

MANAGING HUMAN RESOURCE POLICY FOR SUSTAINABILITY OF DEVELOPING COUNTRY

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© Ontario International Development Agency. ISSN 1923-6654 (print)
ISSN 1923-6662 (online). Available at <http://www.ssrn.com/link/OIDA-Intl-Journal-Sustainable-Dev.html>

Abstract: The paper aims to investigate human resource policy and system within one of the developing Asian countries, Mongolia, how to manage and mobilize it toward to sustainable development of the country. Nowadays Mongolian economy very much affected by agriculture and mining. Indeed, micro entrepreneurs and small and medium enterprises (SMEs) play increasingly an important role on balanced development of the regions, creation of new jobs and seedbeds for innovation. Study raises a question how to ensure an efficient human resource policy that will impact in the long run nevertheless to prevent from poverty and enhance the effectiveness of growth strategy of the country. Findings indicate that there are weak human resource strategies that influenced by inconsistency of professional and vocational trainings and a weak educational system. It needs more creative and innovative work in order to reach community in different regions, unleash their capacities and recognize their contribution to national sustainable development. Thus a paper identify and analyze the main difficulties while examines human resource system, current legal framework, communication and relationship between programs and projects implemented by government agencies and international organizations furthermore tries to find the best solution. The paper provides a unique platform for policymakers to mobilize human resource system that enables to respond to market demand.

Keywords: Human resource policy, Mobilization, Sustainable development, Mongolia

I. INTRODUCTION

People are the most important asset of human resource, who makes differences and leads to sustainable development of the country [1], [2]. Sustainable development is a challenging phenomenon in developing countries as like as Mongolia. The term “sustainable” refers to stability, while “development” presumes the changes [3]. Sustainable development started to be known to the public in 1970s to describe an economy in equilibrium with basic ecological support systems [4].

Later the term determines by the Brundtland Commission as “development that meets the needs of the present without compromising the ability of future generations to meet their own needs” [5], [6]. Since then sustainable development becomes a global agenda that international practitioners and academicians looking for a solution toward to it that many countries have declared ‘sustainable development’ as one of their government policies and strategies [7], [8], [9]. Nevertheless, a sustainable development model links to ecology, society and economy based on human environment relation and human resource mobilization [10], [11].

Paper proposes to integrate human resource policy and mobilization of human resource toward to the sustainable development of Mongolia. Human resource system in Mongolia is in very low level and difficult matter in rural area, especially for business people, who want to open a branch or to start a business in provinces. Even, there are no proper

human resource policy and system, especially towards to the rural area, thus the paper answers, “Is country ready to transfer sustainable development pattern? Or Not?” If country solves a human resource system and develops an efficient human resource policy, it fulfills one of the areas of sustainable development of the country. Human resource development is a priority of the country, thus the study analysis basis on an interview from people with various majors locates in different areas regarding on human resource system, regulation, and coordination in Mongolia. Finally, study made recommendations to bridge gaps for sustainable development by human resource.

CONCEPTUAL BACKGROUND OF MONGOLIA

Mongolia is the nineteenth largest country in the world that covers over 1.5 million sq km, but also the least densely populated with a population of only 2,757, 565 [12], locates between Russia and China. The country has one capital city as Ulaanbaatar with approximately 40 percent of total population [12]. The biggest provinces are Erdenet and Darkhan, which concentrates on copper mining and metallurgical plant, respectively that together composed almost 30 percent of the total population. Thus, left 30 percent lives in rural area of Mongolia under traditional nomadic and semi nomadic life style [13]. Nomadic people move all around a year (usually four times: winter, spring, summer and fall) from one place to another in search of water, and grazing land for their livestock. Despite of it, migration from rural area to urban area has been constantly increasing since end of 1990s, in reason to seek better opportunity, avoid from nomadic life, especially young people prefer to reside in mobilized environment that centralizing in one place. Mongolia transferred from communist to democratic system and from planning to market economy in early 1990s. Mongolian main economic factors are mining industry, raw cashmere and agriculture. Income gap widened between poor and rich people, as 23 percent of the population live in poverty [14], [15]. Unemployment rate is 2.8 percent. Current Gross Domestic Product (GDP) reached to 5, 542 billion USD, which increased by 7.22 percent comparing to the same period of 2009 and GDP per capita of Mongolia is USD 2,026.63 [16], [12]. After several years of efforts economic growth accelerated, especially higher commodity prices in the world market have been influenced strongly for rapid economic growth of the country.

II. LITERATURE REVIEW

The sustainable development of the country requires an efficient human resource policy and system that greater challenges the government of any country

than a traditional development model [17]. The main three concerns of the sustainable development are a concern of well-being of future generations, a concern of human development, and a concern to impact economic activity [18]. The sustainability concept consists with two approaches: strong and weak, a strong sustainability focuses on human resource, while a weak sustainability considers economic forces and technological development [6]. In 1987, the World Commission on Environment and Development (Brundtland Commission) develops Bellagio Principles for Assessment to measure and assess the progress toward to sustainable development that one aspect considers how to deal with human resource to integrate economic development, reduce poverty and maintain the human and social sustainability [19], [9].

2.1. Tendencies of sustainable development of the country are the human development and an appropriate human resource management.

Human development concept declares at Copenhagen Declaration on Social Development in 1992 [20] and at Millennium Declaration in 2000 [21] in the worldwide. Human development indicator (HDI) of each country publishes at Human development reports of United Nations Development Programme [22]. HDI becomes a global measurement to measure the sustainable human development [23]. This measure has three equally weighted variables: GDP per capita, life expectancy at birth and a level of education (adult literacy and education rate) [18]. But its validity has been criticized by academicians; nevertheless, still it assists to manage a human resource system of the country [11], [24]. In general sense, economic success, sustainability of the country and human resource system determined by human development that how trained, how flexible and how committed to, likewise encourages knowledge, learning and research to meet the needs and requirements for human resource policy of the country [25], [26].

Human Resource Management (HRM) is an ideological framework to manage a labor by an effective and an efficient way, which started to be known in academic theory since end of 1970s in Europe and Australasia [27]. HRM emphasizes human relations theory, which means, human principles [28] that attracts, develops and motivates individuals, integrates and socializes the business firms and public organizations through career planning, coordinating and goal setting [29]. Current theory and empirical evidence suggest HRM creates a productive and a creative environment for people to develop their full potentials and increase negotiation capacity [26] by quality of a principle and by quality

of a planning [30]. These perceptions, in turn can affect by an analytical human resource policy through an assessment of communities, the quality of technical expertise and usage of innovative tools [31].

2.2. The Government has to establish human resource policy in order to prescribe the needed government action to manage it.

Most countries develop a concept to ensure the sustainable human resource policy related to growth strategy and poverty reduction policies for long-term development. Human resource becomes a crucial source of competitiveness therefore United States of America for instance does not rely only on technology, patents, or strategic position, but also on human resource management for sustainable advantages in the marketplace [32]. Baker [33] mentioned that a new globalized development model is to expand effectiveness of government and to build human capacity towards sustainability. High susceptibility to ad-hoc behaviors place premiums on short-term private gains over long-term value-creation within communities in rural areas. When allocating the human resource issues, it needs to be considered supporting mechanisms of human resource the housing, medical care, roads and public transport, heating, electricity, social services and schooling of children [1], [34]. People seek an enjoyable work environment [35]. Another point, government shall provide legislative environment of human resource system that to be a formal and easier to adjust from traditional development model to sustainable development [17].

2.3. International organizations undertakes different types of projects and programs to support mobilization of human resource

Mobilization theory explains five concepts: industrial relations, worker mobilization, human resource, opportunity and forms of collective actions, which all are essential parts of sustainable development of the country [36]. On the other hand, international organizations support the sustainable development through mobilizing the human, financial and political resources with innovative ideas [37]. International organizations create a business model, develop a comprehensive strategy and action plans for capacity building of people and sustain the outreach that maintain social value toward to human resource. According to the World Bank research the importance of sustainable development of the country is a relationship between human and capital [23]. The priority for mobilization of human resource is to establish a dynamic networking, favorable communication environment of information and a

technology platform within urban and rural area throughout the country [38]. International labor organization [39] stated that mobilization of human resource policy in rural area involves vocational and professional trainings based on level of country development, specification and encourage flexible policy system toward to each specific area. In spite of it, the approaches of international organizations lead to reduce poverty and unemployment rate and improve sociality of the people through considering the economic factors, major industrial points and technological components considering regional situations. Moreover, international organizations formulate and develop various social and economic development reports to assists on a strategy policy of the country.

III. METHODOLOGY AND ANALYSIS

After considering above mentioned perspectives from literature review, we tested by secondary data and interview to know the real circumstance of Mongolian human resource system. Total 9 people were interviewed, who are a government officer, a mining specialist, a teacher, a doctor, a nurse, managers of small and medium enterprises and unemployed persons. Except a nurse, those people did not attend at any seminar or training related to human resource. Only a nurse attended at healthcare human resource management training. The interview identifies the activities related to human resource management, mobilization of human resource to sustainable development of the country, the knowledge of human resource policies, positive and negative points of human resource system in Mongolia and to know their thought for future actions.

ANALYSIS ON HUMAN DEVELOPMENT AND HUMAN RESOURCE MANAGEMENT IN MONGOLIA

According to the statistics, Mongolia has 1.7 million working-age people and their employment coordinates by: (1) Constitution of Mongolia [40] that emphasizes the right of employment, favorable conditions of work, remuneration and unlawful force at work. (2) Labor Code of Mongolia [41] that defines labor relationship, rights, contract, conditions, management, monitoring, liabilities, evaluation and professional trainings to ensure mutual equality of related parties. (3) Minerals Law [42] that some provisions emphasized human factors at mining industry to impact social and economic development. (4) Law of Mongolia on Sending Labor Force Abroad and Receiving Labor Force and Specialist from Abroad [43] to regulate relations of employment of Mongolian in abroad and a foreign

citizen in Mongolia. (5) Law for State Employment [44] coordinates the employment relation for state and government agencies. In addition to, Mongolian Employer's Federation [45] is a nationwide employers' organization with branches in 21 provinces to provide different types of trainings and activities in order to increase the competitive effectiveness of business entities to develop and pursue own human resource policy. As a developing country, a typical package for employment includes salary (84%); allowances (6.5%), including 13th month salary, mobile phone allowance, meal and beverage allowance, seniority premiums; short-term incentives (4.5%) and in-kind benefits (5.2%) [46]. An informal economy has been increasing in Mongolia that 132 thousand people engaged with an informal economy [12] at retail trade, artisanal mining and manufacturing sectors.

It is a fact that no specific human resource research, study or questionnaire in Mongolia to determine how many professionals shortage in which sector and which area? Perhaps human resource is a young field in Mongolia. If look at the latest graduate students from university, they mostly major on law, economy, politic, reporting, translation, or social science. Unfortunately, those graduates do not like to go rural area, which prefers to stay in urban area. The reasons to avoid going to rural area is a compensation and salary are lower and less opportunity than urban area, yet they have been employed in urban area as well. In rural areas, gender disaggregation still exists that female participation in education program is higher than men, which reflected by demand of male labor in nomadic life. Those entire situations can be improved providing the education and personnel development programs, including vocational and business training basically towards to both women and men. In 1993, United Nations Development Programme (UNDP) estimated adult literacy of the country is 93 percent, and it has still remained until 2000 [47], [48]. Unfortunately, now this percentage has been declining rapidly, because the migration to urban area causes to drop off the school and educational programs, especially it influences to youth people. Entrance percentage to the primary and high education is only 15 -25 percent almost in every province. Mongolia's HDI placed 117th among the 175 countries ranked globally, which shows very low level of the country. Here, the emphasis may made to employment regulation offices, which locate in center of provinces are operating to provide with information to local people, organize local trainings,

search for works for unemployed people and maintain the data on unemployment but it is not sufficient enough. In the future, the most sophisticated efforts would be training and learning, which are essential to raise the productivity and sustainability [49] of a human and would become a process that progresses steadily at the country development.

GOVERNMENT ACTIONS ON HUMAN RESOURCE POLICY AND MOBILIZATION TO RURAL AREA

The Government established National Council for Sustainable Development (NCS D) in 1996 headed by Prime Minister of Mongolia. In 2002 NCS D restructured that composing government, NGOs, public and private sectors and scientific institutions. NCS D formulate the Mongolian Action Programme for the 21st Century (MAP 21) which approved in 1998, to ensure human resource system for sustainable development of the country [50]. In 2001 Parliament of Mongolia approved Regional Development Policy that main principles consider the sustainable human resource system of each region. Those documents emphasized the human resource system whereas every citizen of every region has given an equal right to study, live, access information and take an active part in community life [51]. In addition to it, NCS D mobilizes local human and financial resources, raise awareness of community on sustainable development, formulates projects to promote small and medium sized business and assesses the result of MAP 21 in several provinces [50] of the country.

Another challenging effort made by Government is an establishment of Educational Sector Development Programme which consistently related to the Education Law, Tertiary Education Law, Primary and Secondary Education Law. But it has not completed yet that is only at a preparatory stage. There are other approaches taken by the Government of Mongolia, as formulation of a strategic paper in 2003 to support economic growth and poverty reduction by recommendation of World Bank that outlined business environment, macroeconomic stability and human resource development [52]. International Labor Organization developed "National Plan of Action for Decent Work in Mongolia" from 2005 to 2008 to strengthen employment, social security, and income, same time it ensures the national human resource policy to effect the economic growth [53]. According to this plan, Government of Mongolia

shall have cooperation on communication, information and experience exchange with World Bank, Asia Development Bank, United Nations and its specialized organizations, ILO and international non government organizations (NGO).

ACTIVITIES BY INTERNATIONAL ORGANIZATIONS TO DEVELOP HUMAN RESOURCE SYSTEM

Donor organizations, such as United Nations Development Programme (UNDP), World Bank, International Labor Organization (ILO), Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), United States Agency for International Development (USAID), Japan International Cooperation Agency (JICA), Adventist Development Relief Agency (ADRA) and Asian Development Bank (ADB) focus their attention to develop human resources through various projects and programs toward to the community in all regions and nomadic households in rural area to sustain economic development [28] of the country. Mainly they provide capacity building trainings, formulate human resource policy and allocate human resource efficiently to influence the competitiveness of a region.

UNDP [15] implements following projects and activities: 1) Human Development and Poverty Reduction Program integrates the human development that aimed at empowering local communities. 2) Every year, UNDP publishes National Human Development Reports (NHDR) to promote human resource policies. 3) Poverty Research and Employment Facilitation project aims to improve human development paradigm to impact poverty reduction through streamlining a basic labor statistic system, update the labor force, and improve policy and programmed framework. 4) Enterprise Mongolia Project aims to improve livelihoods, particularly in rural areas through capacity building, microfinance and marketing activities of the production. World Bank [54] implements educational programs that are Rural Education and Development project and Education for all fast track initiative (EFA-FTI) to improve the overall quality and effectiveness of education. The Mongolia Second Sustainable Livelihoods project is to enhance secure livelihoods by capacity building and efficient management of resources at the national level. International Labor Organization (ILO) [55] implements Decent Work Country Programme in Mongolia to provide technical support promoting decent work that enhance capacity of stakeholders, formulate, implement and monitor the policies for the informal economy. The ultimate beneficiaries are poor people within informal sector.

GTZ [56] implements projects for regional economic development to support a regional economic process in parallel with sustainable use of local resources while generating human resources system in rural areas. USAID [57] implements Economic Policy Reform and Competitiveness (EPRC) to accelerate and broaden sustainable, private-sector-led economic growth through the policy reform, government transparency and corporate governance that to build consensus among decision-makers, businesses, community leaders, academic institutions, and civil society representatives. Japan International Cooperation Agency (JICA) [58] undertakes several activities for development of human resources, which are (1) dispatch technical cooperation experts to transfer skills and make a proposal, (2) educational programs in Japan and developed countries by scholarship, (3) grant to purchase necessary educational equipments, (4) design and implement human resource development projects on request bases, (5) a volunteer program in rural area and (6) community empowerment program collaborate with NGOs. For example: The Project for Human Resource Development Scholarship, The Mongolia-Japan Center for Human Resources Development Cooperation, Sustainable Livelihood Project, Comprehensive Community Services to Improve Human Security for the Rural Disadvantaged Populations in Mongolia. “The Micro Economic Development (MED)” program by ADRA [59] helps to educate the vulnerable households in remote area. “Education for the Poor—Financial Crisis Response” Project by ADB [60] increases the level of financial literacy for household in rural area of Mongolia.

BEST PRACTICES OF FOREIGN COUNTRIES

Final effect of the paper is acknowledge the other countries experience, what kind of policies they use to manage human resource efficiently and how they take a mobilization of human resource towards to the economic development of the country. **China:** Chinese human resource policies are quite different from those used in developed and developing countries, because two-third of the workforce works in state owned enterprises, thus the country policy mostly towards to human resource management of State owned enterprises [61]. China coordinates its Human Resource by Vocational Training law, Decree in Vigorously Promoting Vocational Education by State Council and Employment Law of P. R. China. There almost 20,000 non- government training institutions operates to enhance the human resource management [62]. **Japan:** “Institution-building” and “Human resource development” both considered to be Japan’s government policy. For instance, the government of Japan develops human resource for

public service, which regulated by National Personal Authority. This authority operates under the National Public Service Law (NPSL) and Human Resources Development Promotion Law [63]. The human resource policy has direct support to individuals through education, trainings, career consulting and improvement to infrastructure. There are three broad stages for human resource system of country: preparation, development and maturity [64]. **Taiwan:** The main ideology of human relation is Confucian that lifetime loyalty for the company is considered to be a major virtue; also rank, seniority and long –term relationship are crucial in every business environment [65]. The Government of Taiwan highly concerned on education of population, thus in 1970s the government sent people to western countries to have western education, then after graduation of their degrees government hires them back offering a higher position with high salary. Human resource system largely interrelated with information technology. **European Union** consists with 27 countries that all concerns priority of human resource management for sustainable economic growth of each country, which emphasize more controlling through legislation and supporting through finance. European Union develops a European model of human resource that builds on social context, employee involvement, and interconnection between environment and organizations [66], [67]. Looking at actions taken by country, each country manages and mobilizes their human resource base on own advanced and specific industry.

IV. FINDING AND RECOMMENDATION

All interviewed people stated that there is a need of legal environment, strategy and mobilization activities for human resource whereas shall be implemented by government agencies. Moreover the activities should be conducted and realized in an uninterrupted manner, systematically and filled with an atmosphere of innovative aspirations. The government tries to control the development of rural area, but its policy practices have been inconsistent. These inconsistent actions are, in part, a result of limited awareness and understanding by the general public and policy makers. In the future, mining industry in rural areas of Mongolia shall play a sufficient role to the sustainable economic development of the country. Thus, the Government of Mongolia shall establish human resource policy to reallocate the resources, rural infrastructure provision, and subsidize both female and male education, which all may apply to satisfy highly differentiated situation and mobilize the human resource [68] within community at regional level. On the other hand, the clustering approach can be seen

highly effective, which will enhance the communication, learning and exchanging views, discussion and information among public, NGOs, academicians, and policy makers. Findings indicate that ILO is a main international organization to support human resource system of Mongolia; unfortunately, they do not have a separate office in the country, thus they do not have enough research, projects and programs for human resource concerning to Mongolia. Again, there are lots of programs and projects implemented by international organizations that connected with human resource, but, a more systematic approach shall need to coordinate all mechanisms, interrelations of activities by international organizations.

The recommended actions are: (1) Research study (to study best experiences of others countries with similar economic situations to have a sensibility of demands) [69]; (2) A human resource model development (establish conditions and criteria); (3) Assess the model for further necessary modifications; (4) Increase the technical and vocational education, including distance and on-site basis; and (5) Design an efficient human resource framework. Government shall establish a committee in each province center to be in charge for human resource programs [70] to promote the sustainable human development. The paper formulates a model to generate sustainable development of the country by human resource policy (Figure 1).

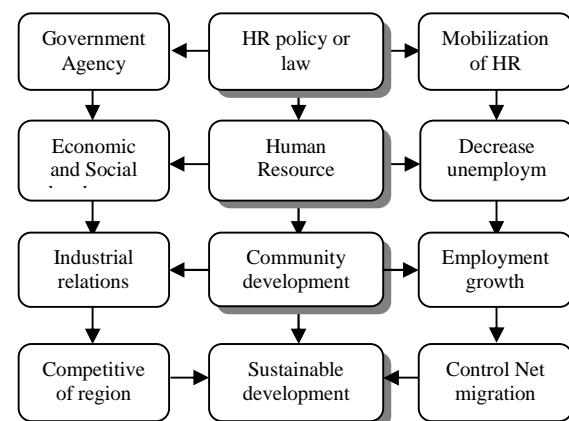


Fig. 1: A Model to Generate Sustainable Development of the Country by Human Resource

V. CONCLUSION

The paper attempts to focus on one of the factors of sustainable development, which is human resource. Building sustainable human resource system or policy requires more solid analysis based on discussion along with comprehensive people centred approach [71]. Mongolian economy shifted from

agriculture to mining industry but the other strand small business is the backbone of Mongolian economy especially in rural area. Thus, Mongolia shall concentrate its human resource policy on natural resource or mining industry interconnecting to other sectors. But, still the government does not have a proper human resource system. Government should spend more research to come up with a workable long-term plan to lead human resource of the community at every region. Full participation of people and full utilization of resource are move forward to result bright future of sustainability. Empowering education program and technology innovation are right tools to mobilize the human resource system in rural area and decrease the poverty. In conclusion the country strategy for human resource shall consider (1) mobilization of the human resource system; (2) establishment of a sound institutional and regulatory environment; and (3) equitable distribution of benefits by improving social services and infrastructure. Those activities will assist to build capacity of the country and maintain their long term sustainability, at the minimum.

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