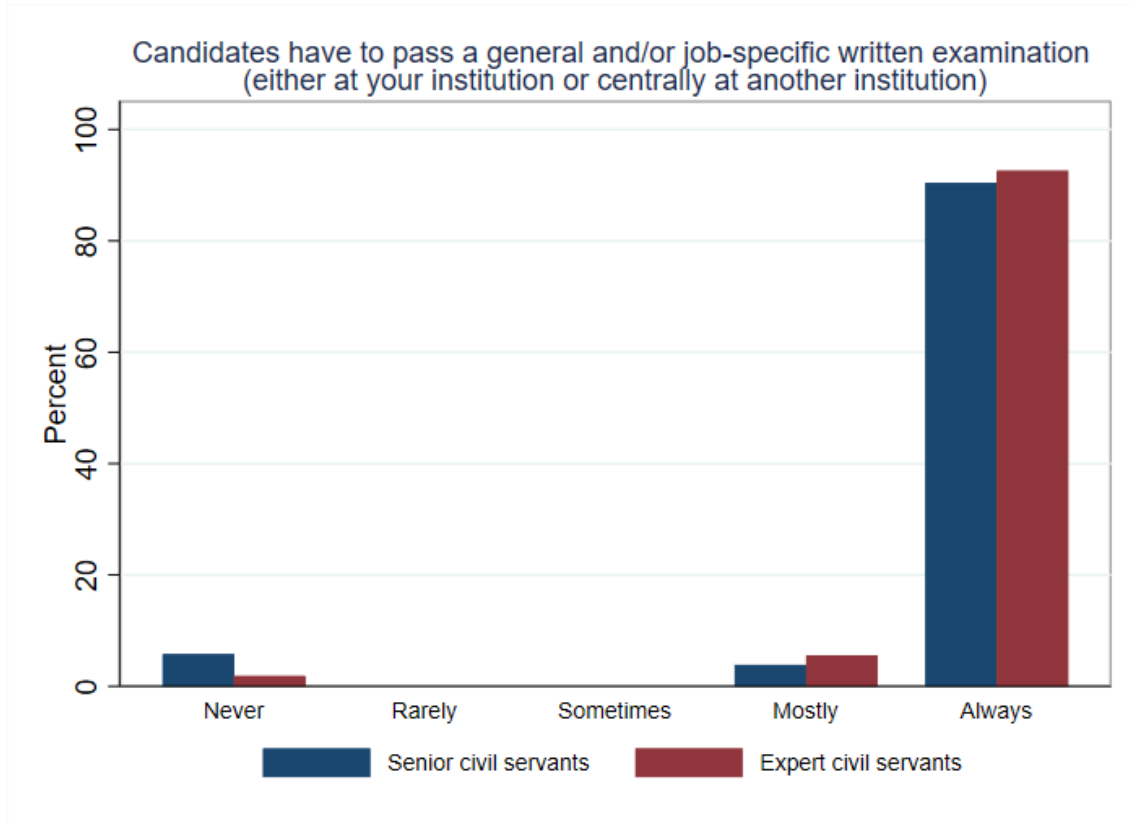




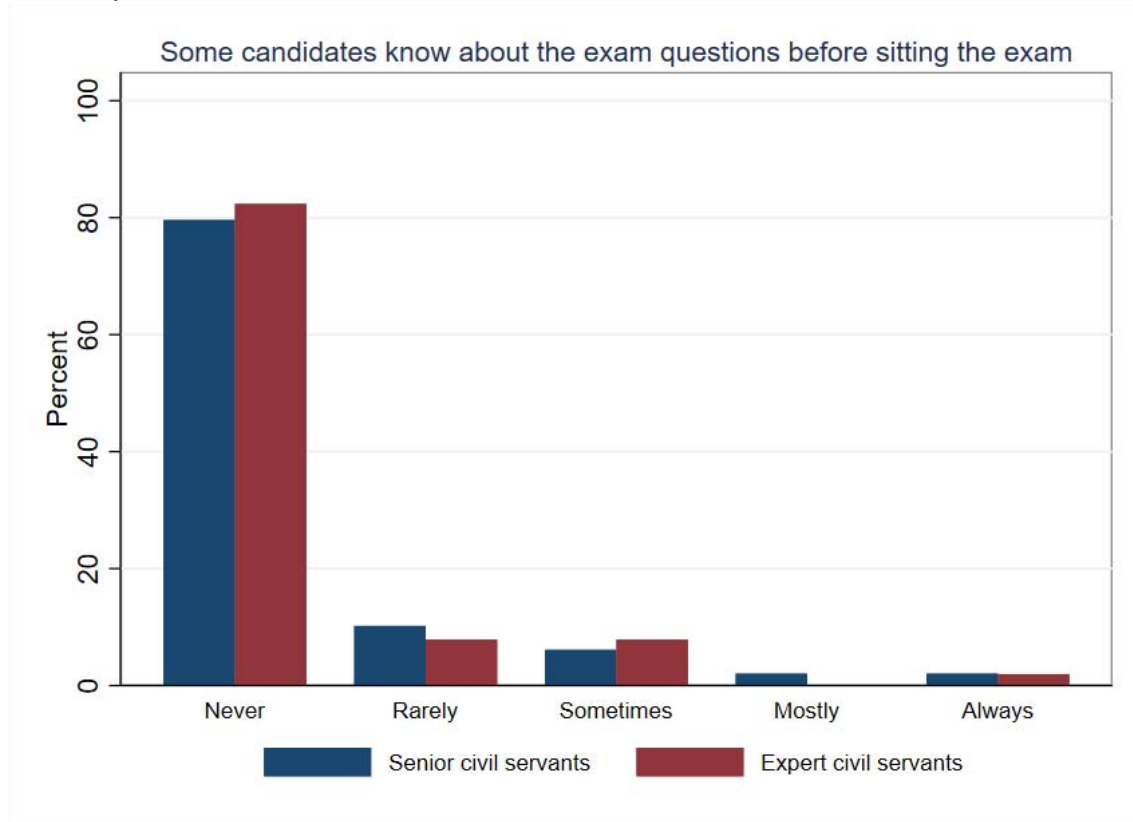
## Vacant positions external advertisement



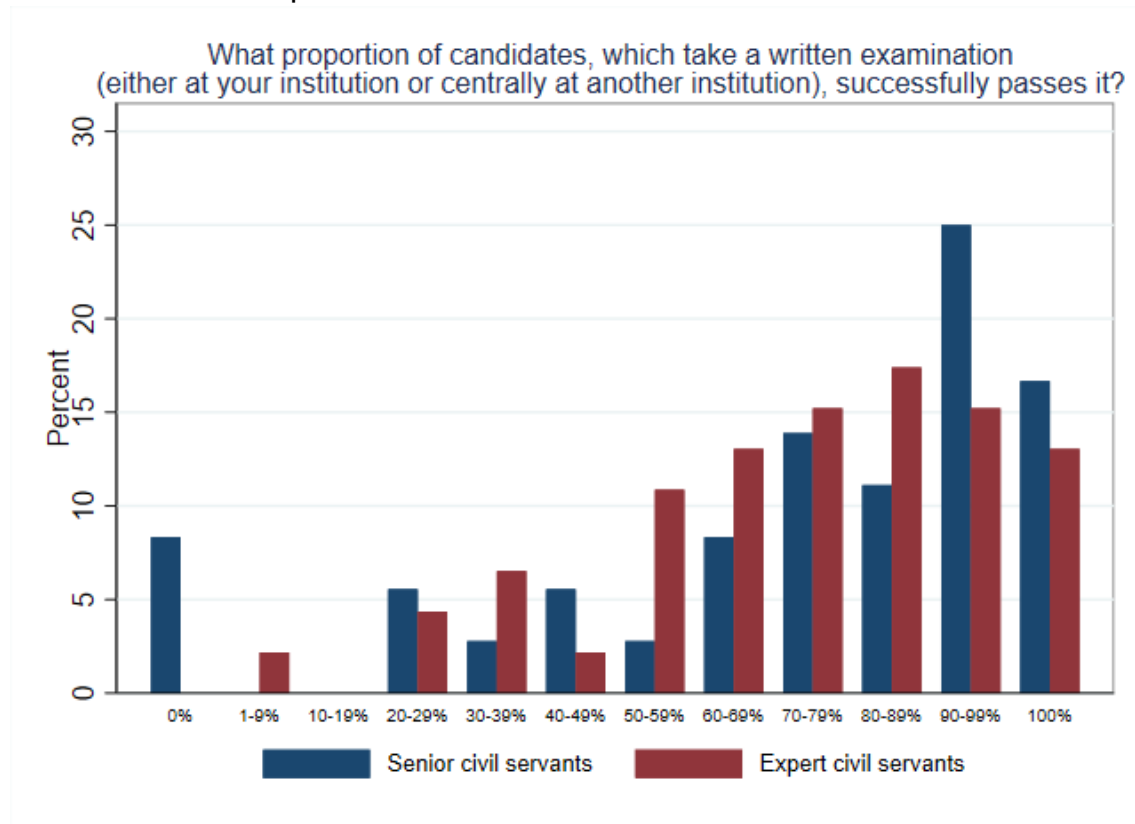
## Written exams



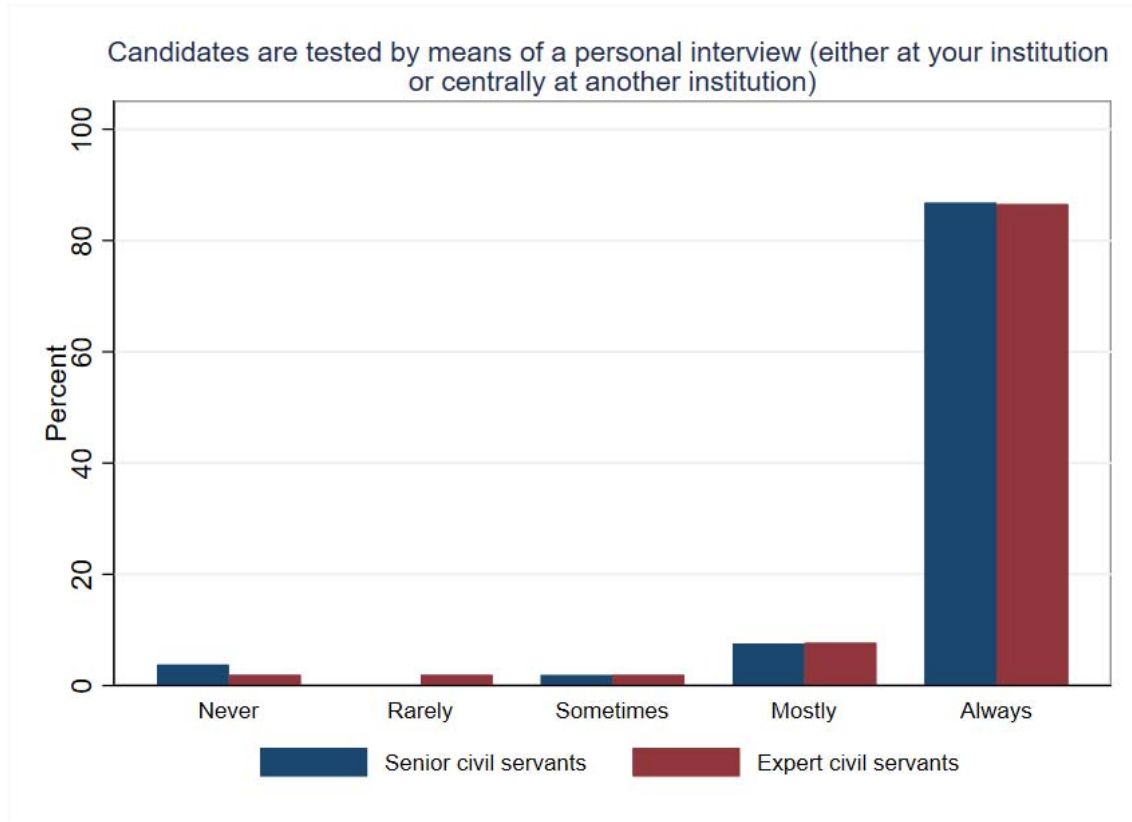
## Exam questions known in advance



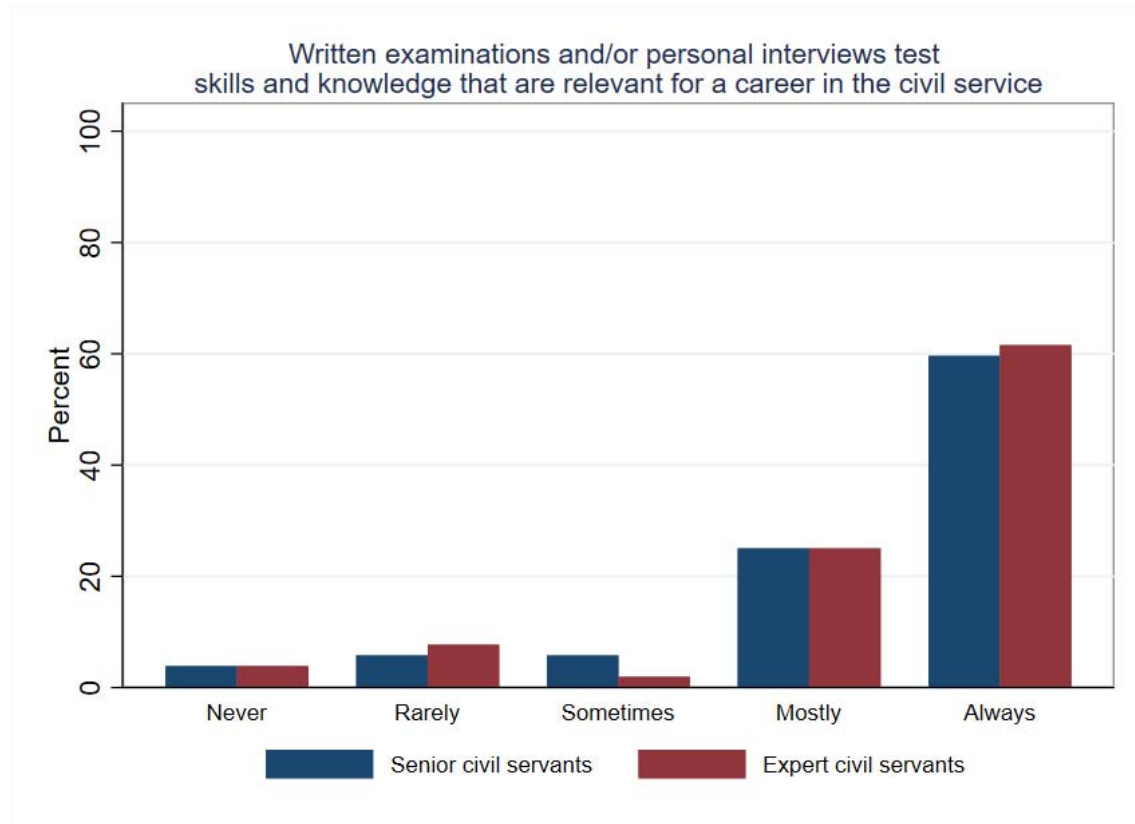
## The ratio of exams passed



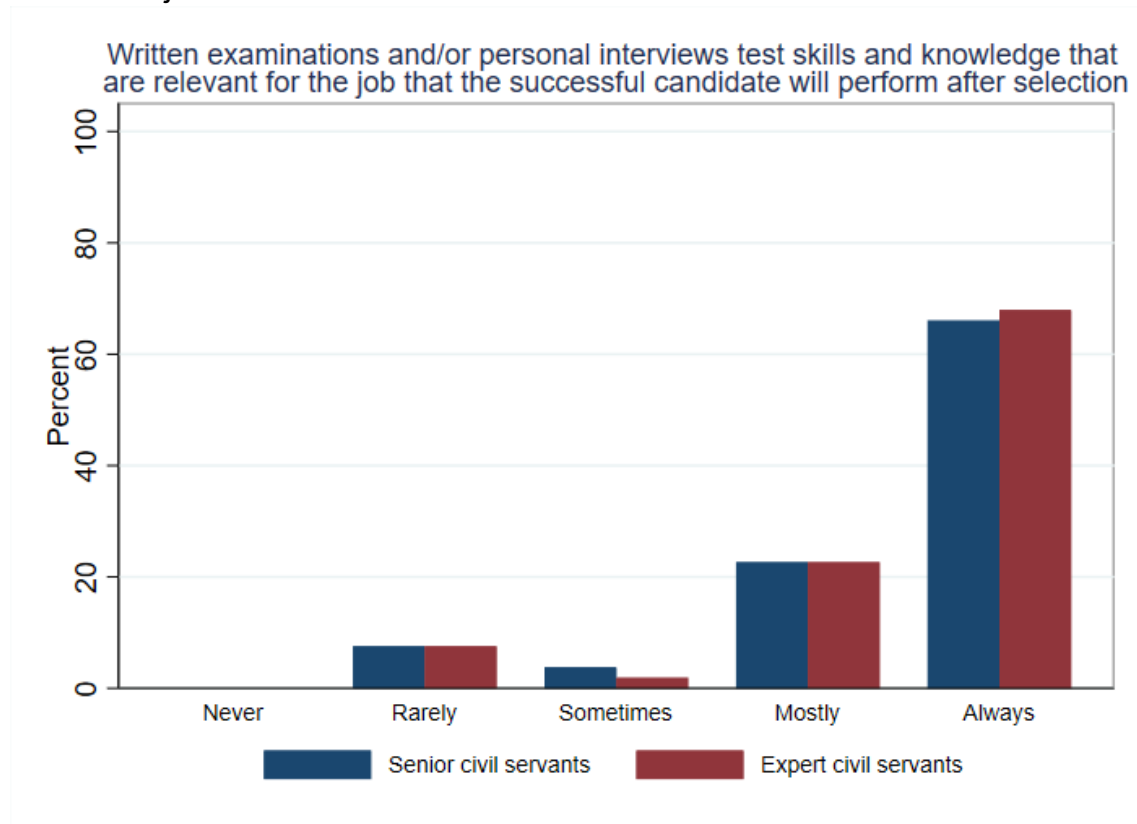
## Personal interviews



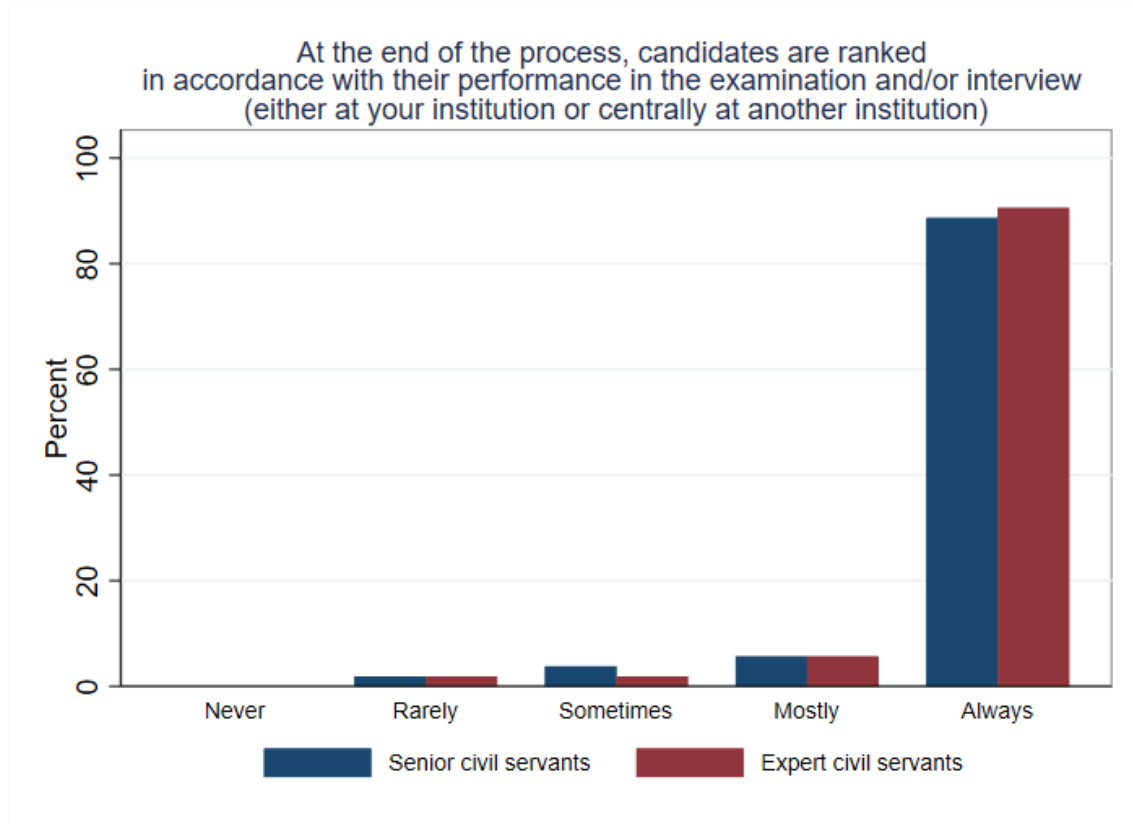
## Exam test skills for a civil service career



## Exam test job skills

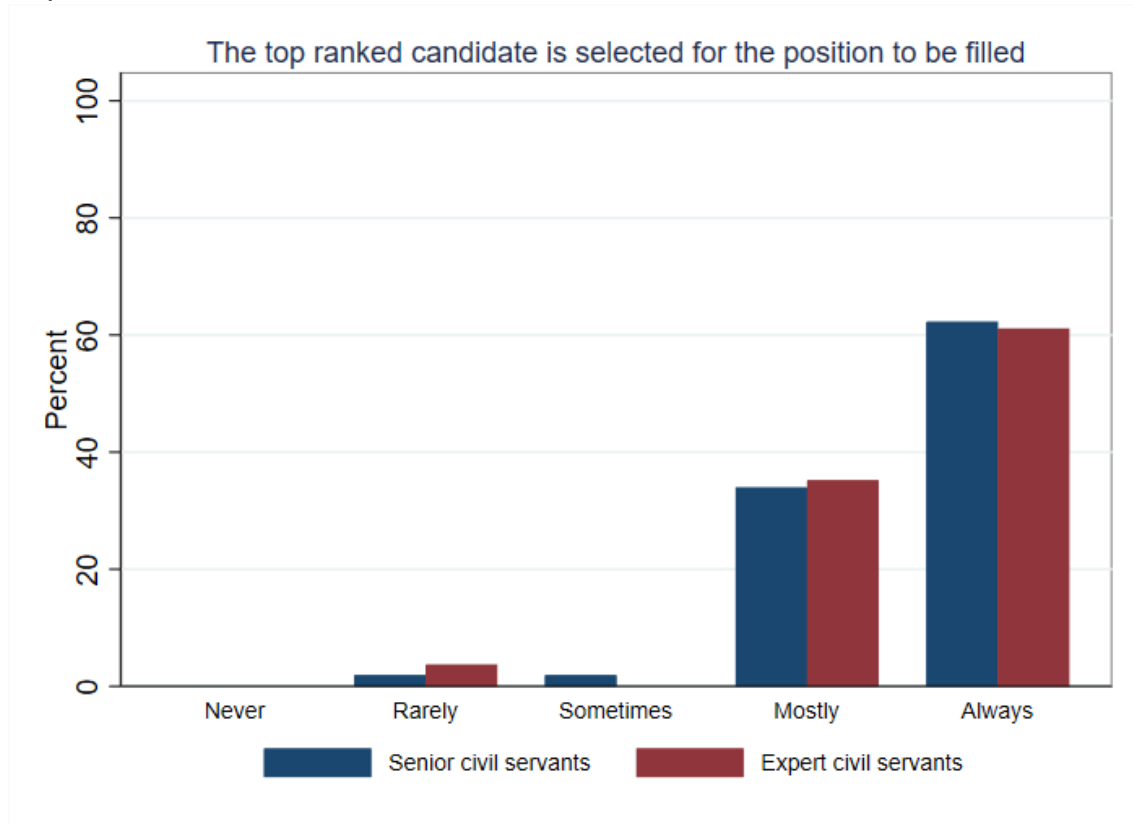


## Candidates ranked

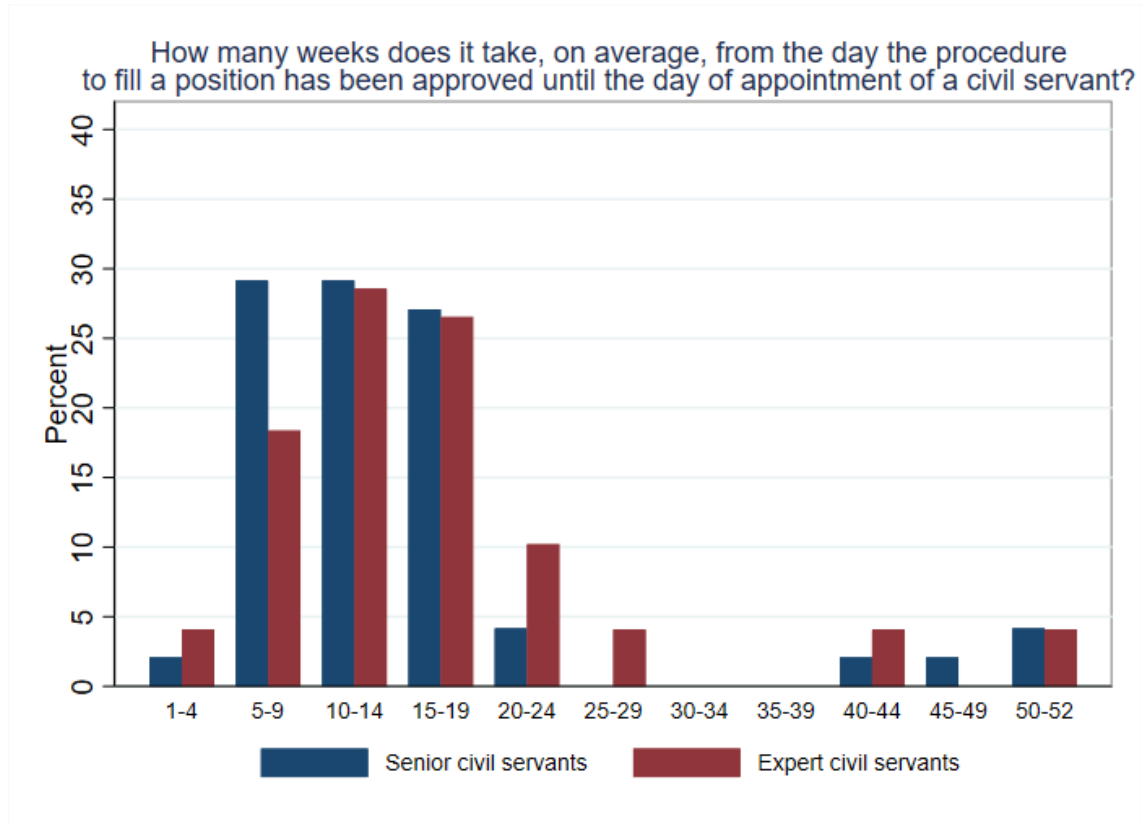




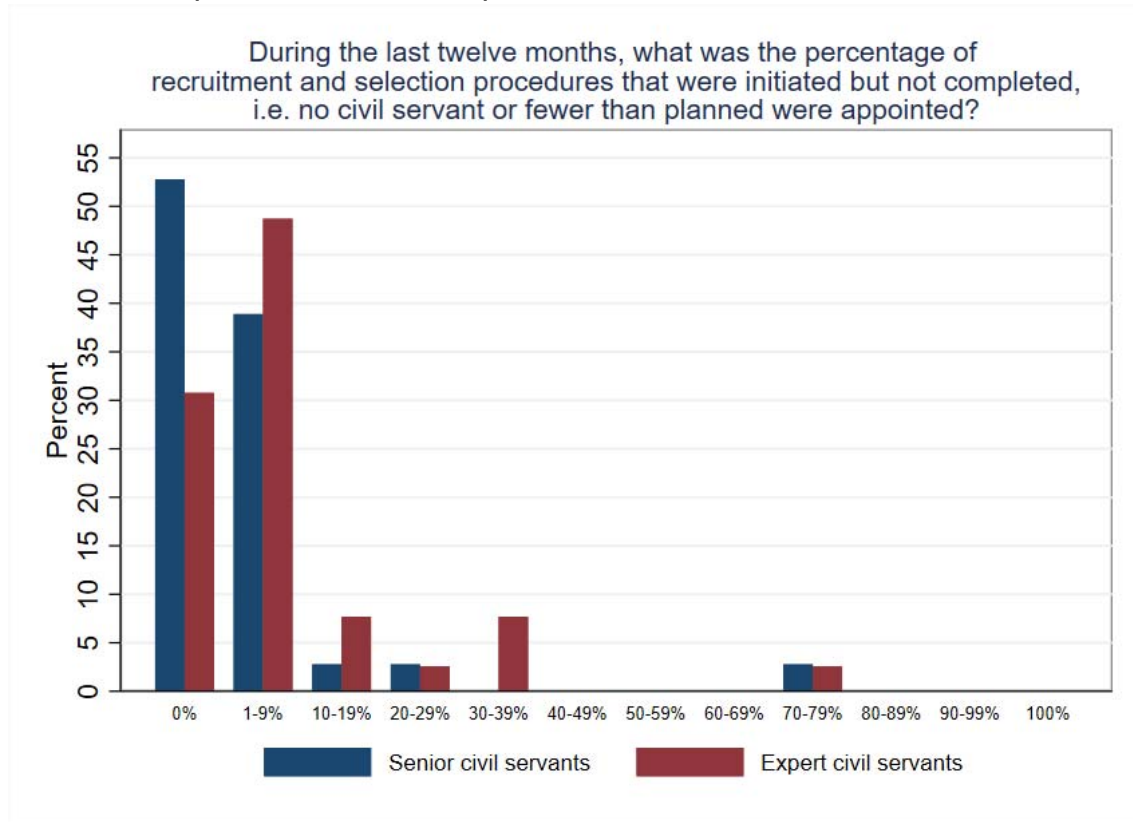
## Top-ranked selected



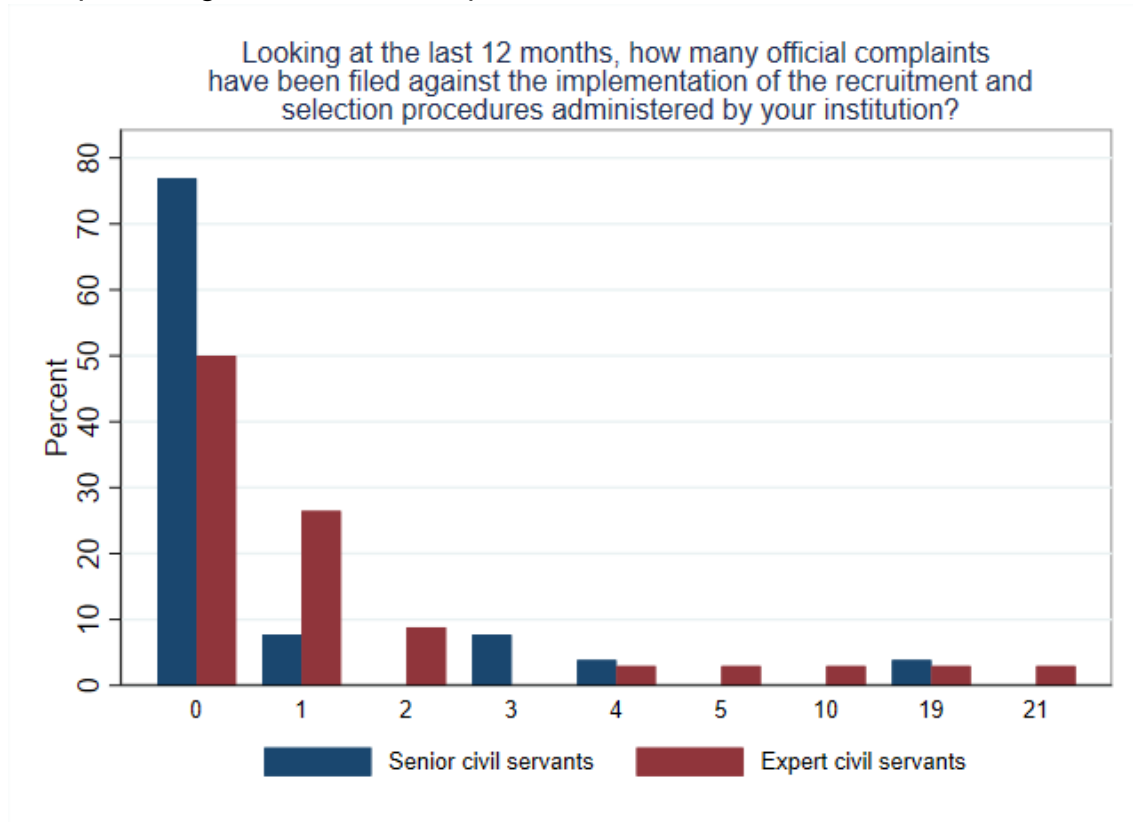
## Time to fill vacancies



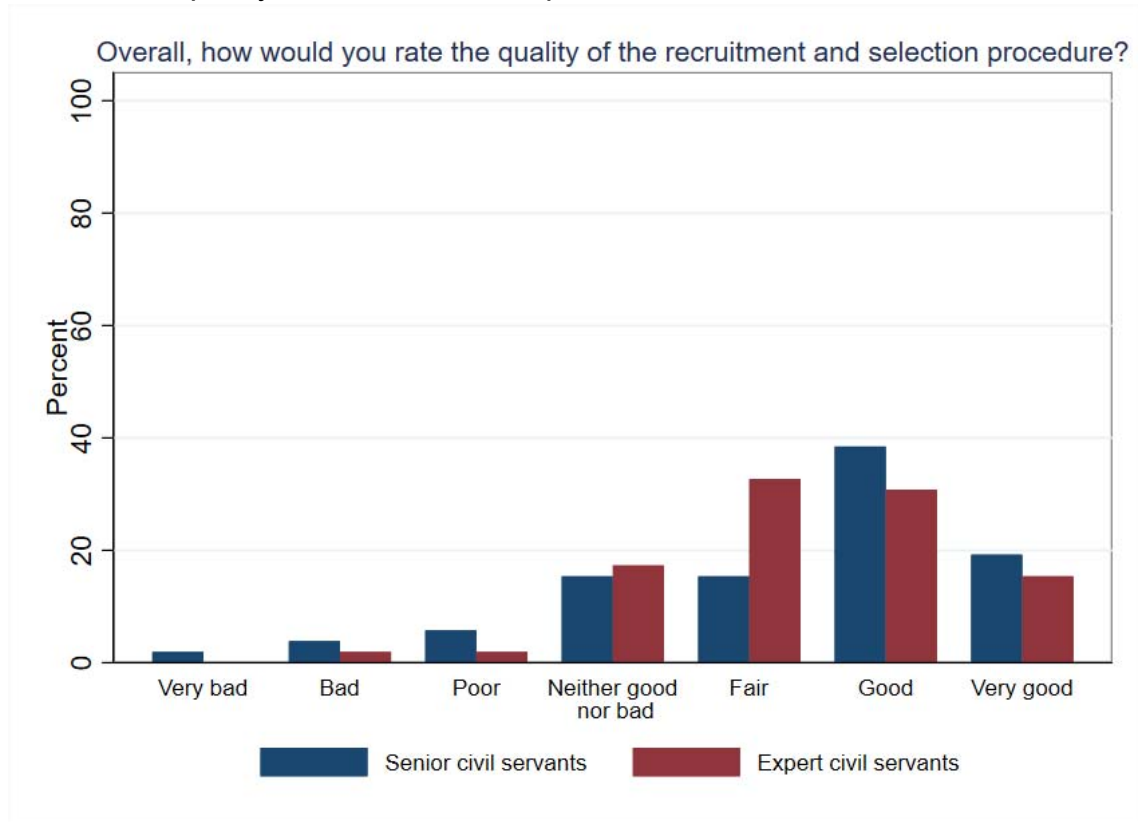
## Recruitment procedures not completed



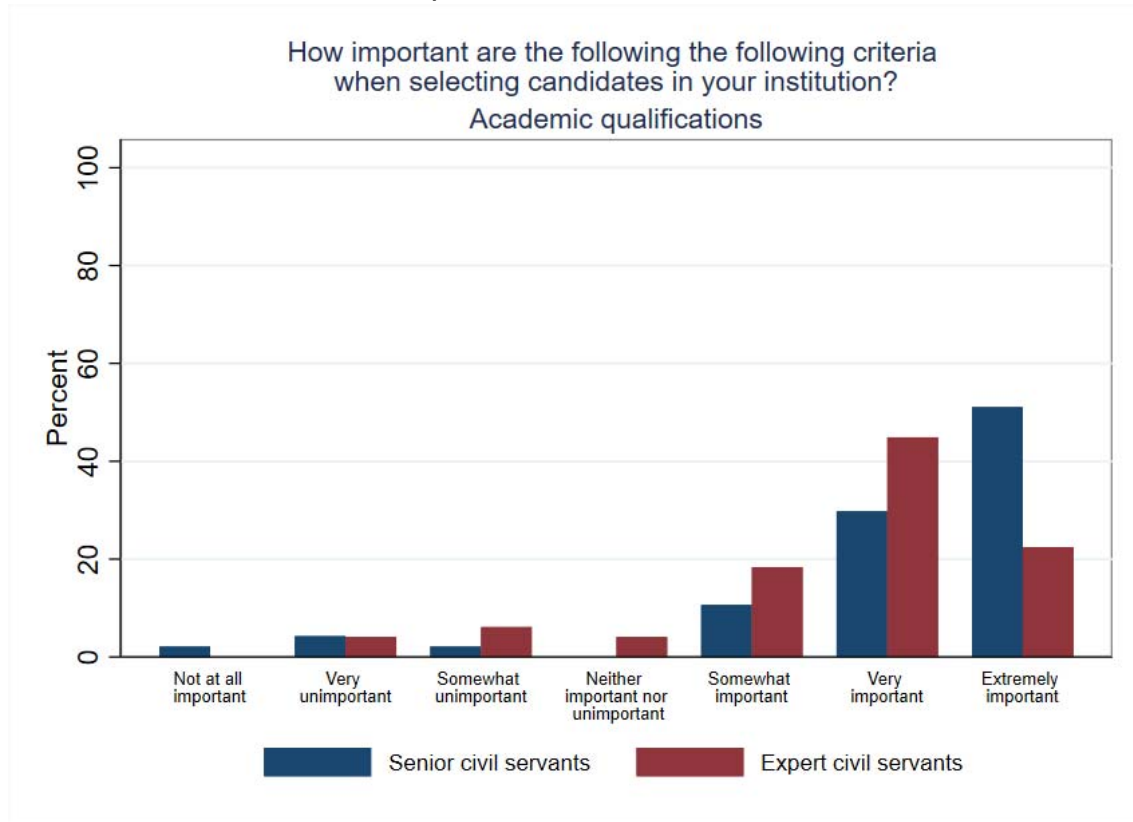
## Complaints against recruitment procedures



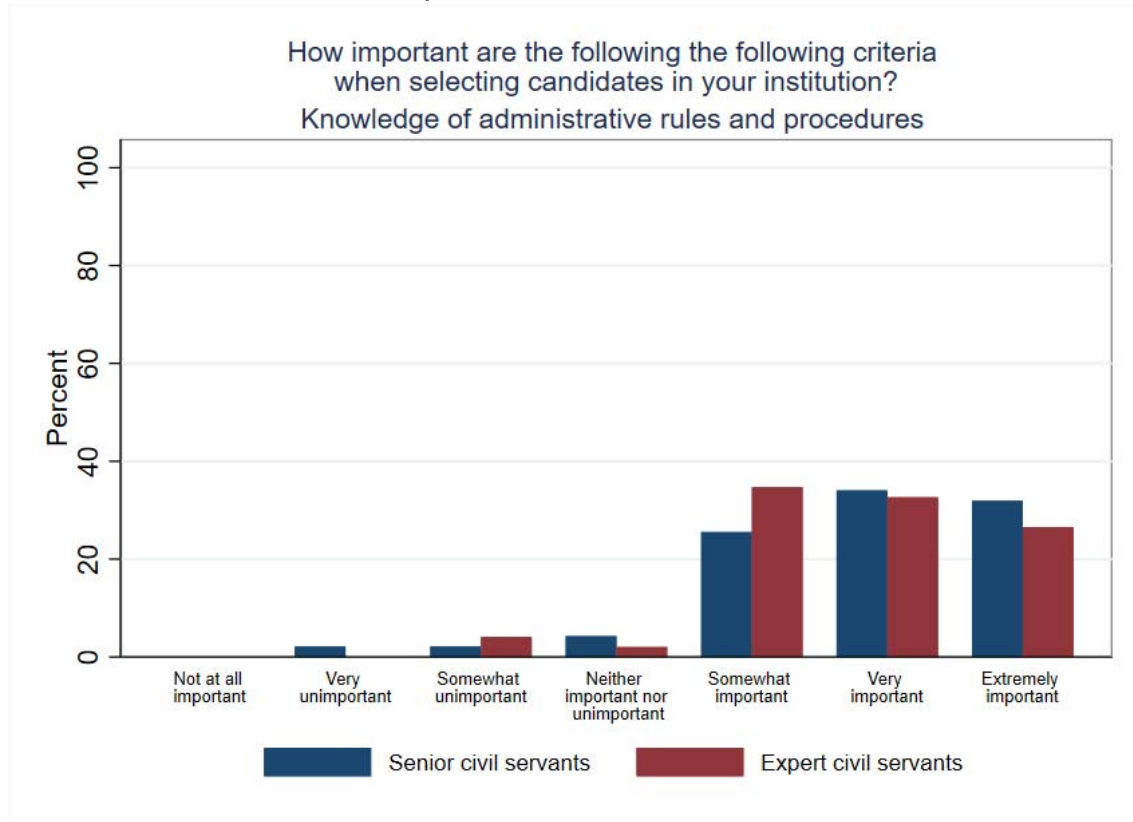
## The overall quality of the recruitment procedure



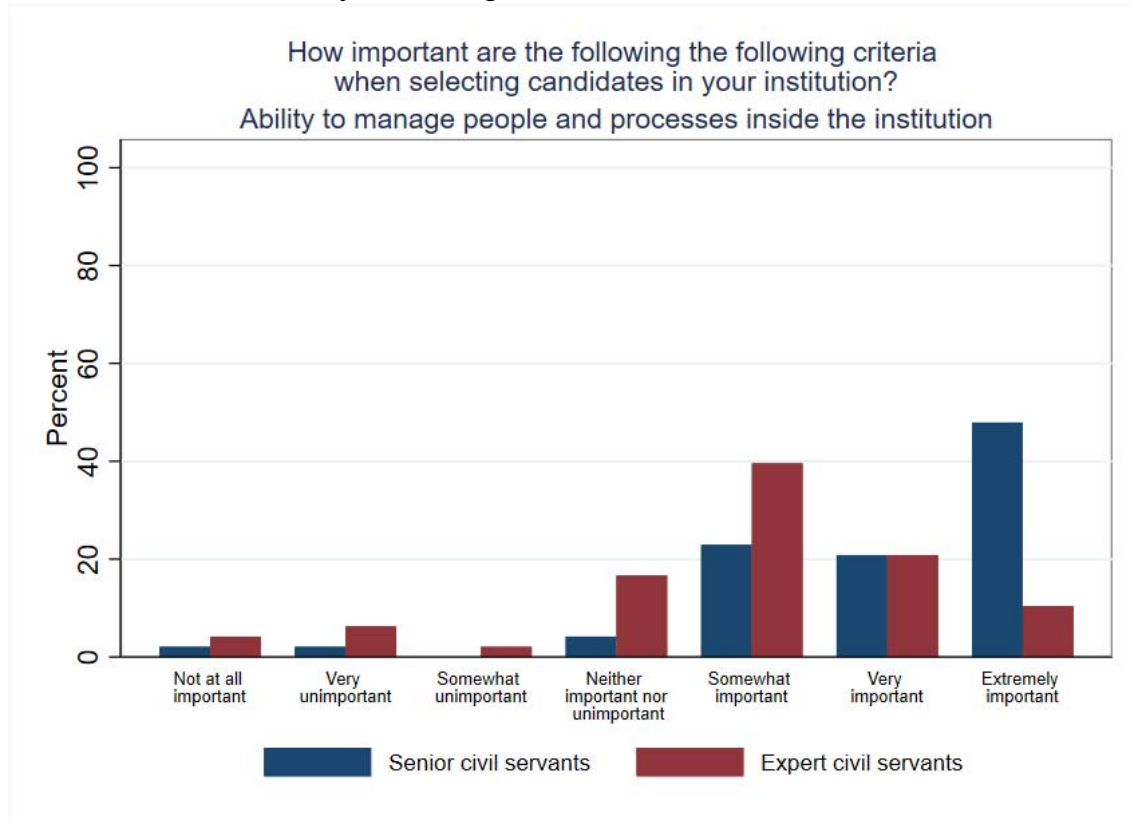
## Selection criteria: Academic qualifications



## Selection criteria: Rules and procedures

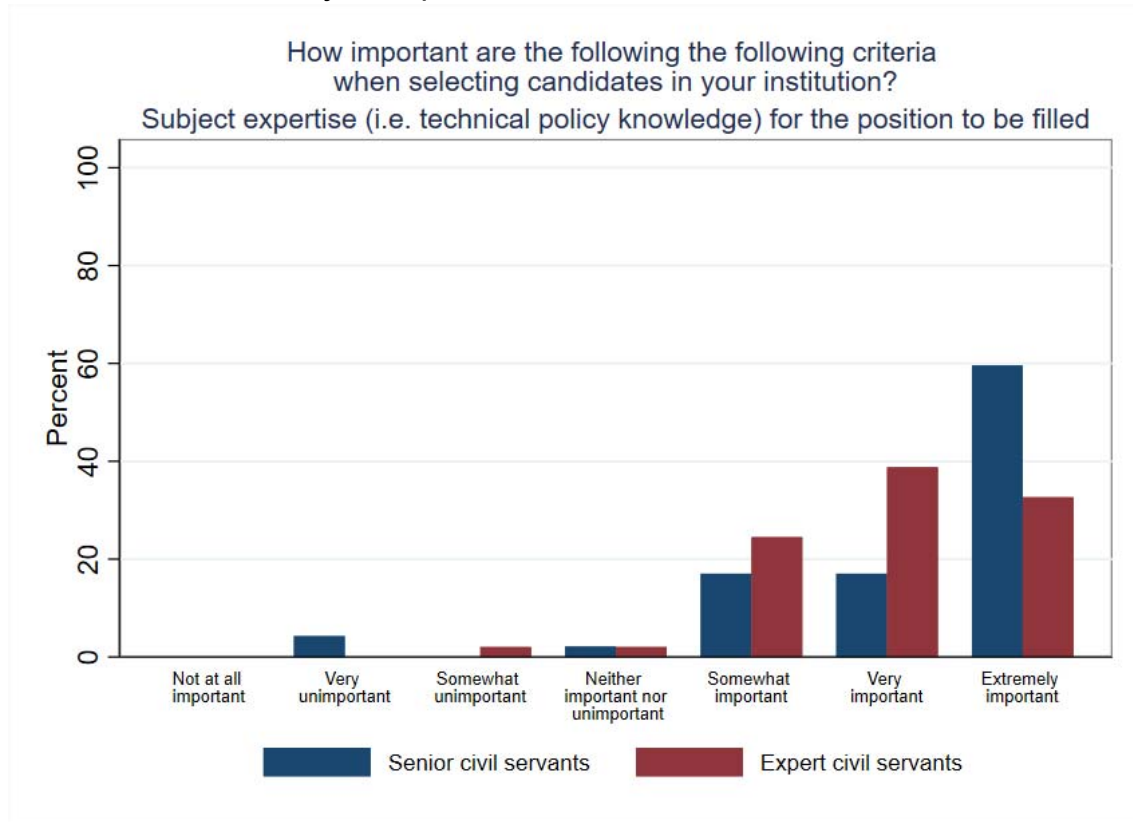


## Selection criteria: Ability to manage

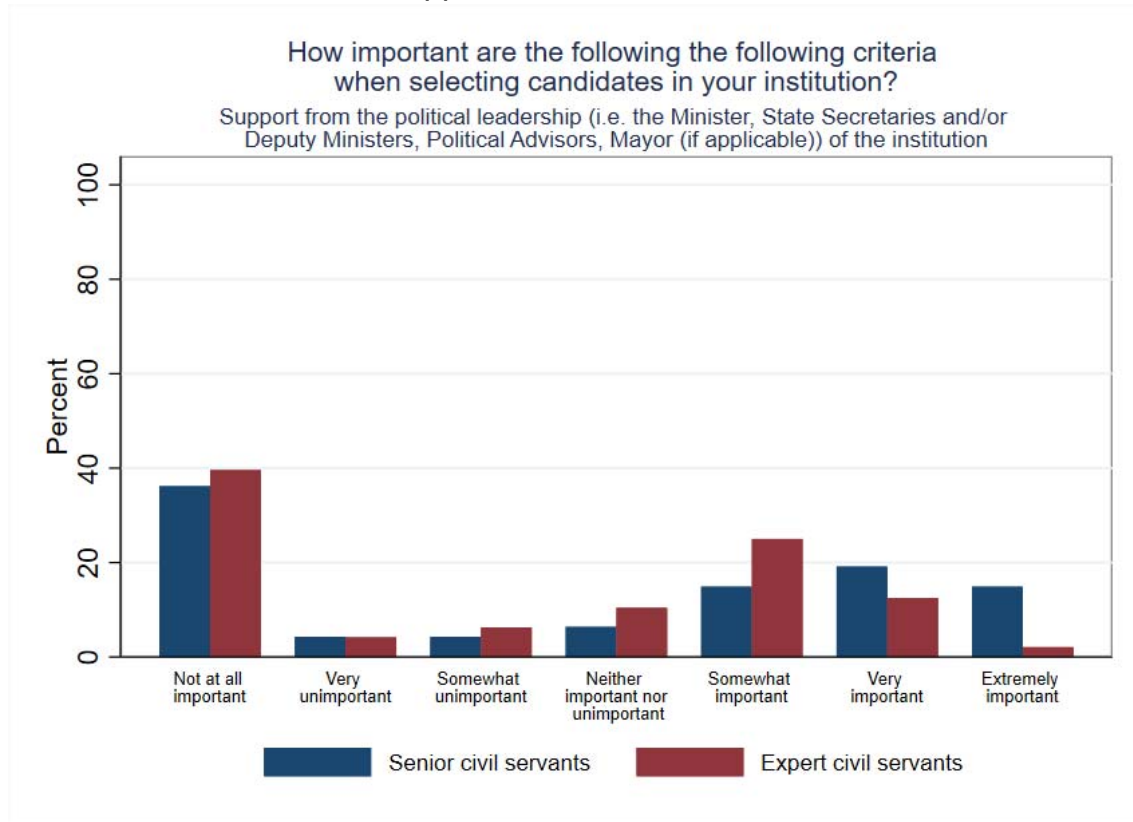




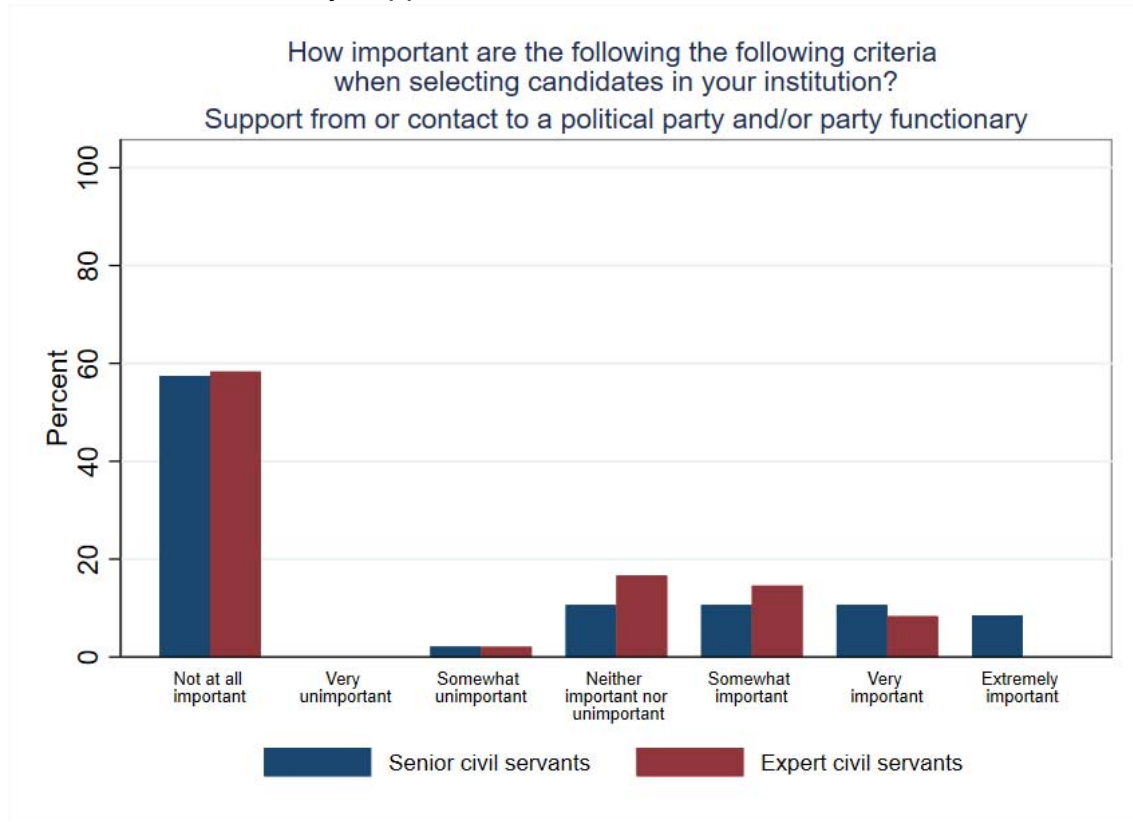
## Selection criteria: Subject expertise



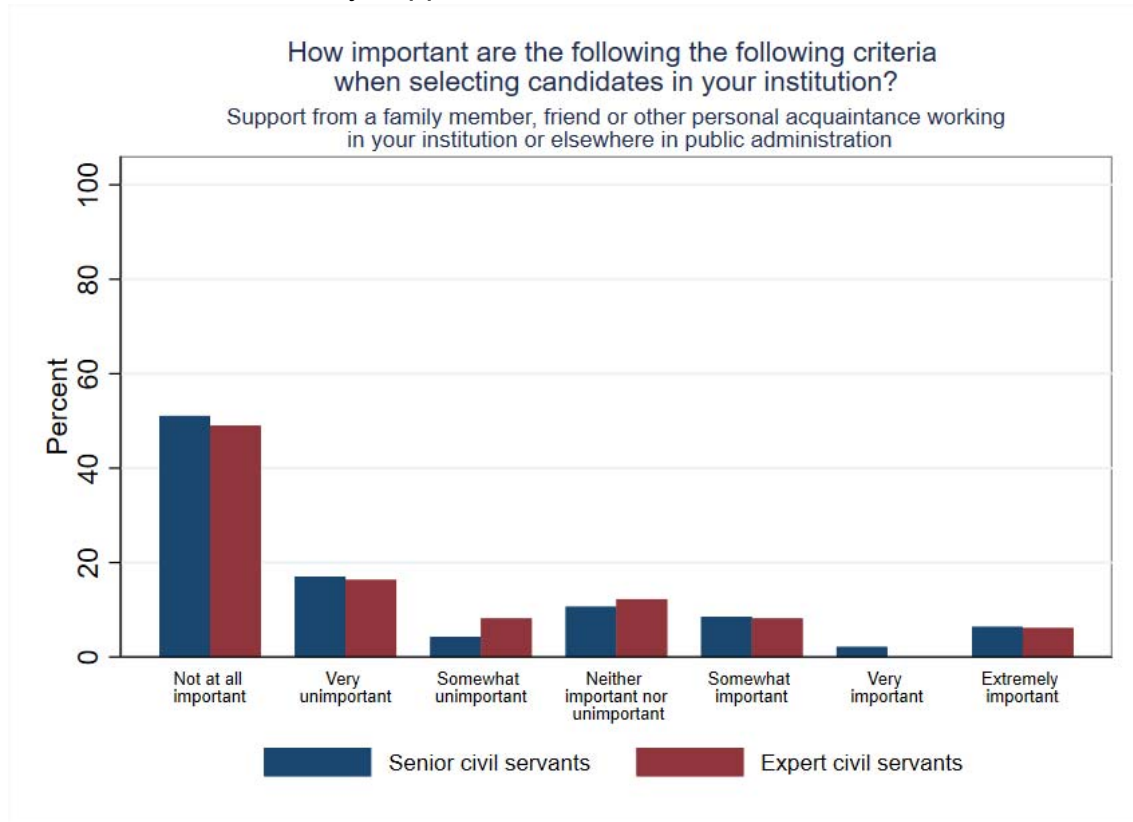
## Selection criteria: Political support



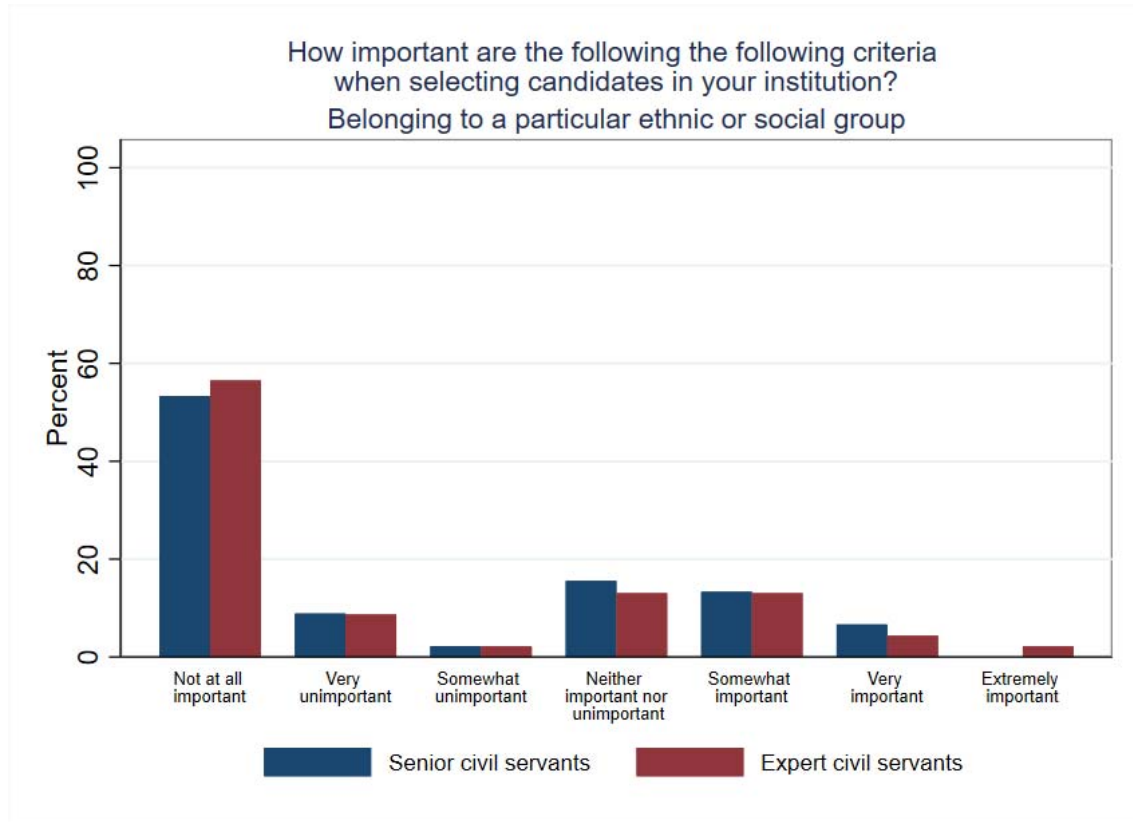
## Selection criteria: Party support



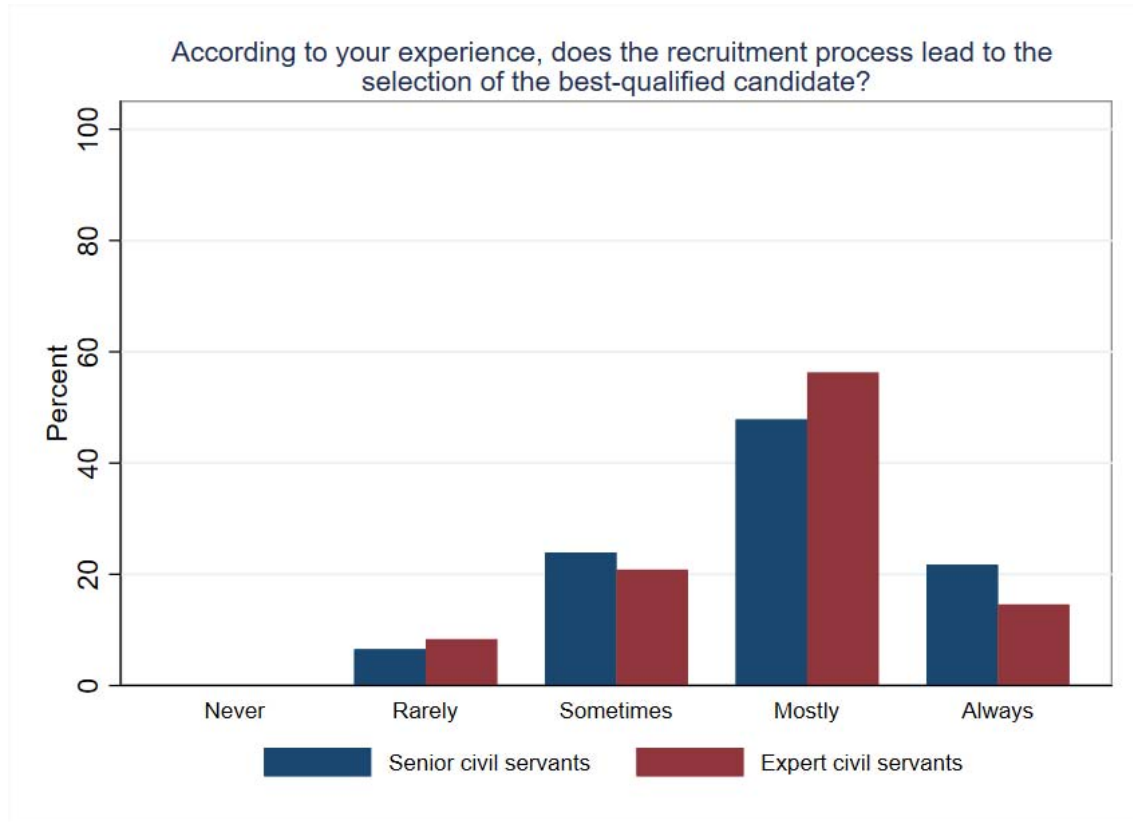
## Selection criteria: Family support



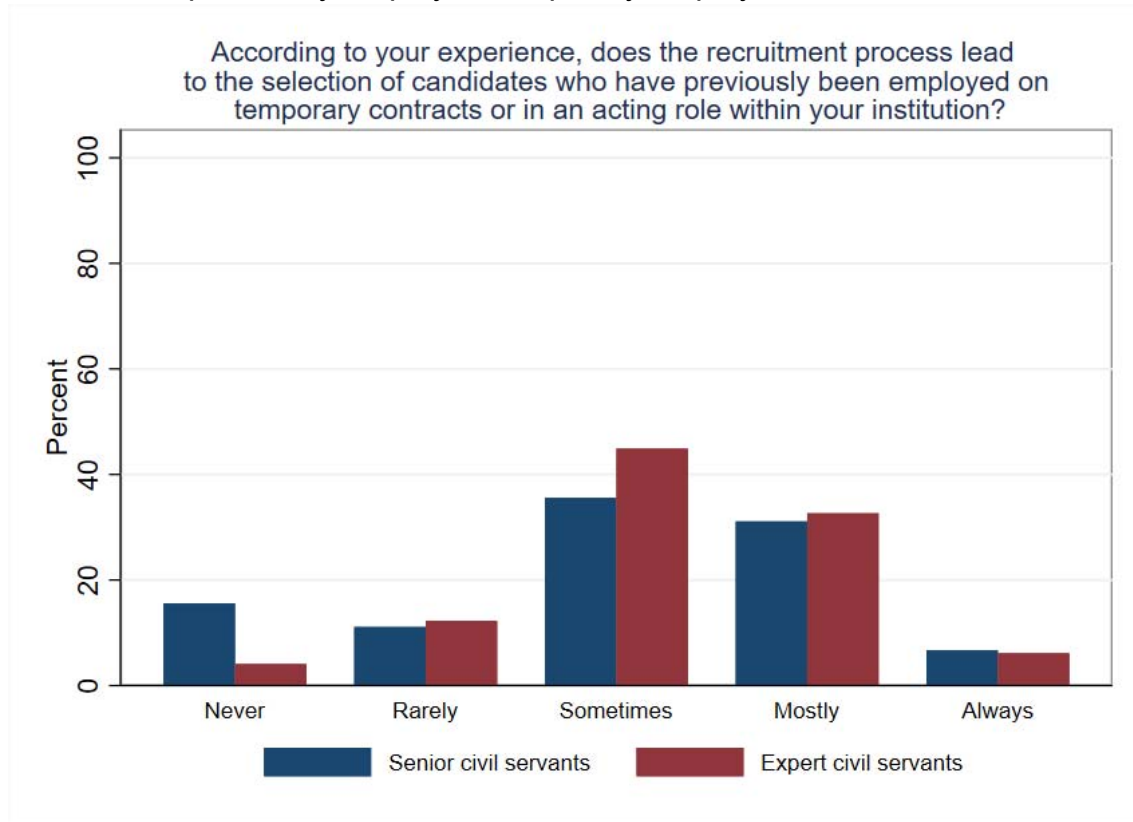
Selection criteria: Ethnic social



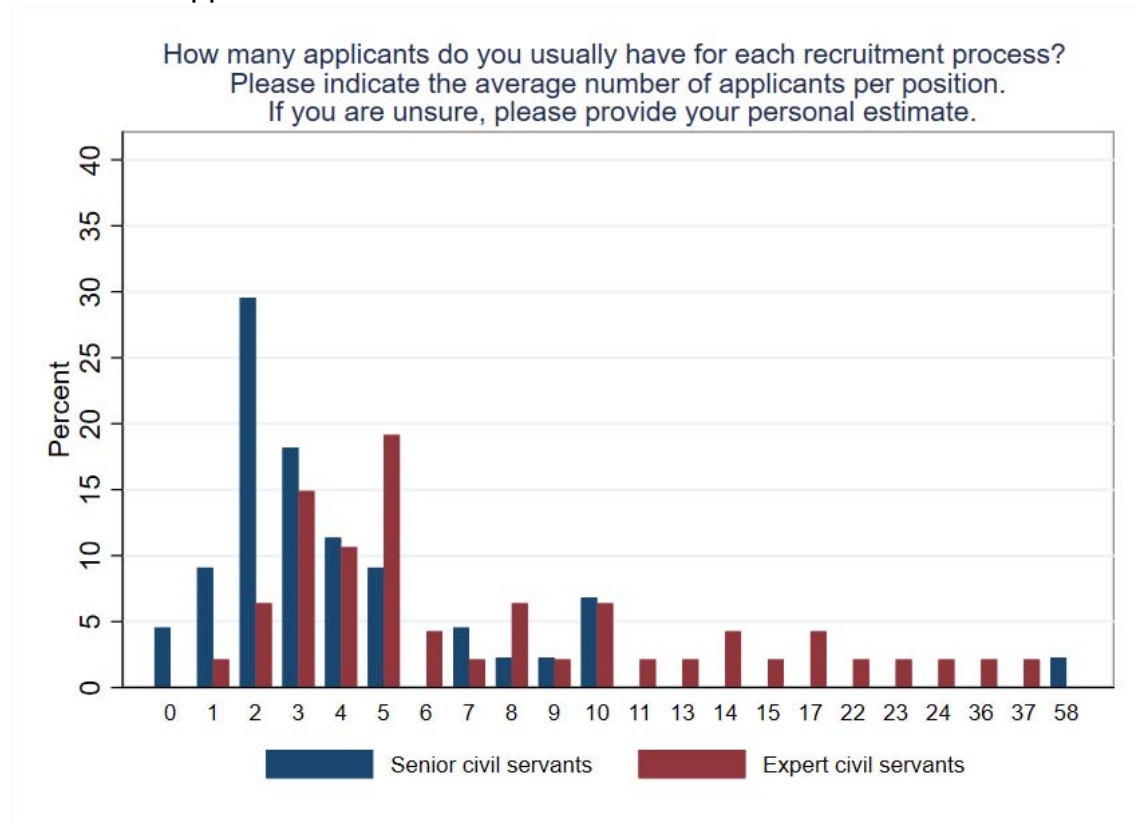
## Selection criteria: Merit



## Selection of previously employed temporary employees

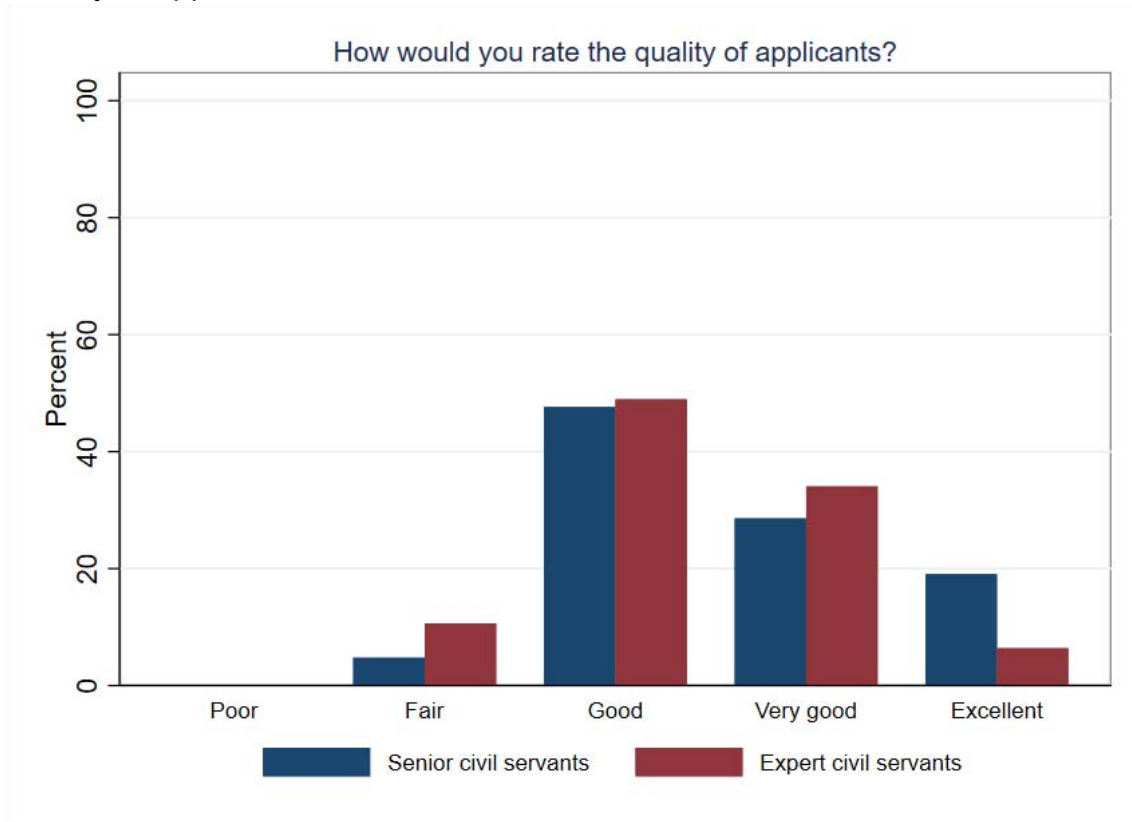


## Number of applicants

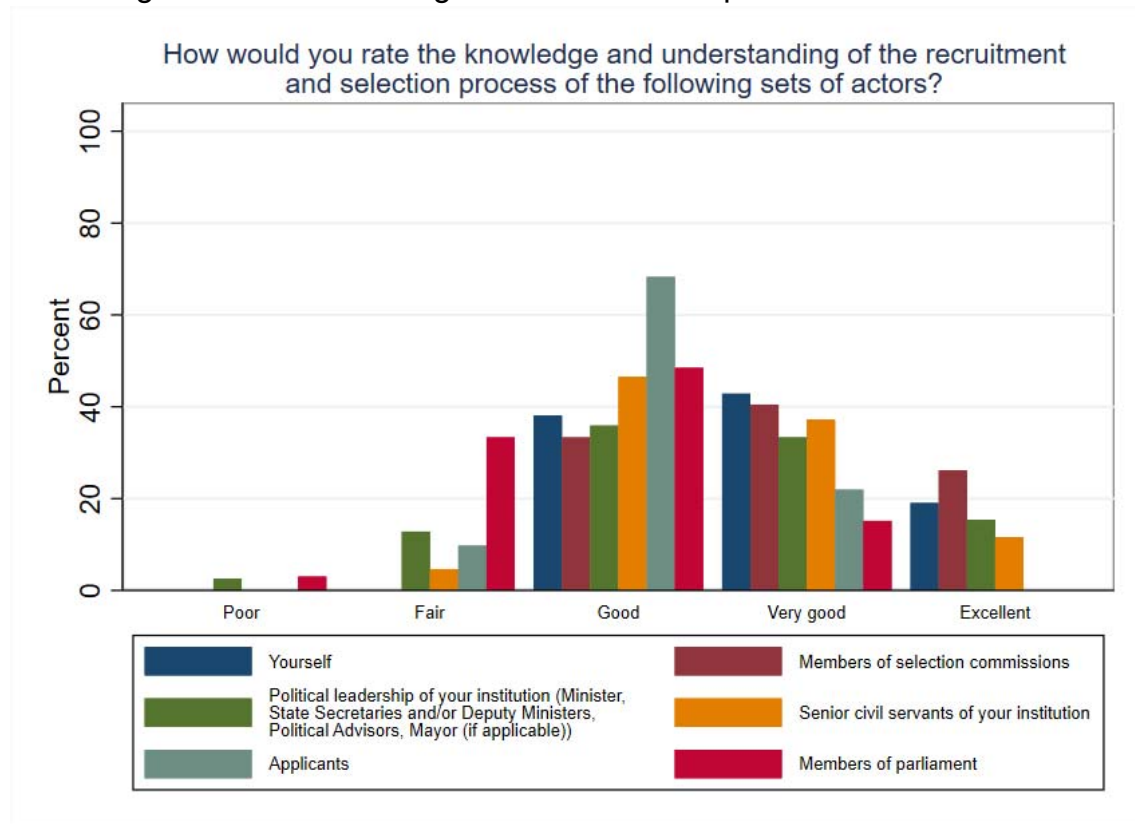




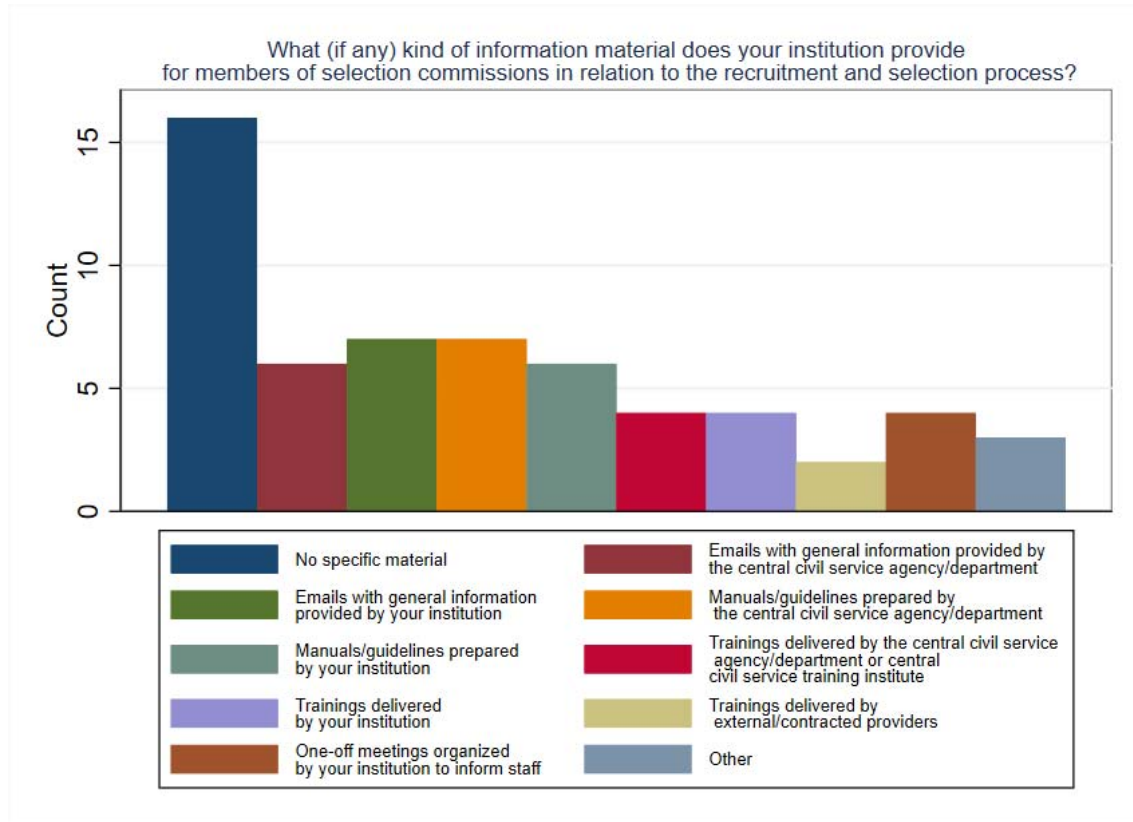
## Quality of applicants



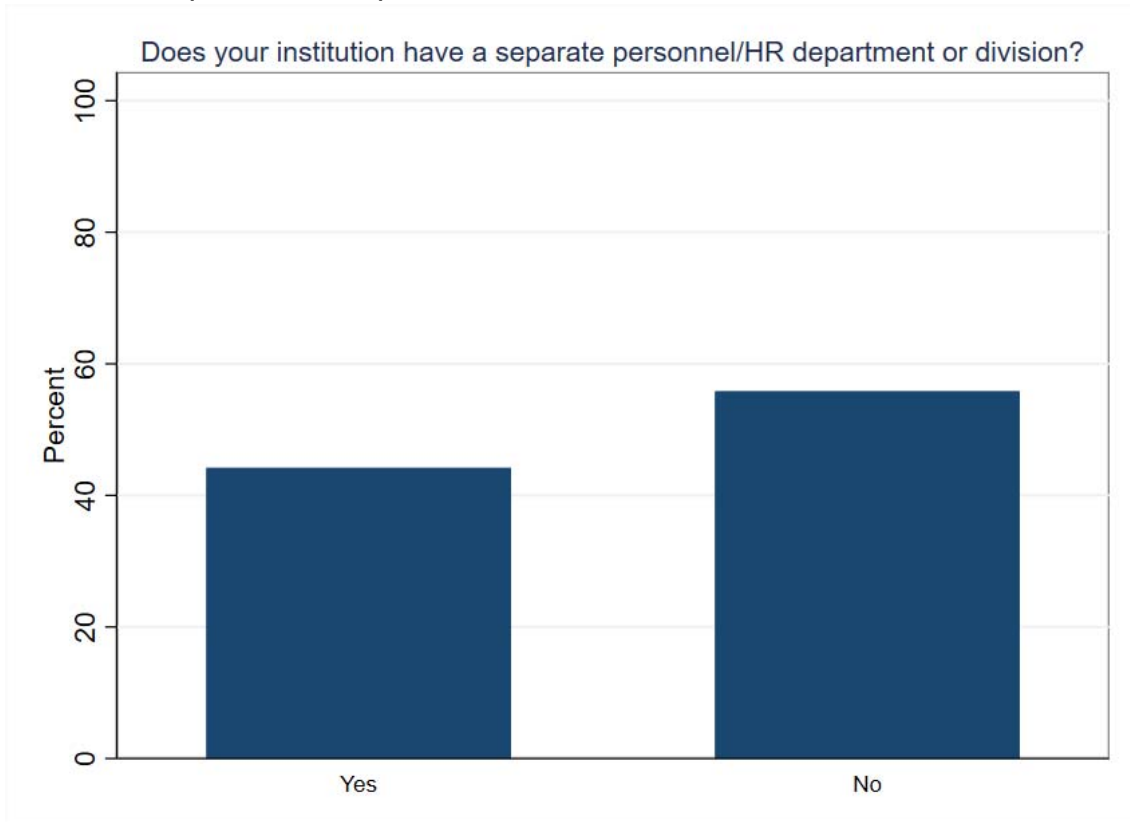
## Knowledge and understanding of the recruitment process



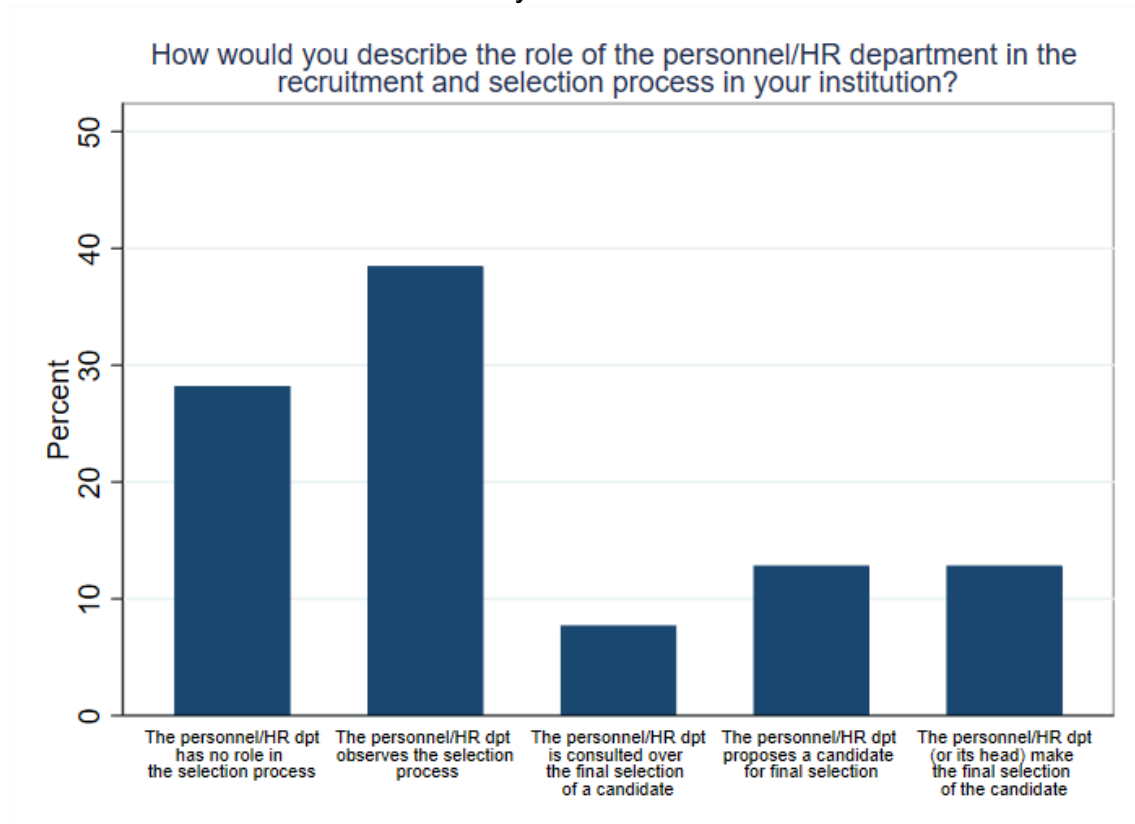
## Material for selection commissions



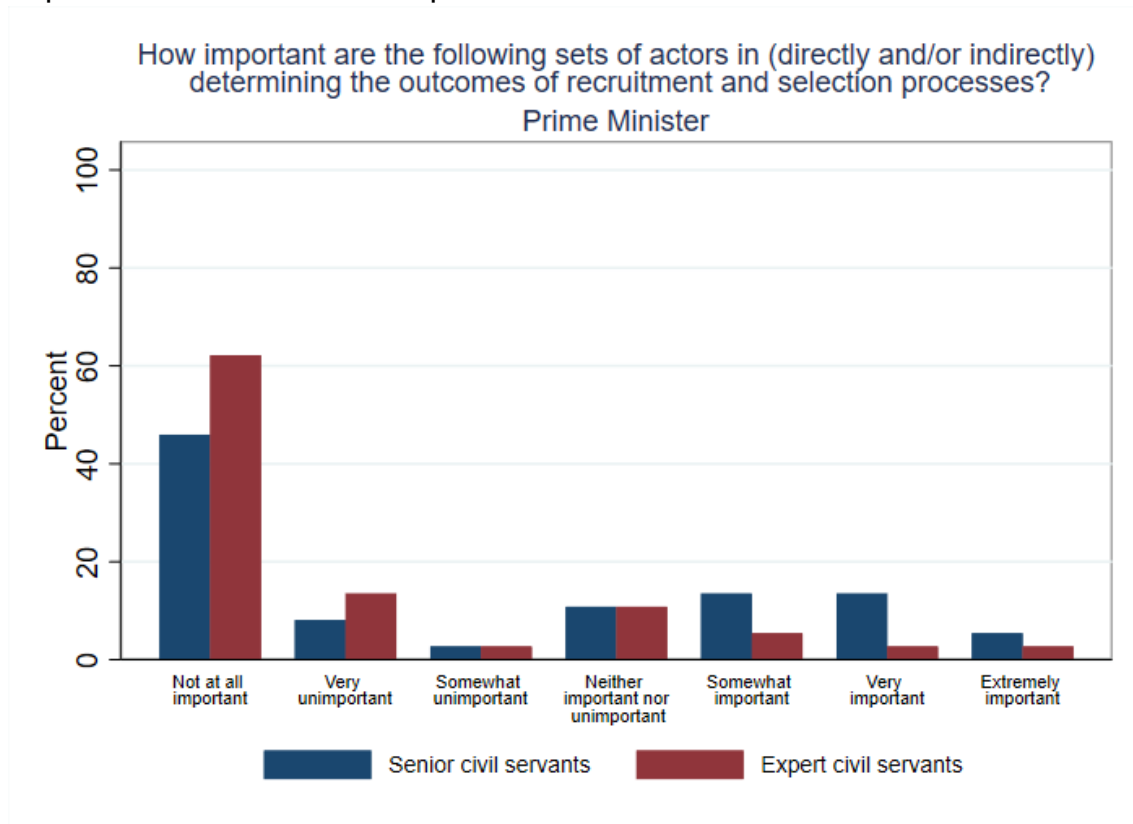
## Presence of personnel department



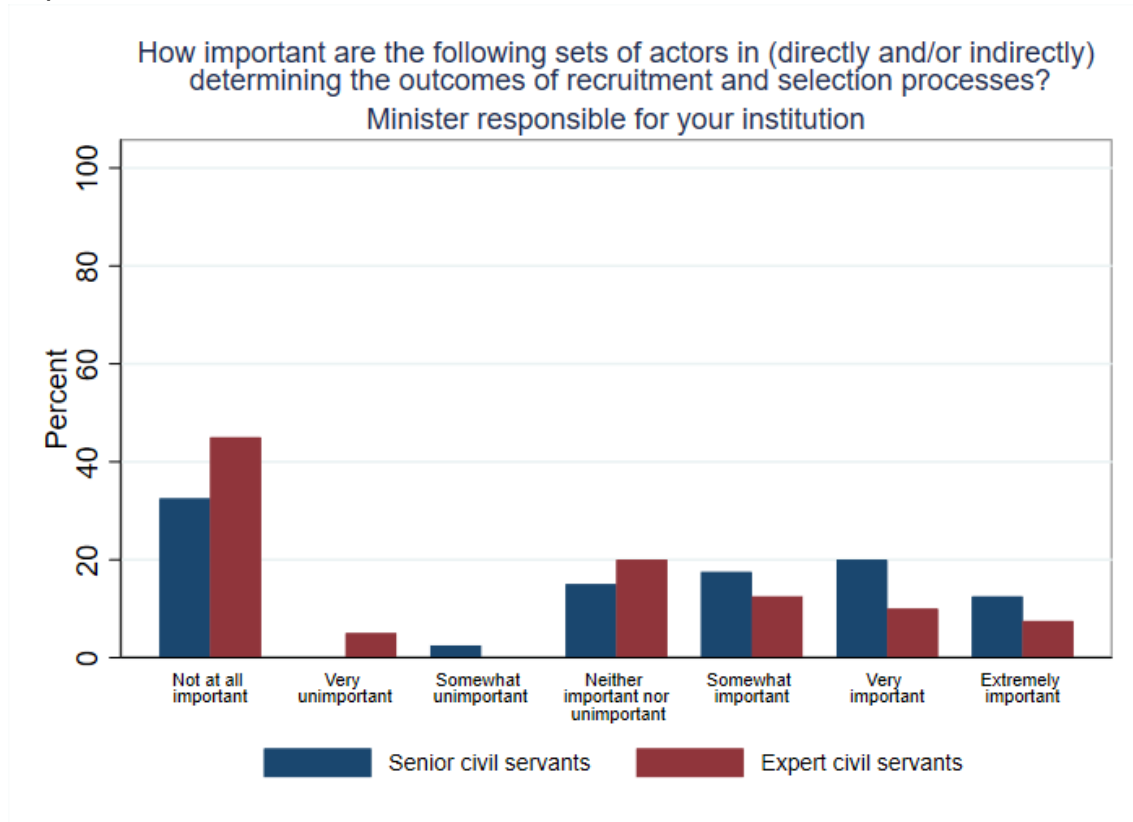
## Role of central civil service authority



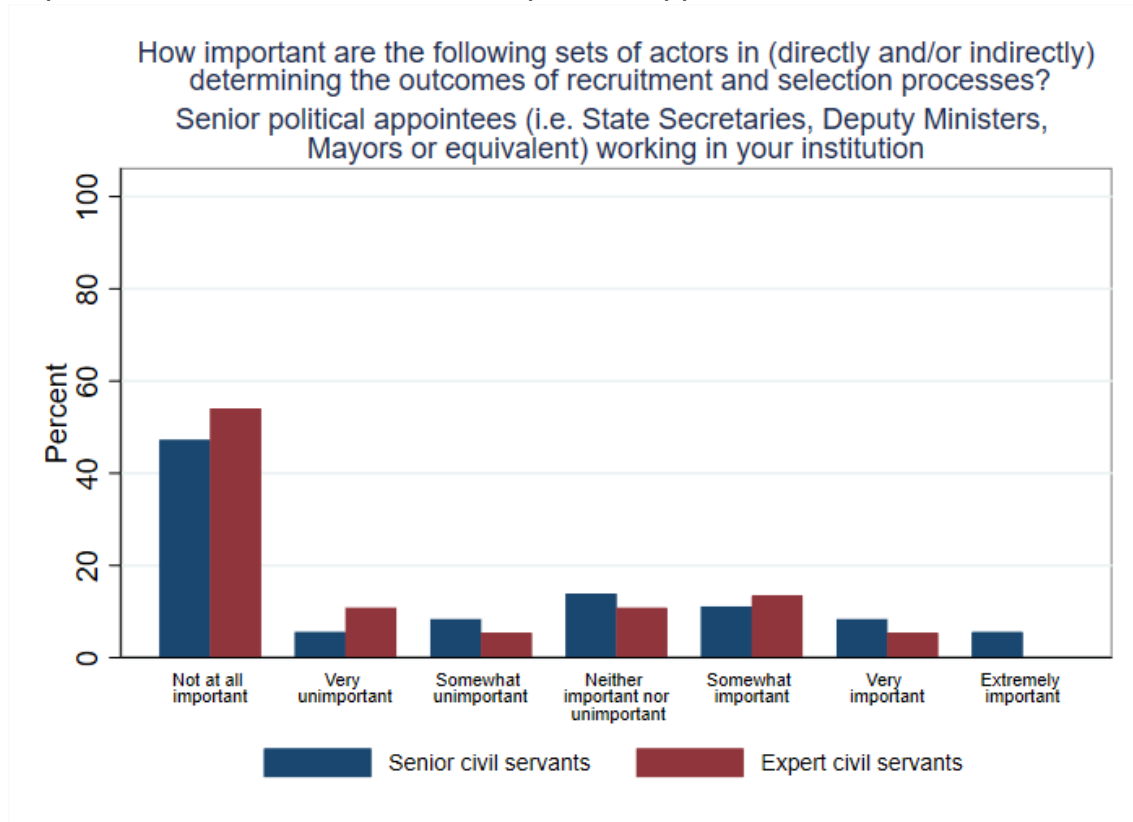
## Importance for selection of a prime minister



## Importance for selection of a minister

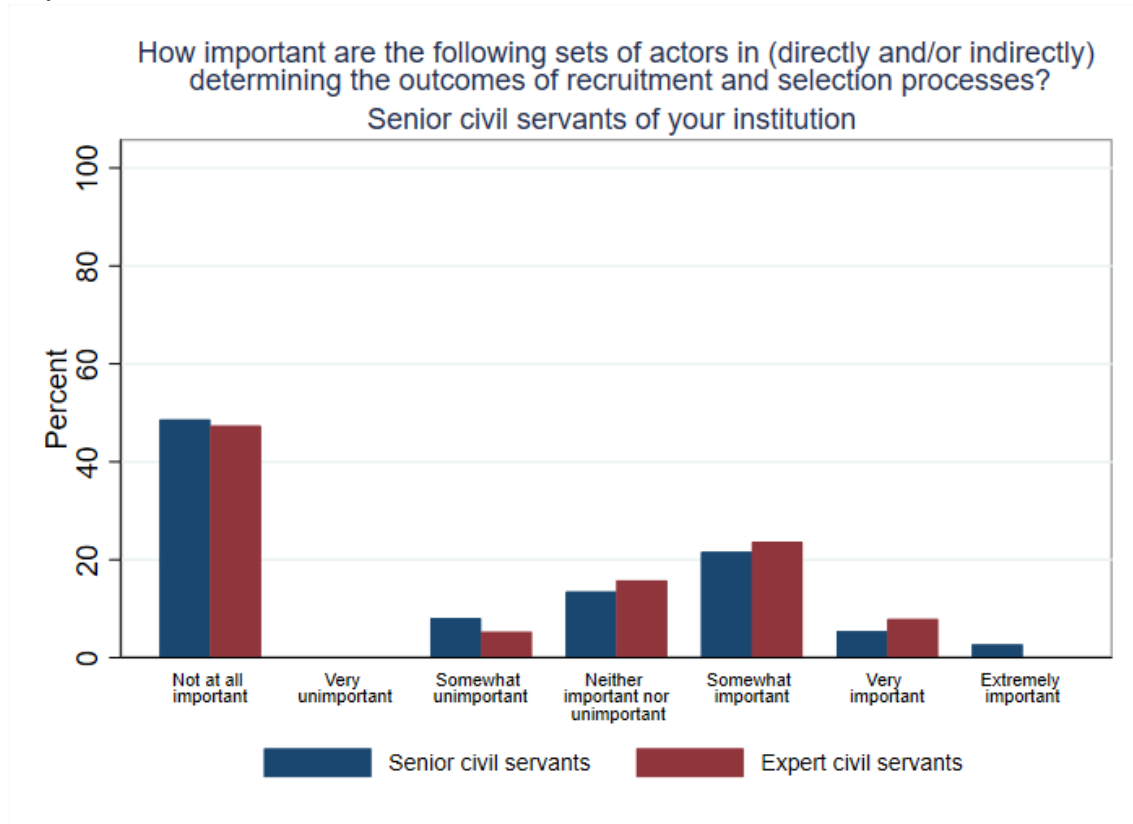


## Importance for selection of a senior political appointee

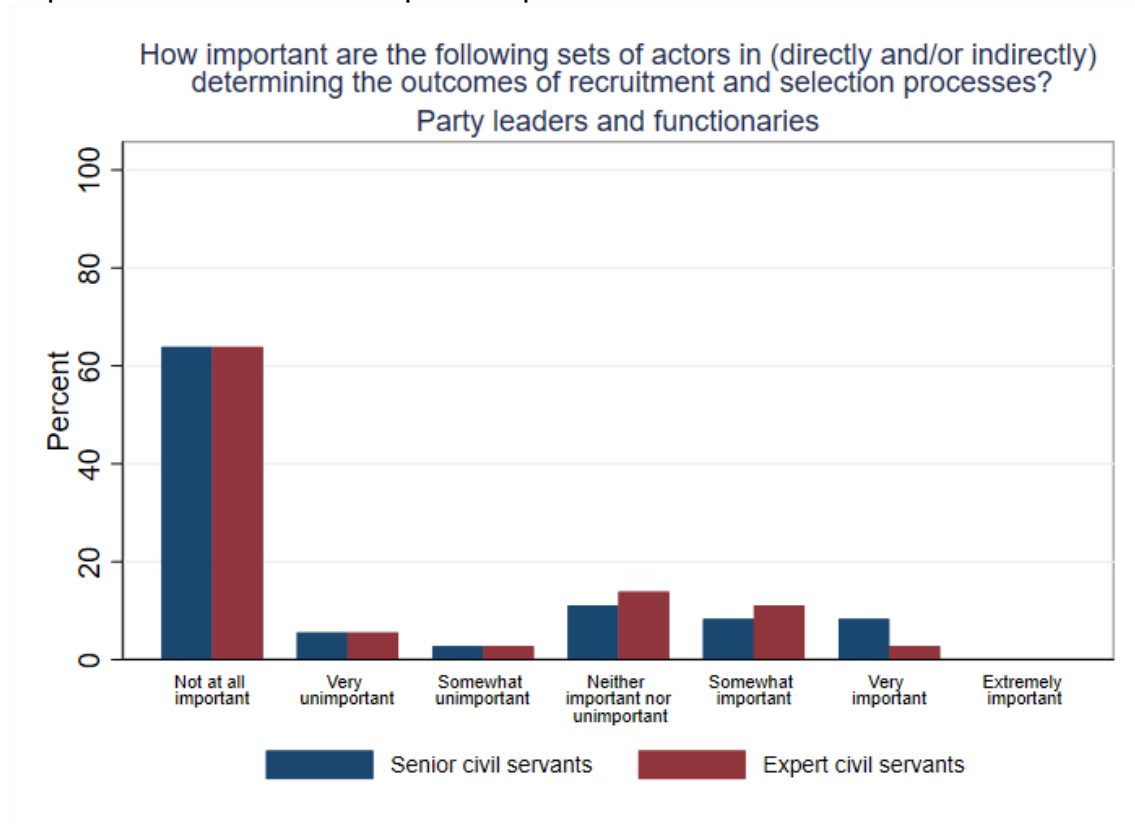




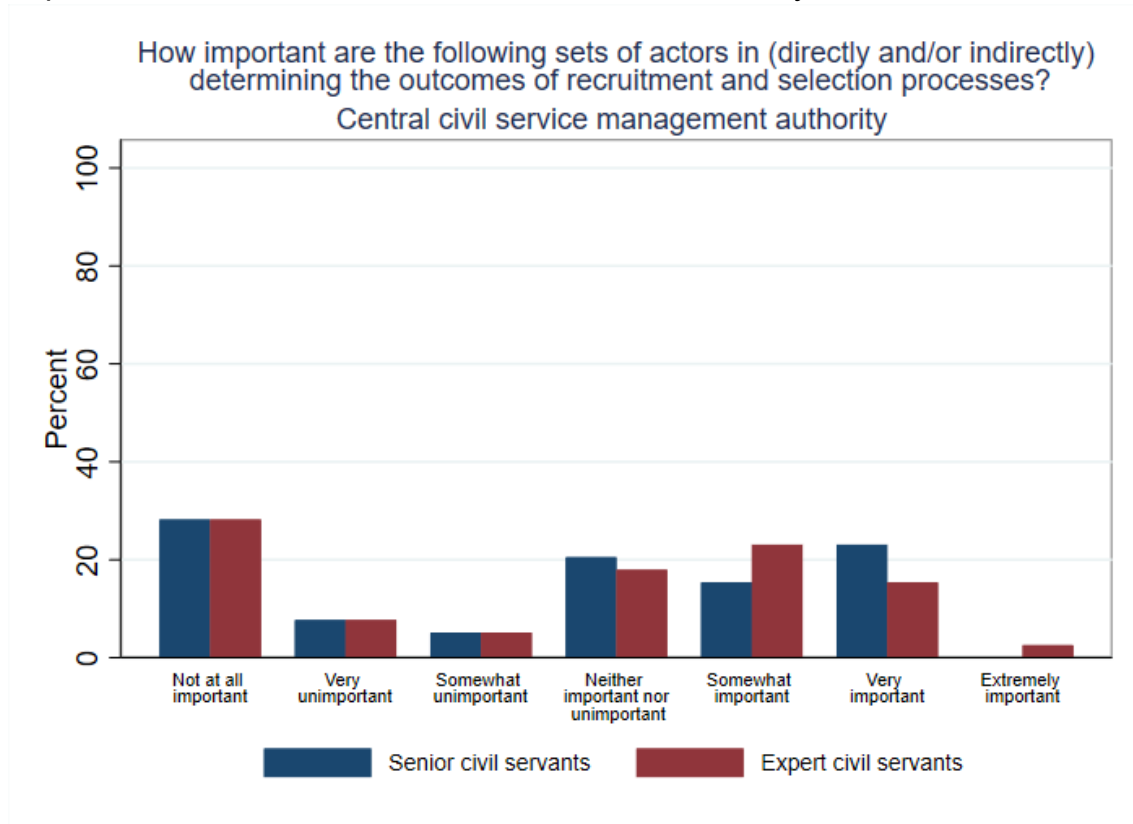
## Importance for selection of senior civil servants



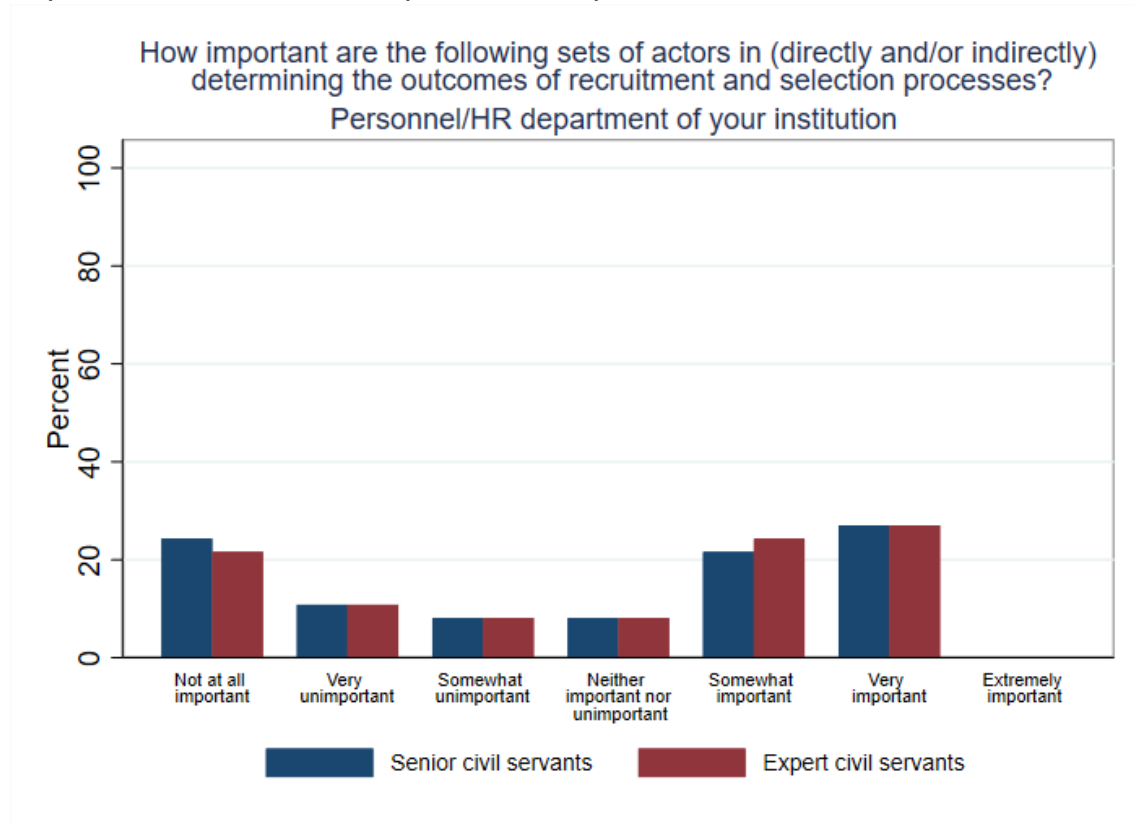
## Importance for selection of political parties



## Importance for selection of central civil service authority

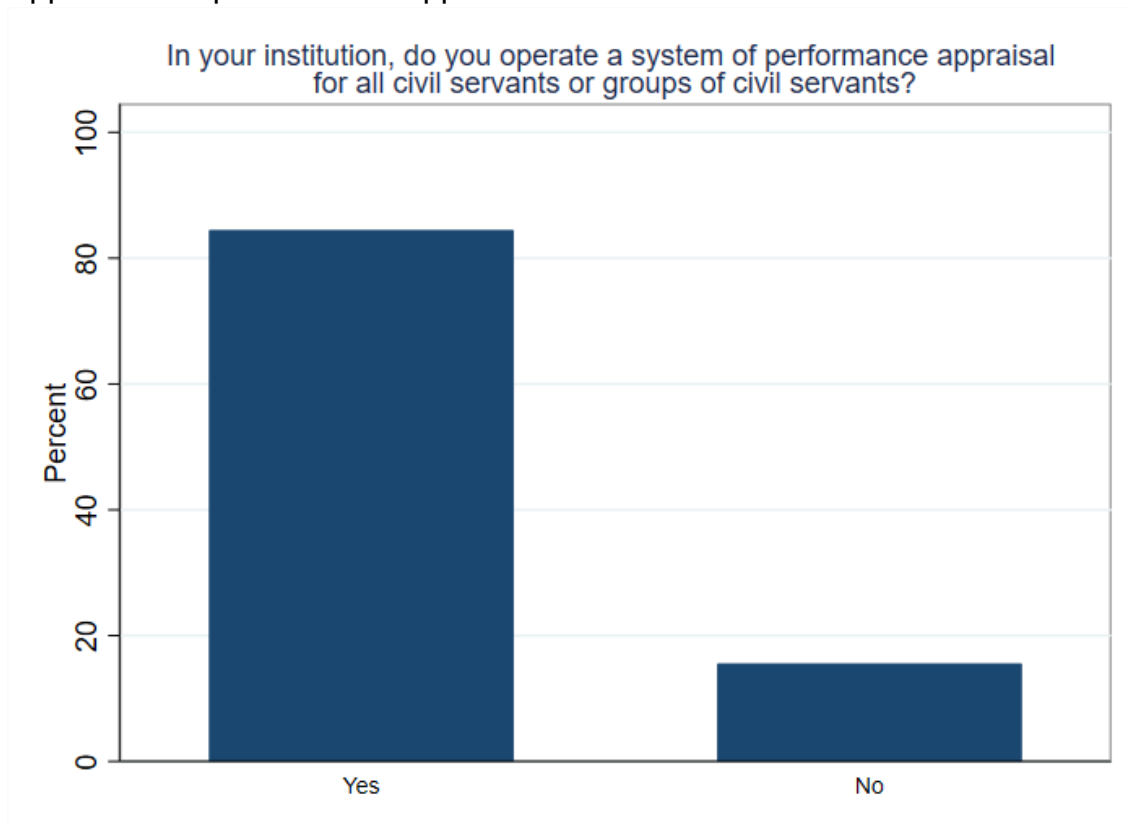


## Importance for selection of personnel department

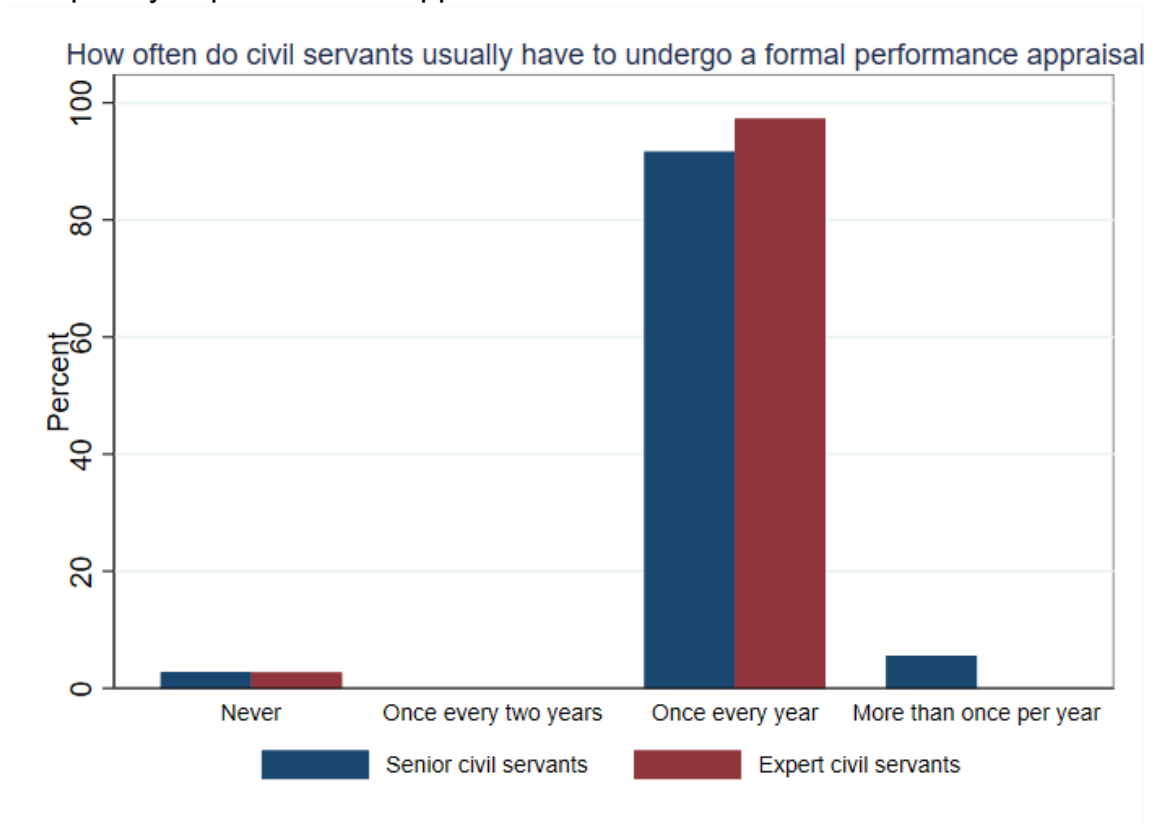


## II. Performance appraisal

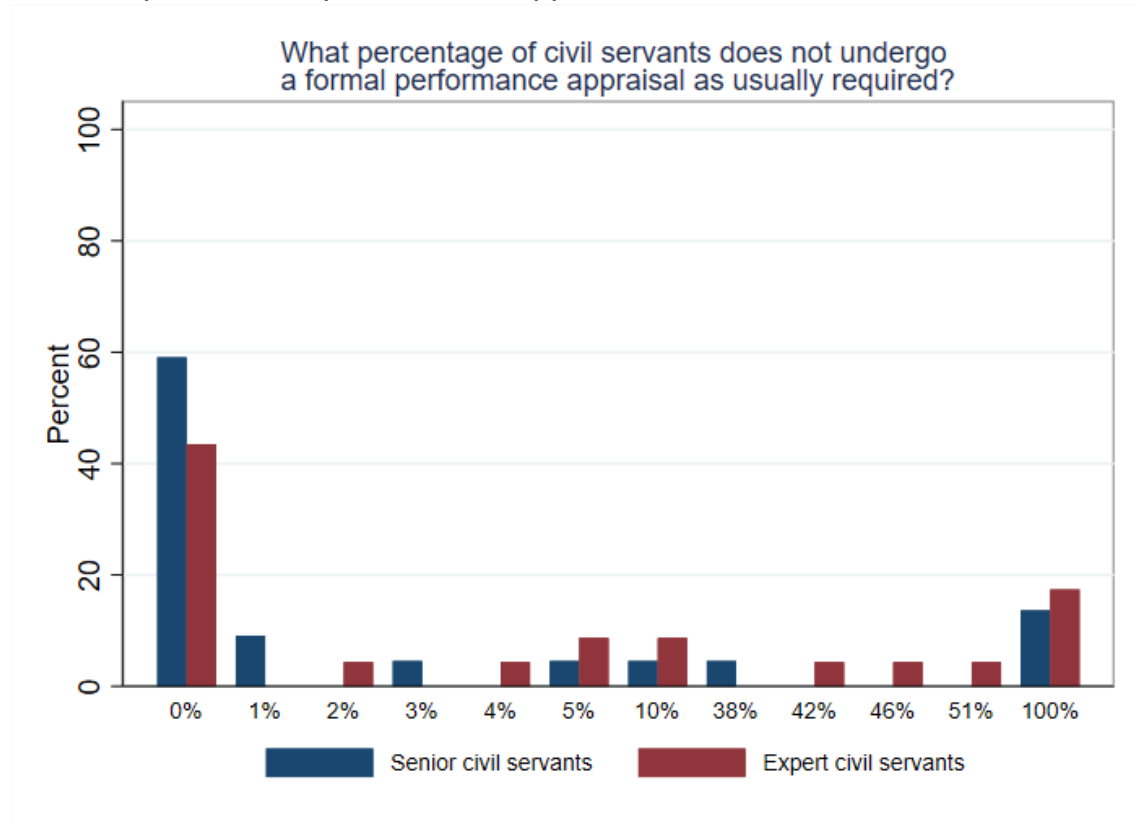
### Application of performance appraisal



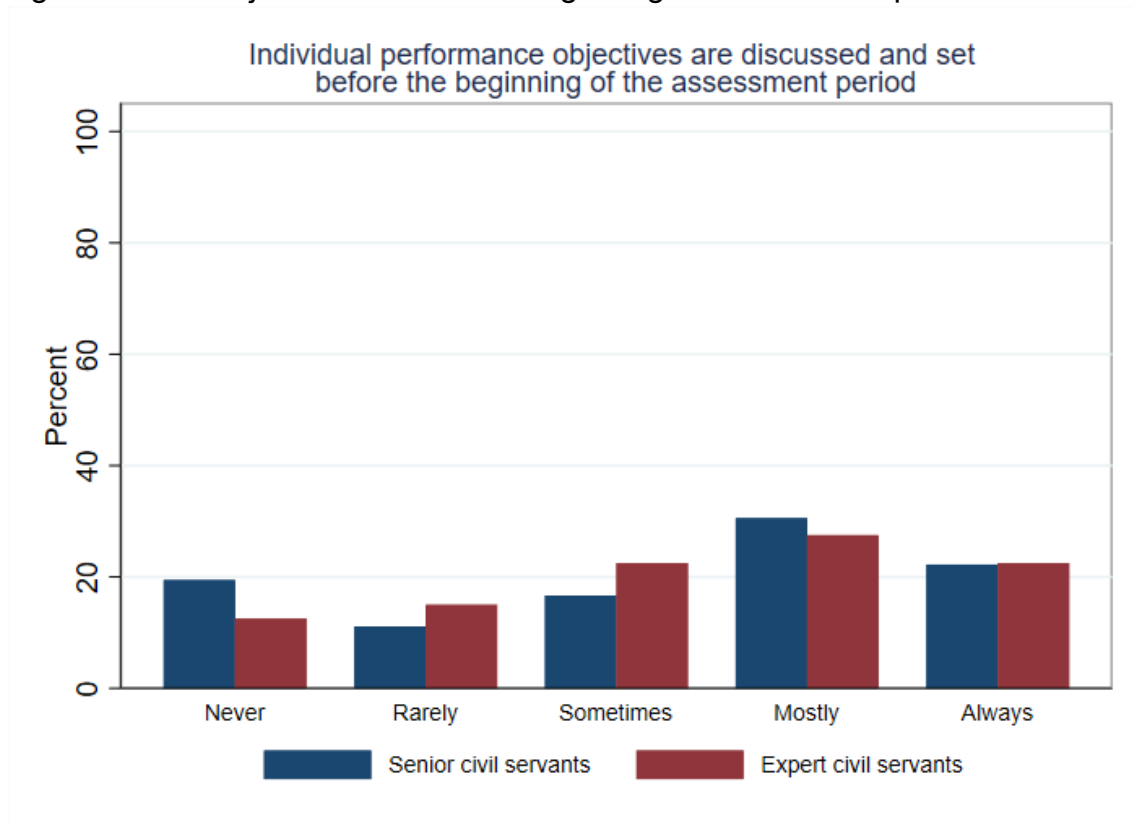
## Frequency of performance appraisal



## Non-compliance with performance appraisal

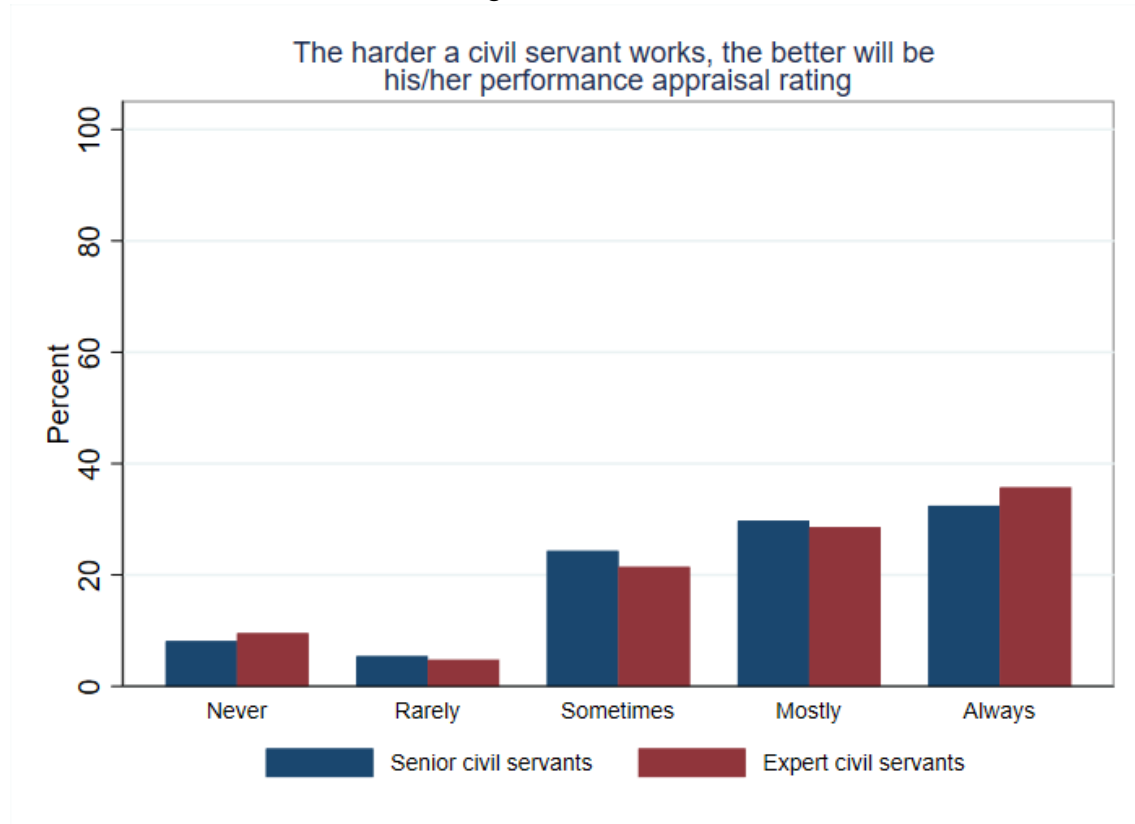


## Agreement of objectives before the beginning of assessment period

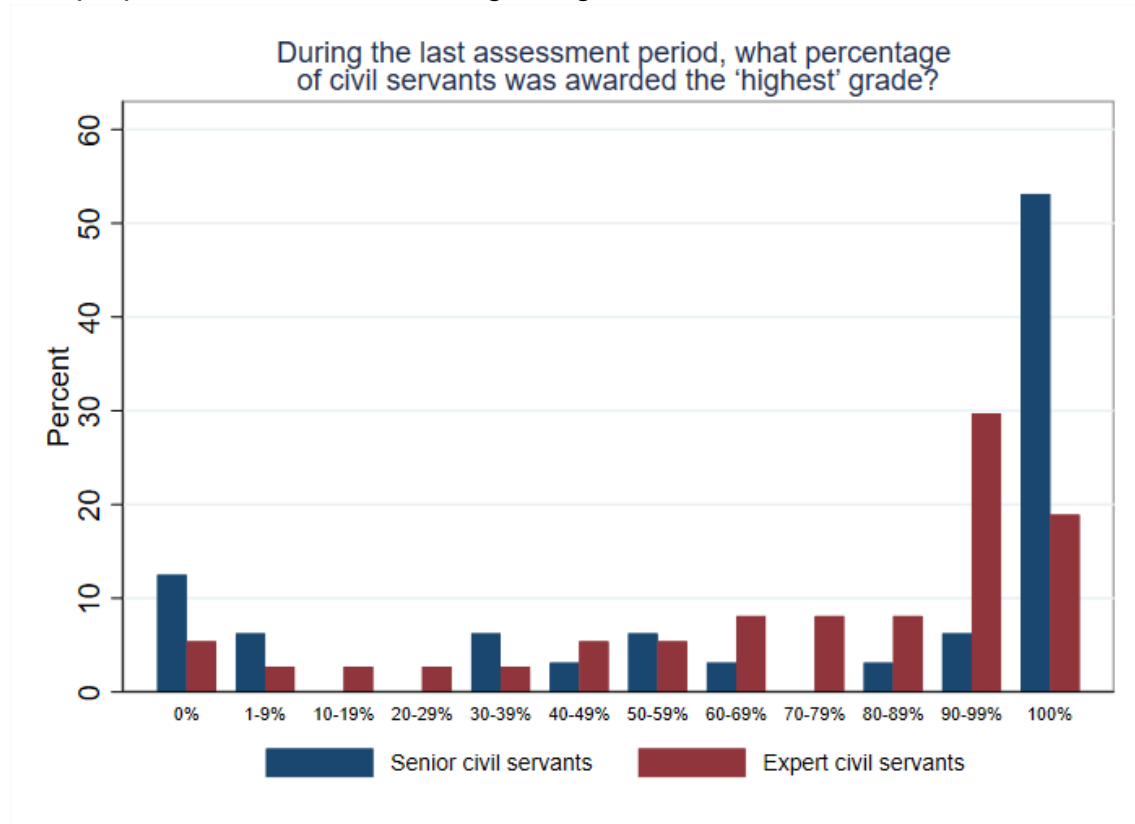




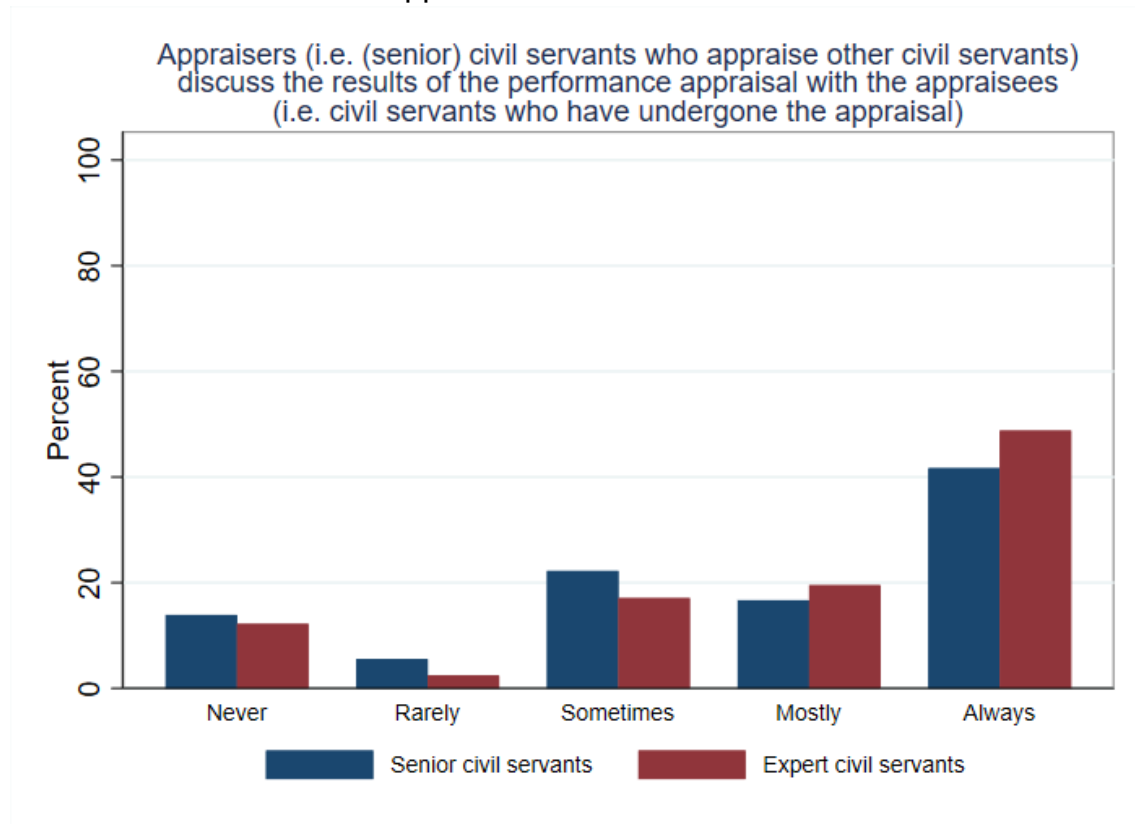
## Hard work will lead to better ratings



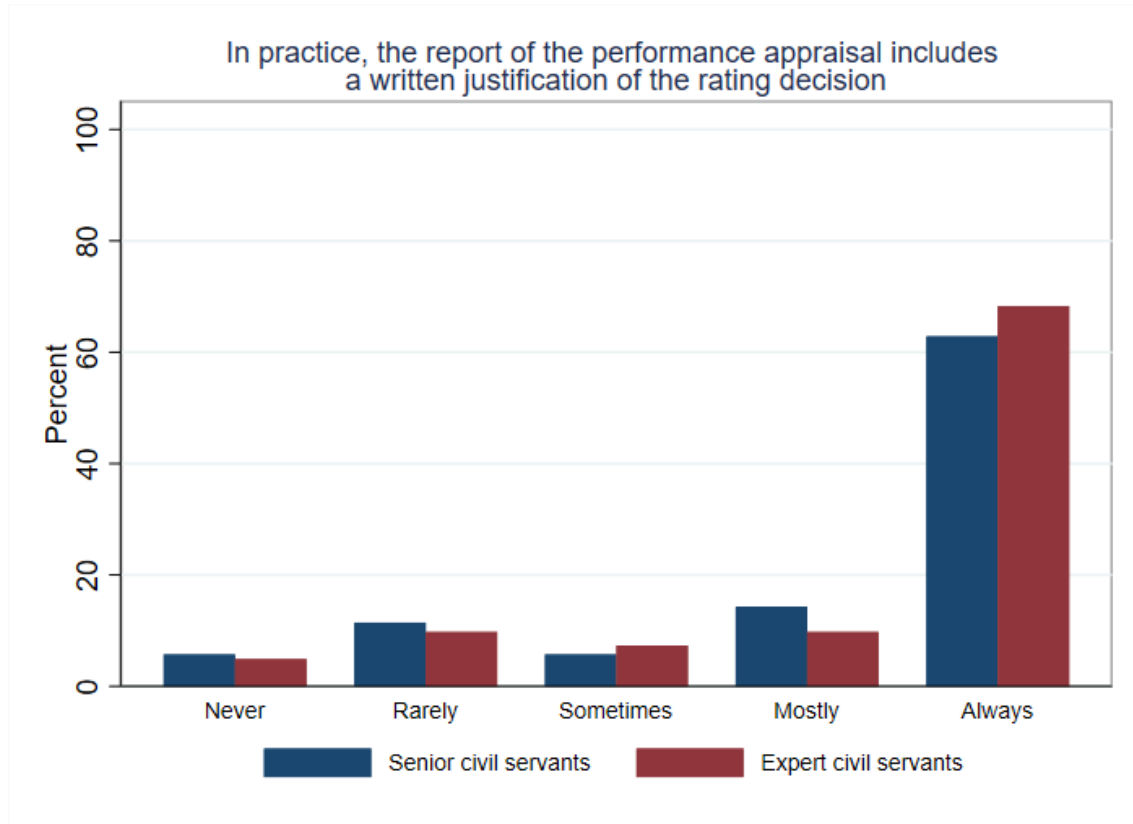
## The proportion of staff with the highest grade



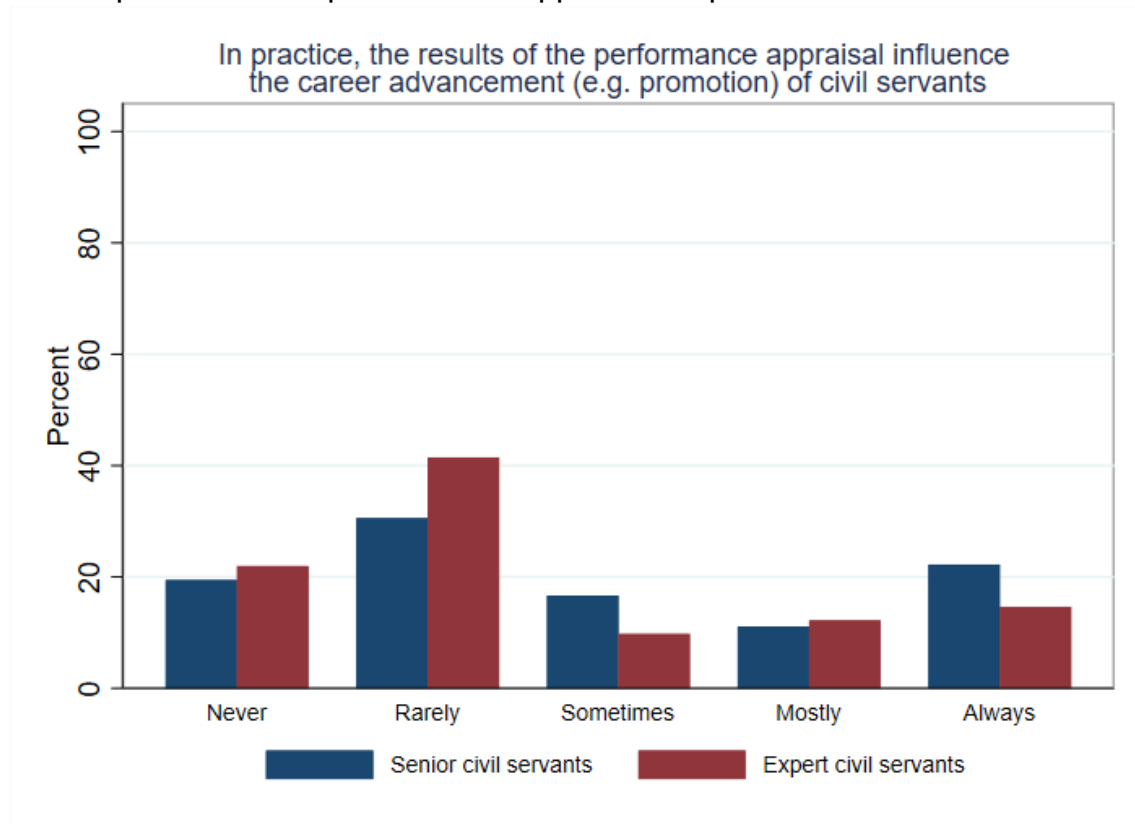
## Discussion of results with appraisees



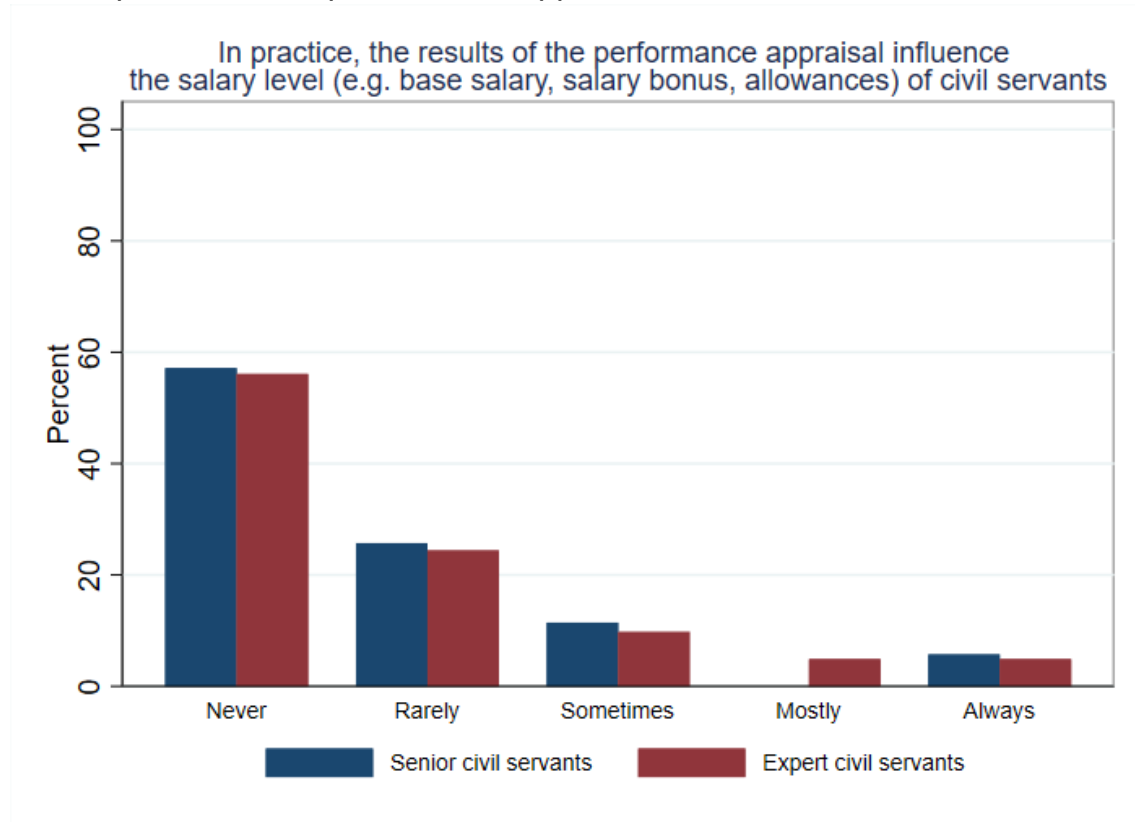
## Written feedback



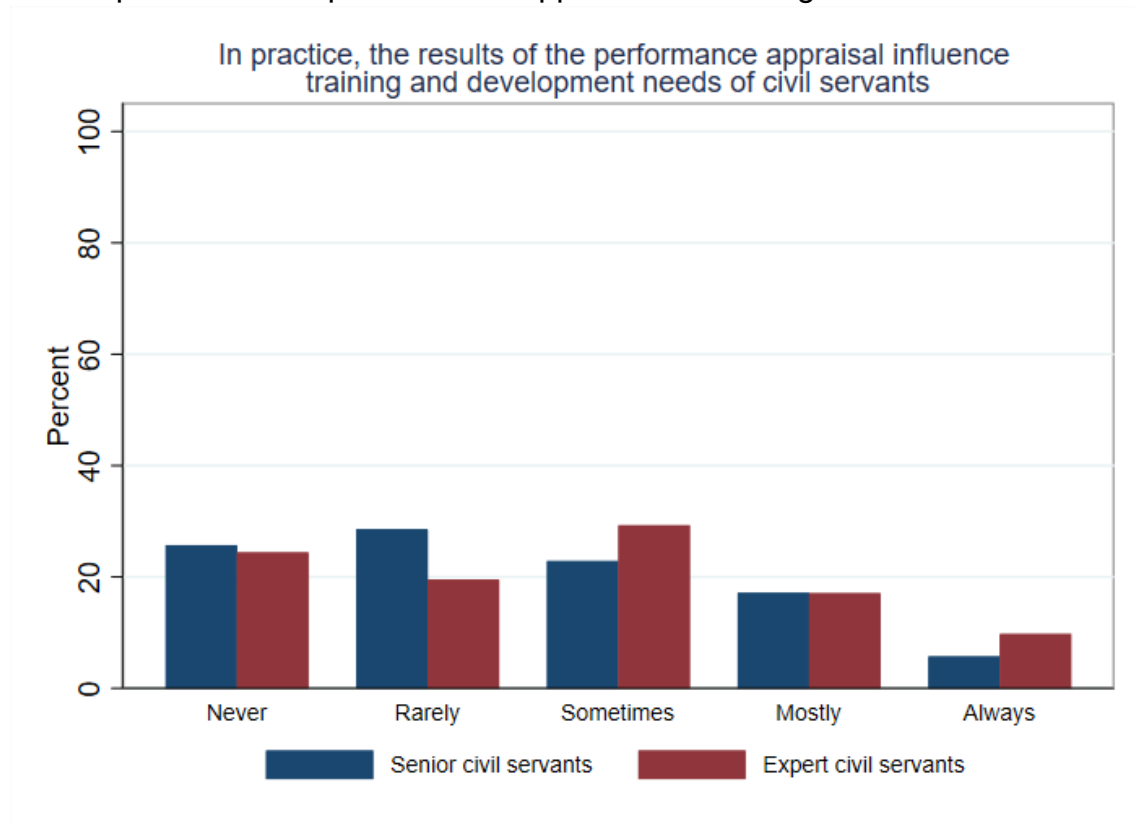
## Consequences of the performance appraisal for promotions



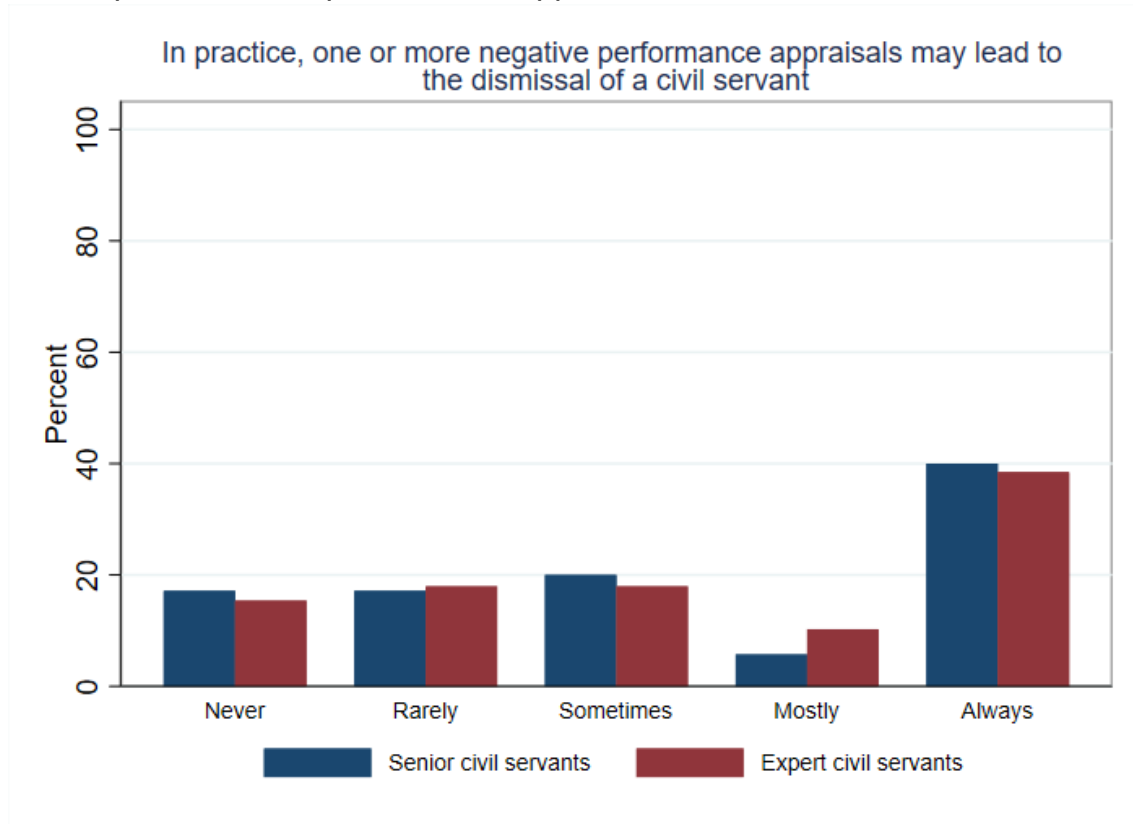
## Consequences of the performance appraisal for salaries



## Consequences of the performance appraisal for training

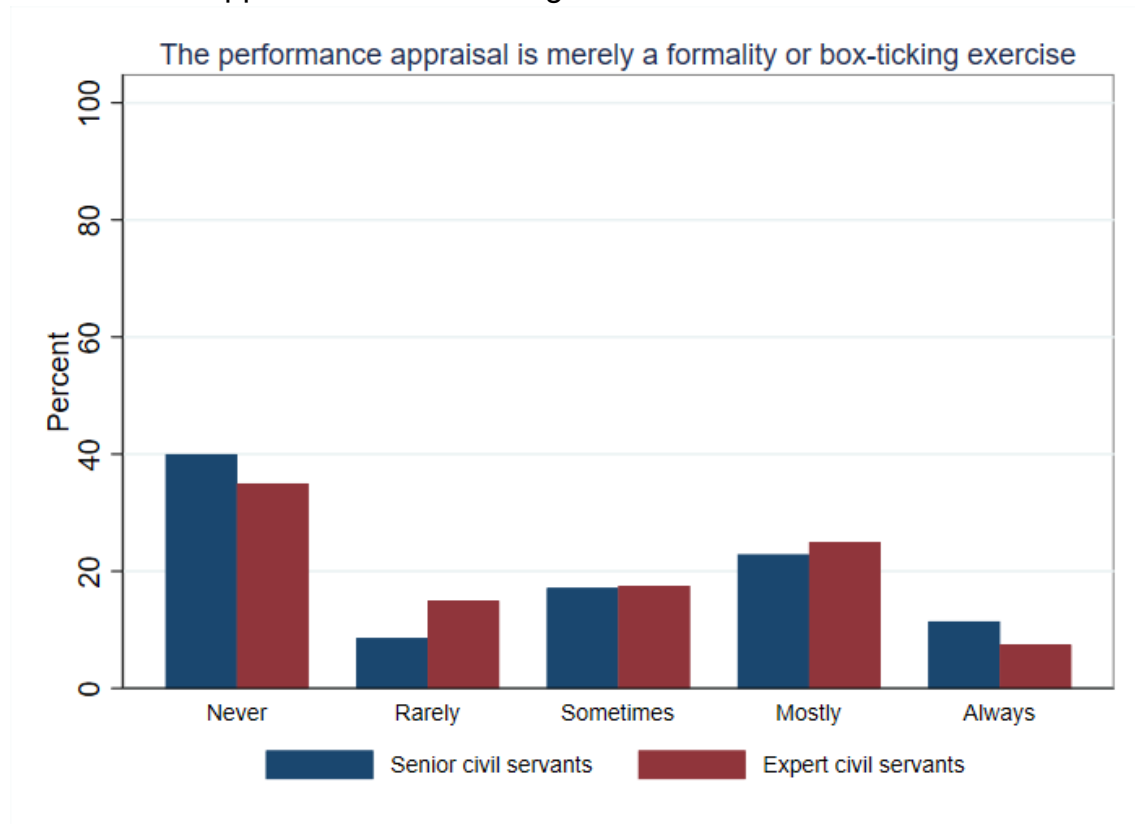


## Consequences of the performance appraisal for dismissal

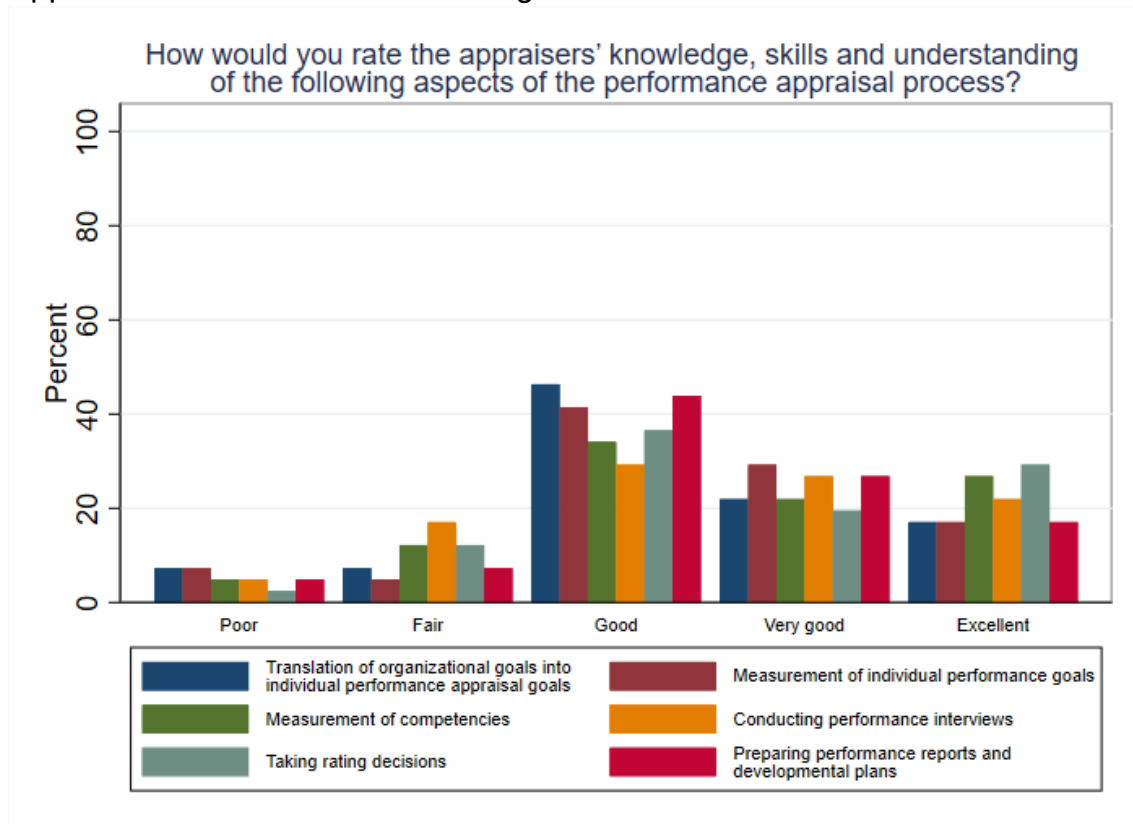




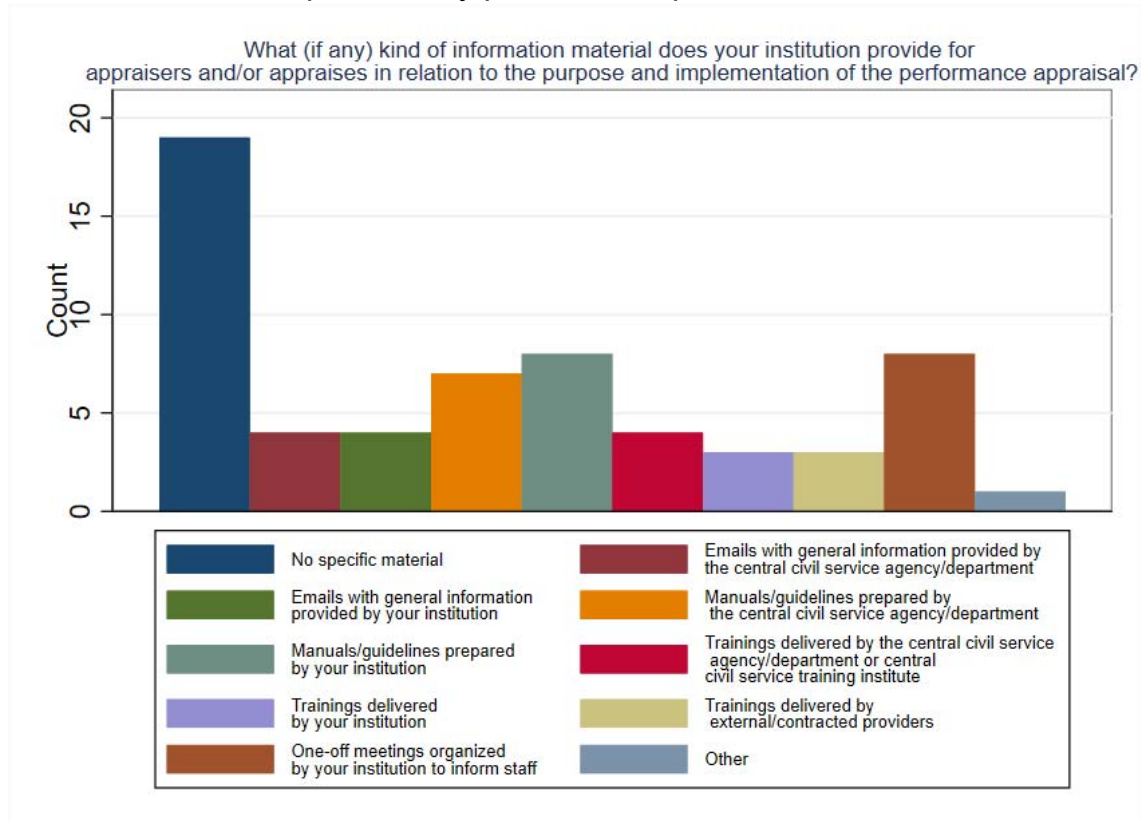
## Performance appraisal is a box-ticking exercise



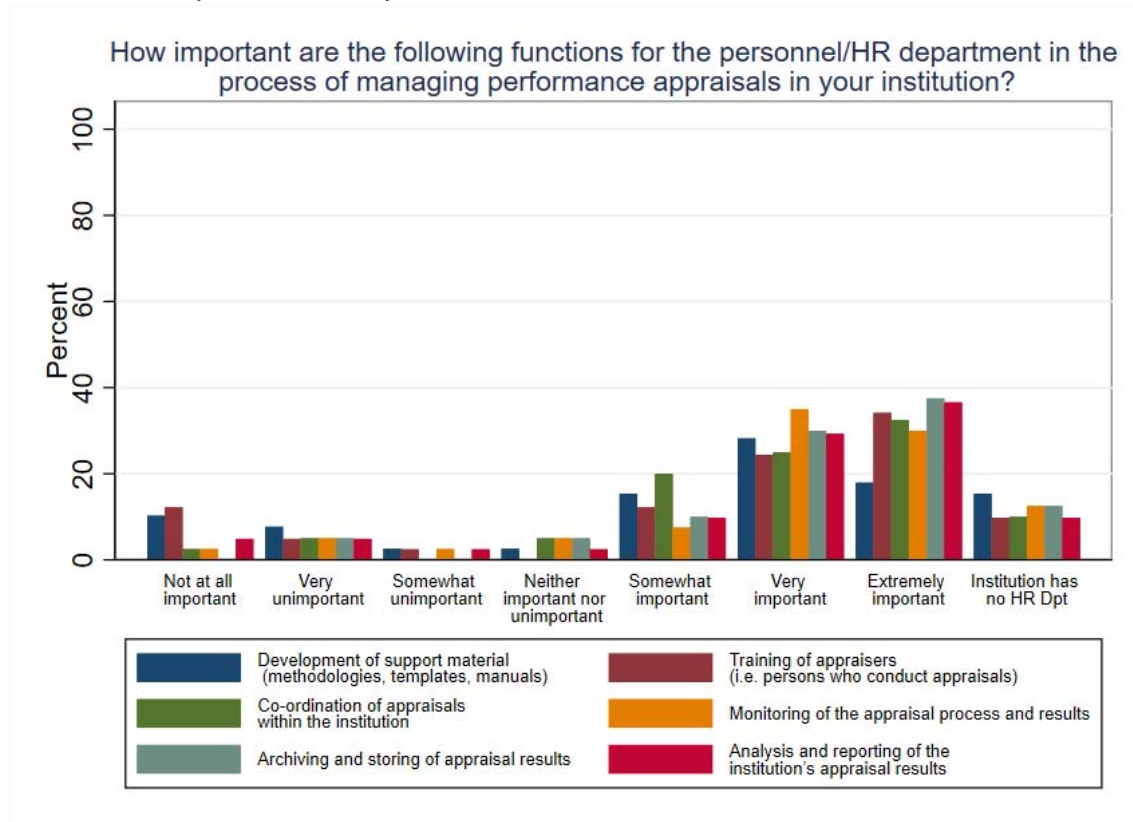
## Appraisers have skills and knowledge



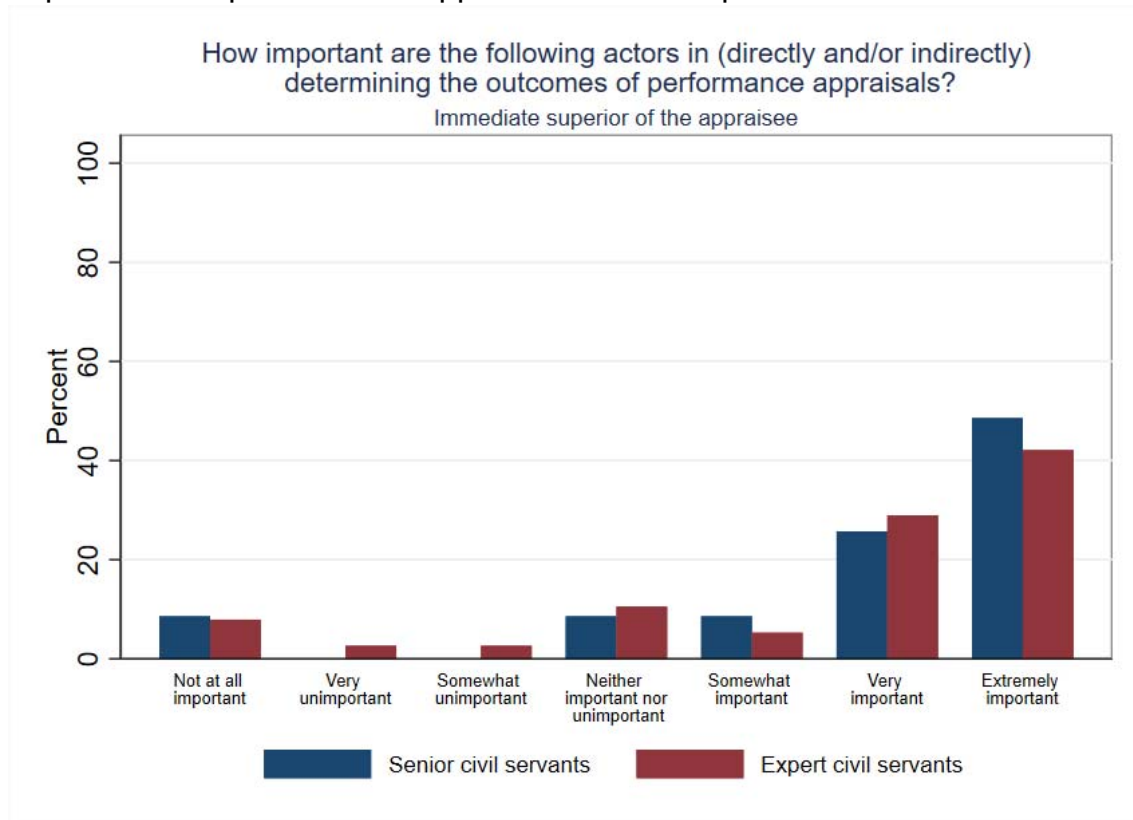
## Information material provided by personnel departments



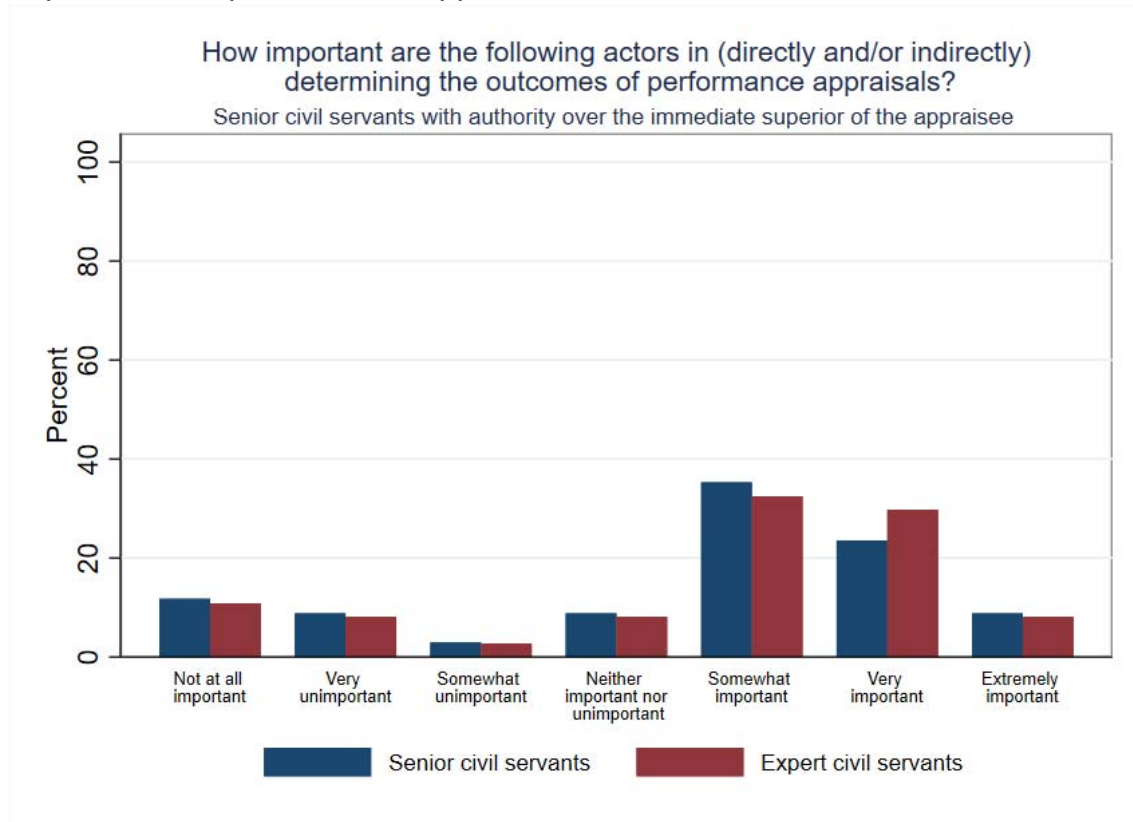
## Functions of personnel departments



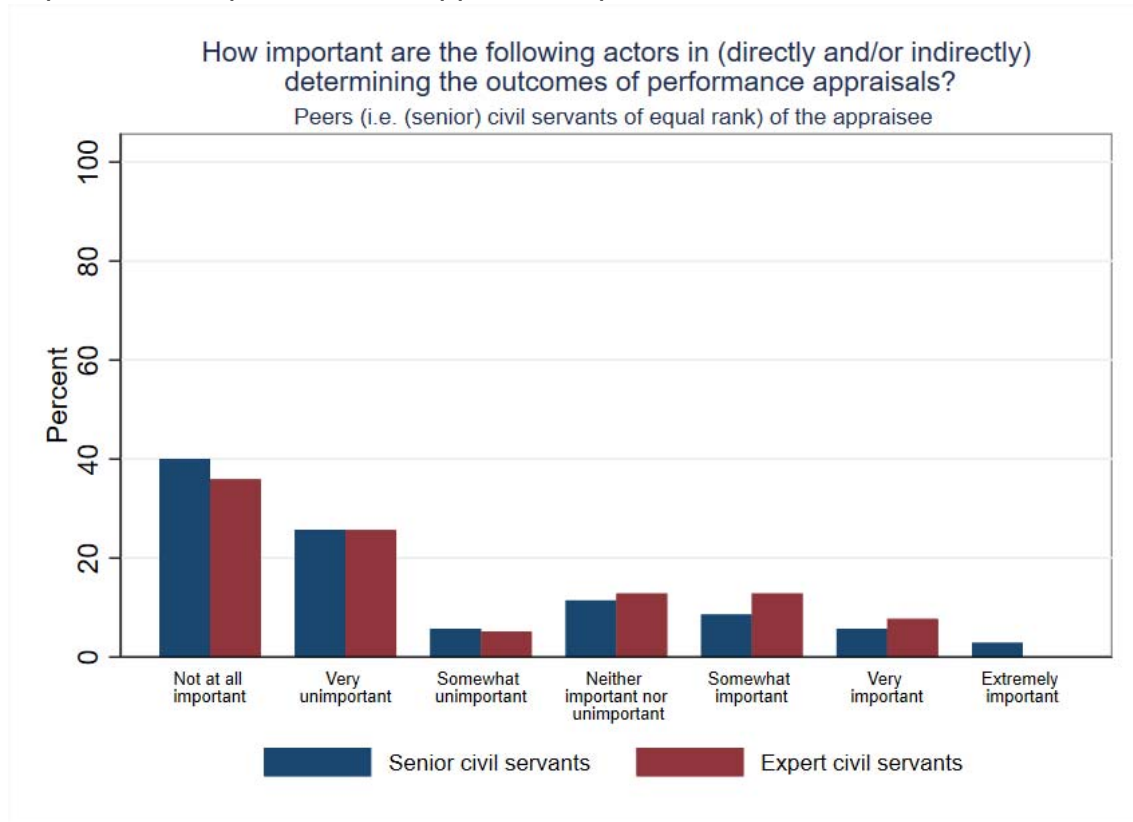
## Importance for performance appraisal of direct superior



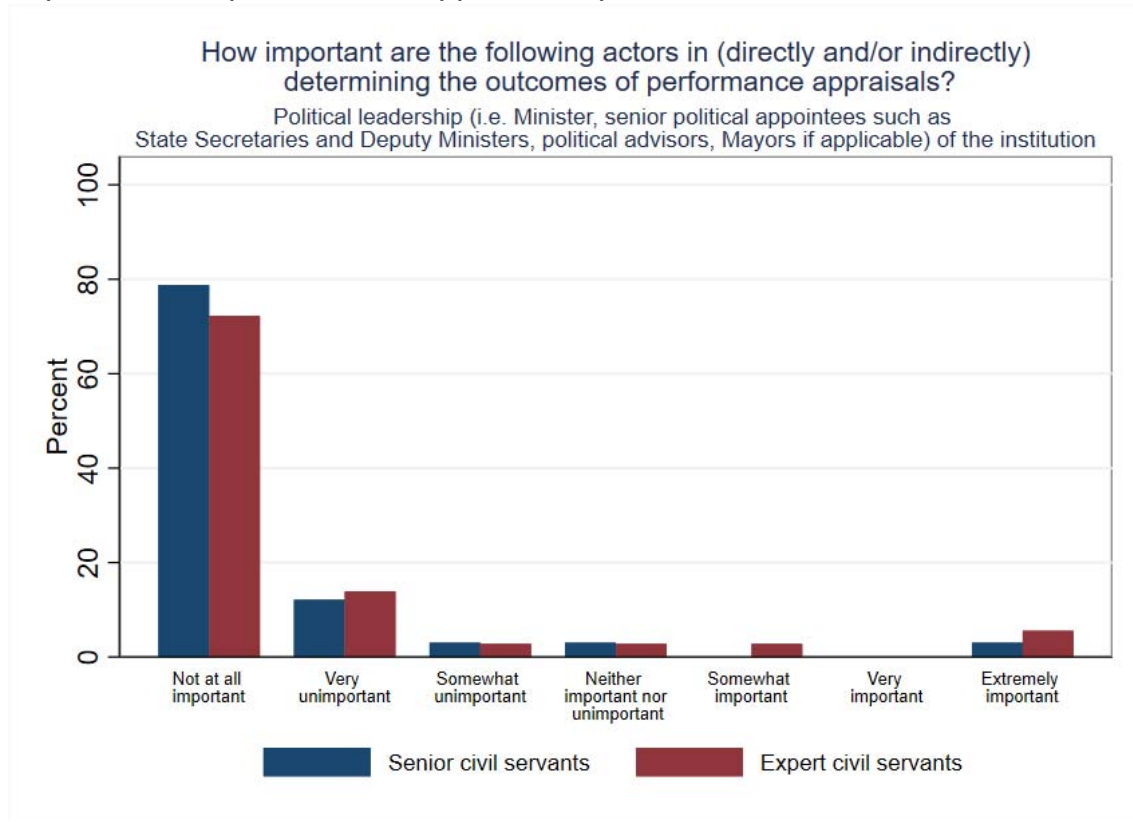
## Importance for performance appraisal of senior civil servants



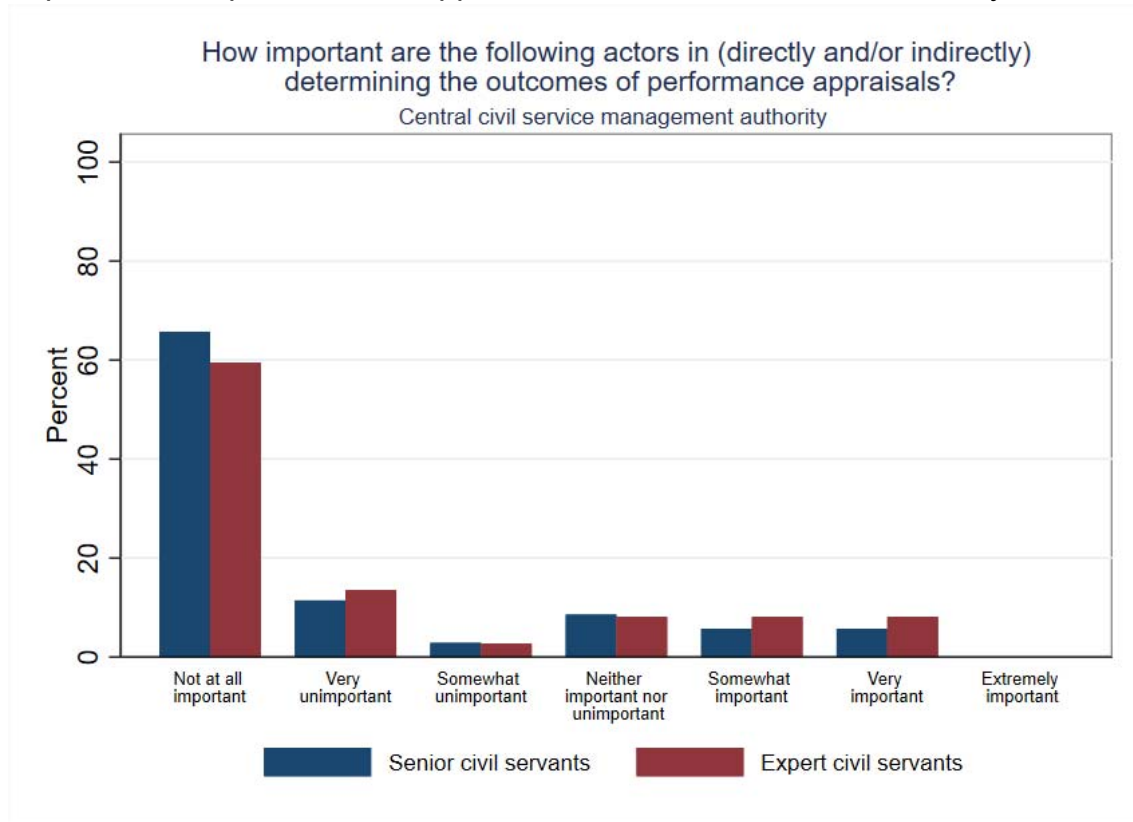
## Importance for performance appraisal of peers



## Importance for performance appraisal of political leaders

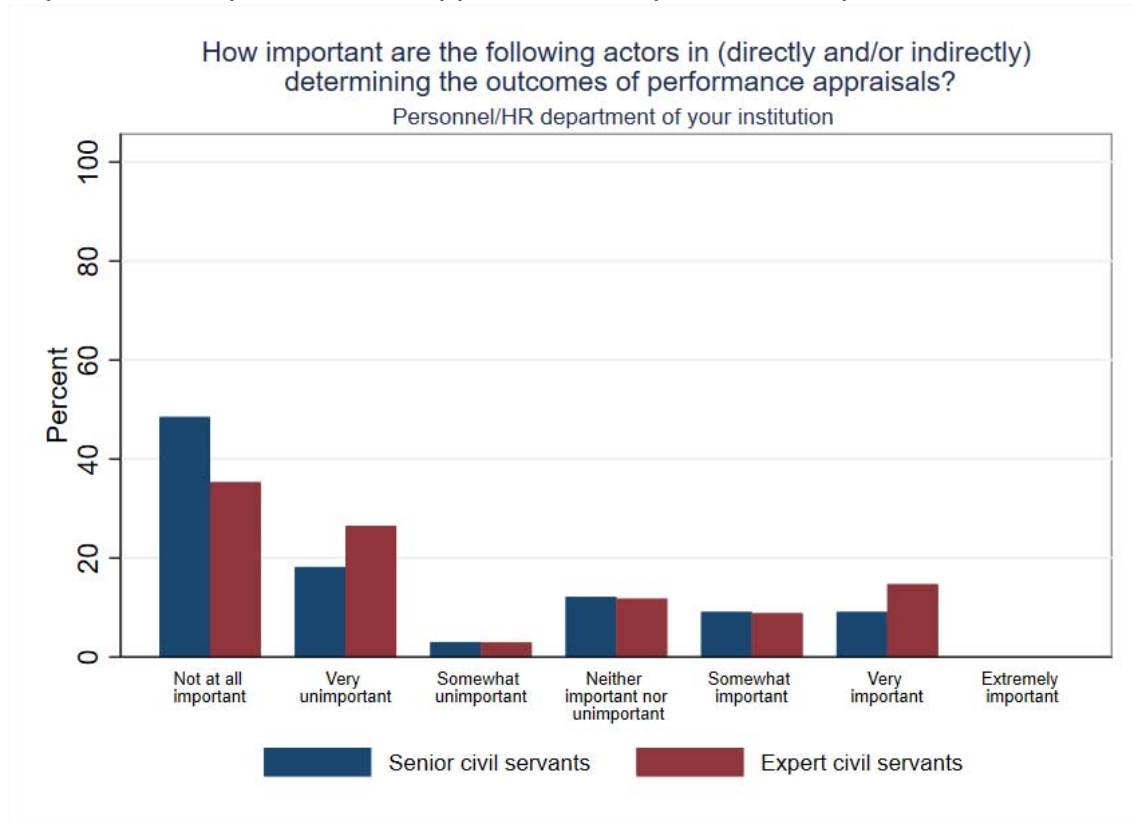


## Importance for performance appraisal of central civil service authority

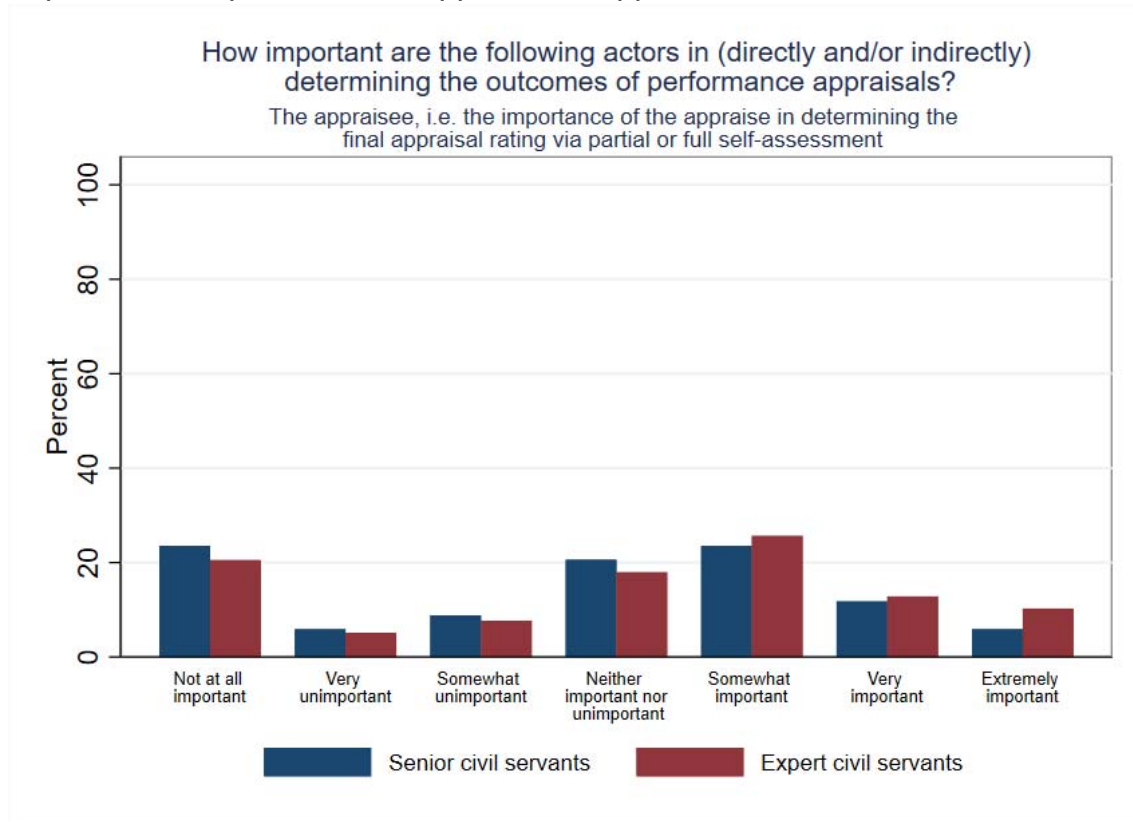




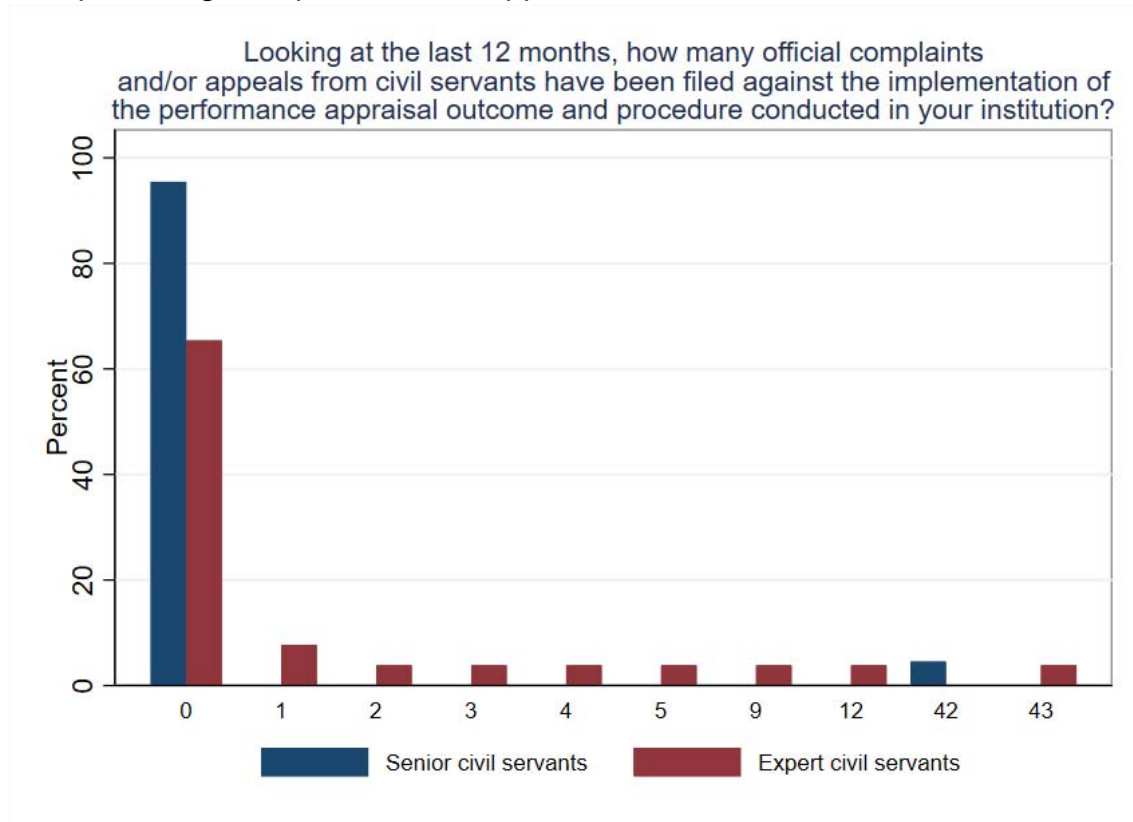
## Importance for performance appraisal of the personnel department



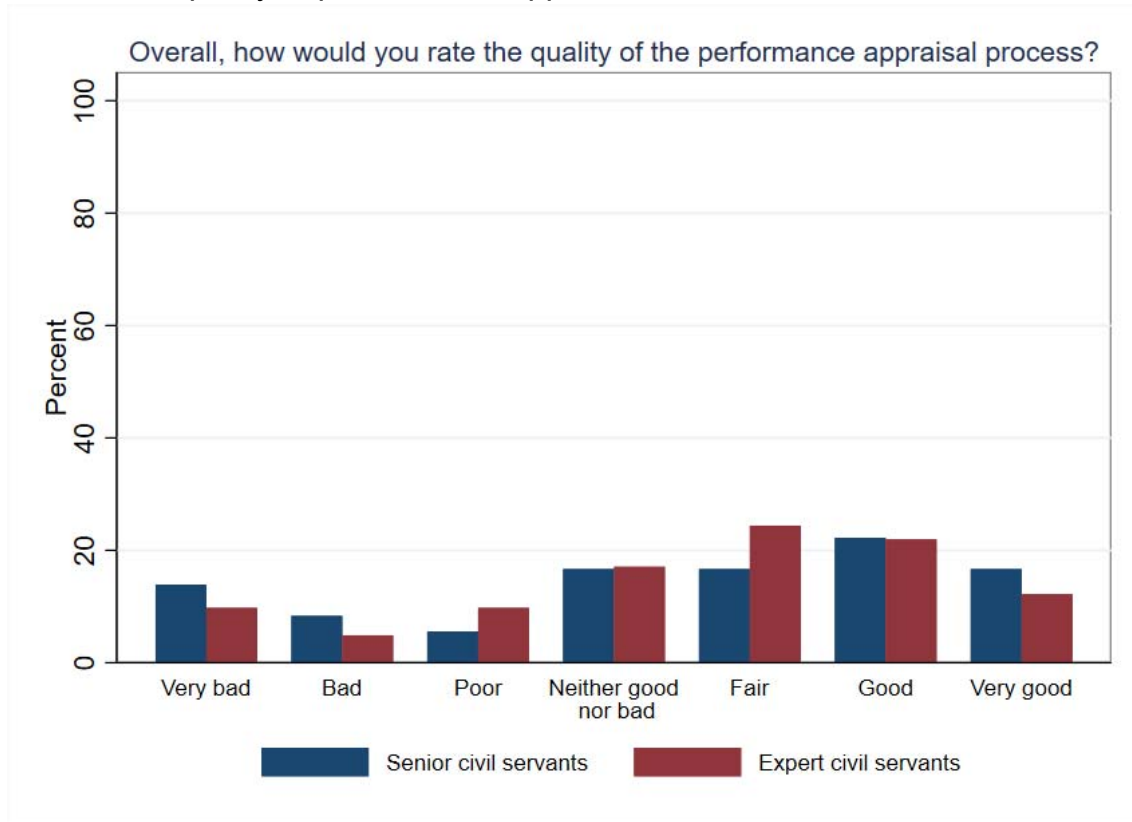
## Importance for performance appraisal of appraisees



## Complaints against performance appraisals



## The overall quality of performance appraisal



### III. Free text comments

**Molimo vas da navedete do tri segmenta procedure zapošljavanja koje je po vašem mišljenju neophodno revidirati i unaprijediti. Molimo vas da objasnite kako bi te segmente trebalo unaprijediti.**

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Upodobiti opšti test znanja i sposobnosti radnom mjestu za koje se kandidat prijavio i možda pojačati proceduru kroz praktičan rad, obzirom da je potrebno radno iskustvo za svako radno mjesto .

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Elektronski vršiti testiranje pod šifrom - testove sastavlja komisija - izbor najbolje ocijenjenog kandidata

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Tajnost testova -Komisija u sastavu izvan naše institucije-stručna,(sva 3 člana a ne samo stručno lice)

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Ocjenjivanje prethodnog radnog iskustva; 2. transparentno napraviti razliku između nivoa kvalifikacija; 3. opis posla da bude obavezni dio teksta oglasa odnosno konkursa Ove segmente bi trebalo unaprijediti donošenjem podzakonskih akata.

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Rok od dobijanja saglasnosti za pokretanje postupka do konačnog dobijanja zaposlenja, smatram preduгим. isti je neophosno skratiti.

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Intervjui moraju biti temeljniji. Procedura zapošljavanja bi trebala biti brža. Oglašavanje slobodnih radnih mjesta bi trebalo da uključi i sredstva javnog informisanja

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Unaprijediti koncept samog testiranja, edukovati članove komisija koje sprovode testiranje, upoznati kandidate sa procesina rada radnog mjesta za koje se prijavljuju kroz jacaње uloge i podrške kontakt osobe za oglas ispred organa u kojem se vrsi popuna radnog mjesta, edukovati lica koja vrse izbor u dijelu donosenja i obrazlaganja odluke o izboru

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Usmeni intervju-smatram da prioritarno treba usvojiti okvir kompetencija za sve državne službenike nakon čega za svako radno mjesto od postojećeg okvira izdvojiti najbitnije kompetencije i na njima bazirati pitanja koja moraju biti unaprijed pripremljena

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Vise pitanja na pisanom testu. Vise pitanja vezanih za prakticne vjestine na usmenom razgovoru. Usko strucna pitanja.

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Zadovoljavajuća je procedura prilikom popunjavanja radnih mjesta.

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**Molimo vas objasnite, u skladu sa vašim iskustvom, 'kome' su potrebne dodatne informacije i obuka u vezi sa postupkom odabira kadrova i u vezi kojih elemenata postupka.**

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članovima komisije za provjeru sposobnosti

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Članovi komisije za izbor kandidata, po mom mišljenju, posjeduju sva znanja i vještine koje su potrebne da se na objektivan i kvalitetan način donese odluka o izboru najboljeg kandidata.

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članovima Komisija, kao i zaposlenim u jedinicama za upravljanje ljudskim resursima.

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članovima izborne komisije u dijelu testiranja i predlaganja kandidata za izbor

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članovima Komisija

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članovima komisije koji učestvuju u postupku, kao i službenicima koji pokreću postupke

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Članovima Komisija za provjeru sposobnosti.

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Dodatna obuka je potrebna članovima komisija za prijem kandidata i to u vezi načina vršenja intervjua sa kandidatima.

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kandidatima u vezi sa postupkom po žalbi

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Komisije za izbor

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Licima ovlaštenim za izbor u dijelu obrazloženja svojih odluka, članovima izbornih komisija u dijelu primjene uredbi o obaveznoj provjeri sposobnosti za vršenje radnog mjesta

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Na osnovu mog iskustva u vezi materijala koji je neophodno dostaviti komisiji, smatram da je potrebno dostaviti materijal vezan za konkretno radno mjesto i oblast na koju se odnosi, kako od strane centralne institucije, tako i od strane institucije koja pokreće postupak zapošljavanja.

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Svim članovima izbornih komisija za vršenje provjere sposobnosti kandidata

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Svim članovima komisije (sama provjera) i starješinama organa (prilikom odabira kandidata).

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Svima koji učestvuju u samom postupku

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Trenutno nikome u mojoj instituciji nije potrebna ovakva vrsta obuke

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u vezi prepoznavanja najboljih kandidata treba obučiti zaposlene koji imaju zadatak da vrše provjere

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Visokorukovodnom kadru, jer nijesu zainteresovani za cijeli proces

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zaposlenima kojima je u opisu posla upravljanje ljudskim resursima,

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Zaposlenima u oblasti upravljanja kadrovima, tj službenicima koji sprovode postupak javnog oglašavanja

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**Molimo vas objasnite koja vrsta obuke bi bila najkorisnija zaposlenima zaduženim za kadrovske poslove/upravljanje ljudskim resursima.**

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Dugoročno planiranje ljudskih resursa

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Interaktivni treninzi organizovani od strane nadležnog organa

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Kadrovsko planiranje, Metodologija praćenja Zakona o državnoj upravi

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Najkorisnija bi bila obuka o načinu na koji se vrši intervju kandidata

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novе prakse iz oblasti zapošljavanja, ICT alati

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obuka u vezi sa primjenom Zakona o državnim službenicima i namještenicima i Zakona o upravnom postupku

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Obuka za donošenje kadrovske plana.

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obuka za menadžera ljudskih resursa

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Obuka za sprovođenje provjera sposobnosti kandidata po oglasima i konkursima

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Obuke u vezi primjene Zakona o lokalnoj samoupravi, Zakona o državnim službenicima i namještenicima, Zakona o upravnom postupku

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obuke vezane za primjenu novih ili izmijenjenih propisa kao i opšta obuka iz oblasti upravljanja ljudskim resursima

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ocjenjivanje propisanih kriterijuma

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Organizovanje seminara na ovu temu

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Planiranje

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postupak zapošljavanja i dabilir kandidata ,disciplinski postupak za lakse povrede sluzbene duznosti itd.

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postupak provjere znanja, sposobnosti i vještina (kompetencija)

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Postupak zapošljavanja, najnovije metode procjene kandidata

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program obuke upravljanja ljudskim resursima

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Sve vrste obuka vezane za kadrovske poslove/upravljanje ljudskim resursima u cilju usavršavanja i napredovanja službenika koji obavljaju ove poslove.

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**Na koje načine bi želeli da promijenite (i unaprijedite) ulogu organizacione jedinice za kadrovske poslove/ljudske resurse u vašoj instituciji?**

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aktivnije učešće u postupcima zapošljavanja, radnim grupama iz oblasti kadrovske planiranja

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Da bude samostalan organ, a ne u okviru organa.

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Da se rastereti obavljanja poslova drugih radnih mjesta, kako bi mogla u potpunosti da odgovori izazovima svog radnog mjesta, a koji su brojni i svakodnevn

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Da se zaposli više lica-diplomiranih pravnika koji bi unaprijedili kadrovske poslove u instituciji.

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da vrši svoju funkciju u skladu sa zakonom i doprinese boljoj organizacionoj kulturi opštine

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dati mogućnost da se finalni izbor kandidata vrši na osnovu dodatnog praktičnog testa koji će sprovesti zaposleni zadužen za ljudske resurse

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Ne bi željeli mijenjati ulogu organizacione jedinice, osim pod uslovom da se odobre finansijska sredstva za novo zapošljavanje.

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u smislu povećanja broja zaposlenih koji se bave ovom problematikom kao i jačanjem uloge same organizacione jedinice u potpunom upravljanju ljudskim resursima: planiranju, zapošljavanju, obučavanju, ocjenjivanju učinka, itd..., kao i objedinjavanju svih funkcija upravljanja ljudskim resursima u okviru jedne organizacione jedinice

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**Molimo vas da obrazložite, vašim riječima, da li bi bilo potrebno revidirati i unaprijediti bilo koji aspekt postupka ocjenjivanja službenika.**

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objektivno ocjenjvanje koje bi uticalo na radno -pravni status službenika

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Bilo bi potrebno revidirati same ocjene od 1 do 5.

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da obrasci koji postoje za ocjenjivanje službenika budu prilagođeni opisu radnog mjesta

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kontinuiranim praćenjem rada službenika kroz programe rada ,davanjem yadataka za izvršenje kao riješenih predmeta popodnesenim zahtjevima pratiti rad koji ce na kraju godine sluziti kao jedan od kriterijuma za ocjenu.

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obezbijediti veću dozu objektivnosti i profesionalizma prilikom ocjenjivanja

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objektivno ocjenjivati zaposlene u skladu sa kriterijumima i da svrha ocjenjivanja bude u funkciji unapređivanja znanja i kompetencija zaposlenih

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ocjenjivanje ove godine vrši se po novim mjerilima

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Ojacati ulogu sluzbenika koji se ocjenjuje vec kod prvog koraka pripreme radnih zadataka na godisnjem nivou u odnosu na ciju realizaciju se dijelom zasniva odluka o ocjeni

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organizovati na bolji način praćenje procesa rada pojedinačno za svakog službenika

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Potrebno je da u okviru svake institucije posebno, postoje jasni kriterijumi po kojima se vrši ocjenjivanje službenika

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Potrebno je izbjeći to da je postupak ocjenjivanja puka formalnost na način što će ocjene predstavljati pravo stanje stvari, te dati mu veći značaj u smislu da će bolje ocjene povlačiti i određene benefite te na taj način djelovati motivišuće na zaposlene.

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Potrebno je izmijeniti zakonske propise i dati mjerljive kriterijume za ocjenjivanje. Trenutno se primjenjuje obrazac čija se forma ne može primjeniti na svako radno mjesto npr. kriterijum "interdisciplinarnost" se ne može primjeniti kod radnih mjesta čiji posao ne podrazumjeva primjenu ovog kriterijuma. Najvažnije je da zaposleni koji su ocijenjeni sa najboljim ocjenama dobiju priznanje i nagradu, npr. obavezno napredovanje u veće zvanje ili godišnji dodatak na zaradu.

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Prilagoditi obrazac za ocjenjivanje ...

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S obzirom na to da je postupak trenutno formalnost, smatram da bi bilo efikasno naglasiti bitnost postupka ocjenjivanja, ne samo forme.

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Samo ocjenjivanje, kao i probni rad je samo formalnost. Zaposleni koji je dobro ocijenjen nema nikakve koristi od toga

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smanjiti formalni nivo ocjenjivanja, posvetiti se suštini gdje se ocjenjivanje koristi kao alat za poboljšanje performansi, ne kao sistem za kažnjavanje zaposlenih.

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Trebalo bi uzeti u obzir kvalitet i kvantitet rada svakog službenika ponaosob i nakon toga shodno radnom učinku dati ocjenu rada.

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uvezati sistem ocjenjivanja sa ostalim funkcijama upravljanja ljudskim resursima (npr planiranje potreba za obukom), kriterijume za ocjenjivanje prilagoditi opisu poslova ocjenjivanog službenika, postavljanje ciljeva i indikatora, svrha ocjenjivanja ne smije da bude kažnjavanje već praćenje razvoja od zasnivanja do prestanka r.o. kroz system ocjenjivanja treba da se utiče na motivisanost za obavljanjem poslova iz nadležnosti a ne na demotivisanost itd.....

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