Result Based Management in Personnel Administration: A Sociological Analysis

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Abstract: Application of result based management in personnel administration is the epicenter of government performance. Public manager's performances need to be enhanced in order to ensure consistent level government performance to achieve state goals. Application of result based management in personnel administration facilitates a holistic process which introduces organizational aims, team and individual objectives development, effective measurement and assessment of employee performance, the matching of rewards to good performance and the provision of feedback. It develops constructive and supportive mechanisms for public employee development and acquisition of skills which are crucial for organizational success. Applying result based management in personnel administration is a much broader concept than performance appraisal as it encompass techniques used by managers to plan, direct and improve employee performance hence attainment of organizational objectives. It is a contemporary performance management approach that is aiming at achieving greater efficiency, effectiveness, accountability and access to better services in public sector organizations. It can also be explained as a broader public management tool that aims at the achievement of crucial organizational transformation with improving public manager's performance.

I.   INTRODUCTION

Result based management was adopted by the public sector organizations in the western governments as a strategy by which calls for all organizational members to ensure that all their efforts contribute directly to the achievement of a set of objectives hence the attainment of desirable results. It rests clearly on defined accountability for results and requires monitoring and self-assessment of progress towards results, including reporting on performance. It aims at the improvement of management effectiveness and accountability through clearly explaining what realistic results are expected to be achieved, continuously monitoring progress against the expected results and integrating lessons learned when making management decisions and reporting on performance (Dessler 2011). Its primary purpose is to improve efficiency and effectiveness through organizational learning and fulfilling accountability obligations through reporting of performance

It yields favorable results like among others total quality in service and product delivery, goal alignment, direct sharing since the individual goals are closely related or linked to the wider organizational objectives hence aligning performance with the organization's goals as well as ongoing feedback and coaching as well as developmental support and recognition (Shangahaidonhi, 2013).

Application of result based management in personnel administration can be termed as result based personnel management. It is a systematic process. Its primary aim is to improve organizational performance by developing the performance of individuals and teams. Result based personnel management establishes shared understanding about- (a) what is to be achieved and (b) managing and developing people in a way that increases the probability of achieving the target in the short and longer term. It is about the development of individuals with competence and commitment. Result based personnel management is also the process of directing and supporting employees to work effectively and efficiently in order to fulfill the needs of the organization. Under the result based management system, all the units of organization work towards the achievement of shared meaningful objectives which support and encourage their achievement. It is considered as a means of getting better results from the organization, teams and individuals by understanding and managing performance within

an agreed framework of planned goals, standards and requirements (Eyben, 2013). It is owned and driven by line management authority

Effective result based personnel management requires- (a) systematically deciding and communicating what needs to be done (aims, objectives, priorities and targets); (b) a plan for ensuring that it happens (improvement, action or service plans); (c) some means of assessing if this has been achieved (performance measures); and (d) information reaching the right people at the right time (performance reporting) so decisions are made and actions taken. Application of result based management in personnel administration is a strategic and integrated approach of achieving sustainable success by improving the performance of the people by developing the capabilities of teams and individual contributors. Result in personnel management means the accomplishment, execution, carrying out and working out of anything ordered or undertaken (Pazvakavambwa, 2014). It refers to outputs and outcomes. It is also about doing the work as well as being about the results achieved.

Under traditional systems government employees are likely to protect their jobs and pursue larger budgets, larger staffs and more authority. Governments have focused on inputs but ignored outcomes, words like accountability, performance and results. Results or performance-oriented government calls for new ways of measuring and rewarding outcomes in various fields. New Public Management (NPM) provides a major set of basic ideas of result-oriented government. It addresses the core problems of Traditional Public Administration such as large size of the government, centralized bureaucracies, inadequate mechanisms of accountability, waste in resource use and inefficiency in delivery of public services etc (Kalimullah et al, 2012). Principles of New Public Management (NPM) emphasize on output, result, efficiency and performance of government.

Result based personnel management includes goals establishment, performance measurement and error corrections. Goals establishment is about creating the future development of core public values and various public policy application indices of public organizations. Result based personnel management focuses on establishing more valid and reliable performance index to measure the in service performance of public organizations. It is about following and discovering the error between actual performance of public agencies and initial government plans using the methods of performance monitoring. The principles of result based personnel management are directly related to the growth, expansion, quality concern and competition. Consequently, there are some considerable factors of applying result based management in personnel administration.

II. OBJECTIVES AND METHODOLOGY

This paper has been written based on secondary materials i.e. related journals, books and reports. Most of the data are qualitative in nature and the qualitative descriptive method has been applied for in depth analysis. The aim of this paper is to review the conceptual framework of result based management and personnel management in order to explore the significance, concerns, factors and obstacles of applying result based management in personnel administration.

III. IDEOLOGIES AND PRINCIPLES

3.1 Personnel Management in 21st Century

Personnel management in 21st century can be viewed from four perspectives. First, it is the functions (planning, acquisition, development and sanction) needed to manage human resources in public sector organizations. Second, it is the process by which public jobs are allocated. Third, it is the interaction among fundamental societal values that often conflict over who gets public jobs and how these are allocated. There is the reflection of seven symbolic and competing values- (a) political responsiveness, (b) efficiency, (c) individual rights (d) social equity under the traditional pro-government model; and (e) individual accountability, (f) downsizing and decentralization, and (g) community responsibility under the emergent anti-government model. Finally, it is personnel system – the laws, rules, organizations and procedures used to express these abstract values in fulfilling personnel functions (Goel and Rajneesh, 2002). Personnel management is the planning, organizing, directing and controlling of the procurement, development, compensation, integration, maintenance and separation of human resources in public sector. Its core objective is to accomplish individual, organizational and social objectives. It is that phase of management which deals with the effective control and use of manpower as distinguished from other sources of power.

Personnel management is the method of developing potentialities of civil servants so that they get maximum satisfaction out of their work and give their best efforts to the organization (Kalimullah et al, 2014a). In 21st century, it deals not only with the personnel and management functions but also with the constitutional provisions, organizational set-up, executive orders, external linkages, personnel agencies, personnel associations, social and public welfare etc. It is an important part of personnel administration. The primary objective is to ensure the effective utilization of public personnel in the accomplishment of state functions and implementation of public policy. To attain the objective, it establishes an effective working relationship among

the civil servants by dividing organizational tasks into jobs, defining the responsibility and authority clearly for each job and creating a suitable working environment. It also tries to secure their integration so that they may feel a sense of involvement, commitment and loyalty to the state.

In 21st century, personnel management is the art and science of policy-making, planning, decision-making, organizing, directing, controlling and motivating public personnel for securing, maintaining, developing, integrating, involving and compensating as well as enhancing human environment for the blooming of personnel skills and capacities in a public organization. The core objective of personnel management in 21st century is to secure organizational and social objectives of public sector organizations as well as civil servants' satisfaction (Goel and Rajneesh, 2002). A civil servant or public personnel is a person in the public sector employed for a government department or agency excluding the armed services. Civil service of a country generally includes all permanent functionaries of government which distinctly excludes defence service, although some civil servants work in defence ministry and its various departments. A member of civil service is never a holder of political or judicial office. Civil service is a professional body of officials who are permanently paid and skilled enough (Ali, 2010). The following diagram presents the objectives and functions of personnel administration.

Personnel management is public sector oriented concept. Ideas and concepts of public and private sector organizations are different in philosophies and operational strategies. Agencies of public sector have the power of coercive sanctions and full responsibility for the state tasks. Public interest and legality are the core principles of these agencies. On the other hand, private sector firms operate within a competitive environment. The objectives of private organizations are determined on the basis of market and business success. Contrasting it, public sector agencies emphasize the logic of appropriateness. They have legitimacy based on democratic representation (Dessler, 2011). The authority structure in public sector is unitary and hierarchical. There are comprehensive and broad political-administrative accountability as well as tight hierarchy of rulings in public sector. In general, public sector organizations put much attention on politics and balancing conflicting interests and private sector organizations put prime attention on profit and efficiency. The core element of result based personnel management is result and performance. Inputs, procedural rules, bureaucracy and professionalism are the core elements of public personnel administration or management.

Result based personnel management refers to the areas of recruiting, selecting, assessing, developing and retaining public employees which are known as civil servants. To organize civil servants, in a way that gets the work done, is a large part of result based personnel management. Recruitment and selection, the process of attracting, screening, and selecting qualified and efficient civil servants at the start, is a main objective of result based personnel management (Vahamaki et al, 2011). Training which refers to the acquisition of knowledge, skills, and competencies has specific goals of improving personnel capability, capacity and performance because all public personnel need to respond to the changing community expectations.

3.2 Theoretical Interface

New Public Management (NPM) provides the theoretical basis of result based personnel management. It points to the failures, inadequacies and problems lying in nature and processes of traditional personnel administration and public sector activity. It has been developed as a comprehensive method of reorganizing and restructuring personnel structure of public sector bodies to bring their management approaches closer to business methods. The emergence of NPM is closely related to the expansion of market economy in the developed countries (Hughes, 2003). Focusing the key principles of market economy, scholars of NPM has established its principles. Most of the principles of NPM emphasize on the efficiency of public service delivery, effective role of civil service, enhancing quality of personnel management and entrepreneurial attempts.

Under traditional personnel administration, public officials are likely to protect their jobs and pursue larger budgets, larger staffs and more authority. Governments have focused on inputs but ignored outcomes, words like accountability, performance and results. Results based personnel management calls for new ways of measuring and rewarding outcomes in various fields. Osborne and Gaebler (1992) suggest several themes for result-oriented government. First, what gets measured gets done; after performance measures are established, people begin to ask the right questions, to redefine the problem, to diagnose that problem and to think about organizational goals. Second, when government lacks objective information, public decisions or public policy formulation depend largely on political considerations. Third, if anyone cannot see success, she/he cannot reward it. By rewarding successful managers, the company has increased its productivity. Fourth, if anyone cannot reward success, she/he is probably rewarding failure. In practice, if anyone fails, she/he may qualify for aid. For example, when the crime rate increases, government or people give the police more incentives. Fifth, if anyone can't see success, she/he can't learn from it. Unexpected success may be an important lesson to be learned. Sixth, if anyone can't recognize failure, she/he can't correct it. No one outside the bureaucracy can tell if these agencies do anything worthwhile, because no one measures the results of their work. Seventh, if anyone can demonstrate results, she/he can win public support (Kalimullah et al, 2014a).

Principles of Result Based Management (RBM) have accelerated the principles of NPM in the administrative reform initiatives. NPM brings the major ideological shift in Public Administration. RBM principles provide functional mechanisms for the shift from weberian bureaucracy to result based personnel management. The components of RBM are basically private sector oriented (Thomas, 2007). Consequently, the suitability of RBM for public sector organizations faced criticisms. Further, scholars have modified the principles and components of RBM according to the precepts of NPM. In general, RBM principles concentrate on the purpose orientation in private sector organizations. In the public sector, RBM focuses on not only the immediate result but also all citizens.

Citizens are the ultimate determiner of the quality and result of public organization. RBM also focuses on perceptions of employees related to organizational policies and environment. These are positively correlated to organizational outcomes such as quality and productivity. For the successful implementation of RBM, flexibility and innovation are more strongly linked than hierarchical, rational or group cultures in any public organization. All personnel of the organization have to take responsibility to implement the principles of result based personnel management. Personnel must come to work not only to do their jobs, but also to think about how to improve their efficiency. Executives must empower all the personnel of the organization to perform in an optimum manner. Planning authority has to participate in the development and implementation process (Thomas, 2007). Implementers have the knowledge about the process better than any other. Administrative personnel, who engage in planning, must collect information from the implementers.

Result based personnel management also emphasizes on the performance measurement in each stage of the organizational process. Hence, quantitative data are necessary to measure the continuous quality improvement activity (Besterfield et al, 2004). The main purpose of RBM is to ensure the quality of the product or service. RBM is much suitable for public organizations in the personnel management procedure rather than the policy making aspects. Result of public organization is to some extent a political matter. RBM does not match with the political focuses of the public sector organizations.

3.3 Models of Result Based Management
3.3.1 Integrated development planning

Integrated development planning is a structured and systematic approach to development planning with complete vertical-horizontal integration and a clear focus on both outcomes and impact (Rasappan, 2010). Integrated development planning entails both strategic planning of national priorities and cascading these priorities to contributing levels in a systematic manner.

3.3.2 Results based personnel performance system

Results-based personnel performance System is useful in driving reform or introducing new performance initiatives (Thomas, 2005). Its role is to establish and mandate the accountability framework. It ensures that staff performance at every level is systematically linked with substantive performance. The appraisal system under the personnel performance system weighs towards the performance of an individual staff member, which can ultimately be linked to the integrated performance management framework (Rasappan, 2010). It facilitates the planning and implementation of human resources management and human resources development.

3.3.3 Results-based monitoring and evaluation

Monitoring and evaluation (M&E) is considered to be a critical and integral part of the result based management system (Rasappan 2007). The concept 'result' in result based management system, monitoring and evaluation monitoring means that monitoring in organizations essentially focuses on the higher level objectives or outcomes (Results-based Monitoring and Evaluation Toolkit, 2009). It is considered to be the routine collection and the analysis of information in an organization to determine the progress against a set of goals (Project/programme Monitoring and Evaluation (M&E) Guide, 2011). This assists in identifying patterns and trends, adapting strategies and informing decisions.

According to Osborne and Gaebler (1992), if results are not measured, it is not possible to distinguish success from failure. Based on key performance indicators (KPIs) and key result areas (KRAs), monitoring is built into all levels of an organization. It also supports systematic performance management (Thomas, 2007). The results-based monitoring and evaluation system assists in forging tighter linkages between the use of resources and policy implementation (Pazvakavambwa and Steyn, 2014).

3.3.4 Results-based management information system

Management Information System (MIS) as an institutionalized framework that reveals information from the monitoring and evaluation system at all level to assist managers and role players in their effective decision-making on a timely basis (Rasappan, 2002). Therefore the MIS is used to provide the basis for an

effective decision-making support system at different levels of an organization. It provides critical information to support informed decision-making for improvement and adjustments to strategies and policies. The roles of the MIS and the monitoring and evaluation system are closely linked, since they constantly rely on each other to ensure that the right people receive the right information at the right time. The MIS can be planned and designed for manual use or for utilization in computerized systems (Pazvakavambwa and Steyn, 2014).

3.3.5 Electronic government system

To improve the overall performance of public sector is the main purpose of electronic government system. It can be described as a reform approach concentrated on output-orientation, demand-driven approach etc to provide high quality service to citizens. It can help to achieve the objectives of NPM such as efficiency, effectiveness, provide better service, contain deficits and incorporate new technologies. Use of Information and Communication Technology (ICT) simplifies the implementation of all the principles of result based management.

Electronic government system can enhance the implementation of result based management in personnel administration (Margetts, 2003). Focusing result based management in public sector, it can play important role in improving internal operating systems, data collection and transmission, financial systems, payment processes, human resources management and internal communications to generate savings.

3.3.6 Result chain model

Result is a change in behavior. It can be described, observed and measured. There are three types of changes- (1) output, (2) outcome and (3) impact. Immediate results are considered to be outputs since they are products and services arising from the completion of activities that resulted from available resources that were invested in a particular programme (Bester, 2012). Outcomes show the changes in certain development conditions which occur between the completion of outputs and the achievement of impact (Vahamak et al, 2011). Outcomes can be short term and medium term or long term, while impact refers to the positive and negative long-term effects on an identifiable population that was produced by a particular development (Canadian International Development Agency, 2000). At the centre of the implementation stage lays the key activities such as monitoring, reviewing and reporting of results.

Performance measurement provides performance information that is used by management to facilitate decision-making. Continuous feedback to managers of performance information about the results can be used to improve their performance. Learning encompasses a cycle of planning, periodic performance assessment and organizational learning which support knowledge creation and sharing (Adaptation Fund, 2009). The information that was obtained from performance measurement is used for learning and decision-making. Through performance measurement and the evaluation of learning and management decisions an organization determines whether the particular activity has met its overall objectives and goals.

According to Canadian International Development Agency (2000), the general steps and stages in the preparation of a logic model are (1) Identification of the ultimate beneficiaries and stakeholders; (2) Ensuring such a state so that the right people are at the table; (3) Identification of the main activities; (4) Identification of outputs for each activity; (5) Identification of logical outcomes; (6) Identification of linkages; and (7) Validating with stakeholders.

3.4 Characteristics of Result Based Personnel Management

Result based personnel management is a planned process. Its primary essentials are agreement, measurement, feedback, positive reinforcement and dialogue. It is concerned with measuring outputs of public agencies and performance of public personnel compared with expectations and objectives of government.

Table: Elements and Concern of Result Based Personnel Management
(Armstrong, 2008)

Elements	Concern of Result Based Personnel Management
Outputs, outcomes, process and inputs	Result based personnel management is concerned with outputs (the achievement of results) and outcomes (the impact made on performance). But it is also concerned with the processes required to achieve these results (competencies) and the inputs in terms of capabilities (knowledge, skill and competence) expected from the teams and individuals involved.
Planning	Result based personnel management is concerned with planning ahead to achieve future success. This means defining expectations expressed as objectives and in business plans.
Measurement and	Result based personnel management is concerned with the measurement of

review	results and with reviewing progress towards achieving objectives as a basis for action.
Continuous improvement	Concern with continuous improvement is based on the belief that continually striving to reach higher and higher standards in every part of the organization will provide a series of incremental gains that will build superior performance. This means clarifying what organizational, team and individual effectiveness look like and taking steps to ensure that those defined levels of effectiveness are achieved.
Communication	Result based personnel management is concerned with communication. This is done by creating a climate in which a continuing dialogue between managers and the members of their teams takes place to define expectations and share information on the organization's mission, values and objectives. This establishes mutual understanding of what is to be achieved and a framework for managing and developing people to ensure that it will be achieved.
Continuous development	Result based personnel management is concerned with creating a culture in which organizational and individual learning and development is a continuous process. It provides means for the integration of learning and work so that everyone learns from the successes and challenges inherent in their day-to-day activities.
Stakeholders	Result based personnel management is concerned with satisfying the needs and expectations of all the organization's stakeholders, owners, management, employees, customers, suppliers and the general public. In particular, employees are treated as partners in the enterprise whose interests are respected, whose opinions are sought and listened to, and who are encouraged to contribute to the formulation of objectives and plans for their team and for themselves. Performance management should respect the needs of individuals and teams as well as those of the organization, recognizing that they will not necessarily coincide.

Result based personnel management focuses on targets, standards and performance measures or indicators established for public agencies. It is based on the agreement of role requirements in public agencies, objectives of government, performance improvement of public personnel and personal development plans of civil service. It is also concerned with inputs and values. Knowledge, skills and behaviors are the required inputs of public performance management to produce the expected results (Armstrong and Baron, 1998). Expected public performance has been achieved- (a) through the constructive use of knowledge and skills and (b) through appropriate behavior that upholds core public values.

People are the critical factor in making result based personnel management effective. Result based personnel management is a continuous and flexible process. It involves all levels of public personnel to work together to achieve the required results. Public personnel need to be engaged and involved. A number of researches on employee attitudes in government showed that staffs in higher-performing agencies have higher levels of commitment and motivation. They have a greater ownership of public performance priorities because they feel more involved (Williams, 1998). Their views on priorities, improvement and performance are not only sought but also acted upon.

IV. APPLICATION OF RESULT BASED MANAGEMENT IN PERSONNEL ADMINISTRATION

Result based management puts emphasis on working with the results chain because by making the cause-effect relationship explicit it provides a better understanding of the logic of change and invites for discussion among stakeholders. Moreover, the results chain indicates what concrete things should be changed in order to contribute to broader change. The results chain is a major component of the Result Framework or Performance Framework. Inputs and activities are also part of this framework and are linked to the results chain. The executing agency brings together the inputs such as people or human resources, the materials, the funds, the technologies and methodologies as well as organizational structure through appropriate management in order to implement activities, which in turn will generate the results (MDF, 2013).

4.1 Procedure of Result Based Personnel Management

The need for the government to integrate all government efforts and resources towards the efficient and effective achievement of focused results has led to the adoption of result based management in personnel administration. For the successful implementation of result based personnel management, fundamental changes in the organizational culture are required. Failure to change the organizational culture may lead to resistance of change which is a challenge to the successful implementation of result based personnel management. However, it is also important to take note that change is a gradual process so it calls for enough time since it cannot be implemented over night. It is necessary to develop a supportive mechanism so that result based personnel management can be successfully implemented (Amjad, 2008). There is a 10 steps procedure of result based personnel management. This can be achieved by providing appropriate training and technical assistance.

Step 1- Planning

At the beginning of the result based personnel management procedure, it is important to review with employees their performance expectations, including both the behaviors employees are expected to exhibit and the results they are expected to achieve during the upcoming rating cycle. Behavioral and results expectations should be tied to the organization's strategic objectives. Result based personnel management systems drive employees to engage in behaviors and achieve results that facilitate meeting organizational objectives. If effective teaming with strategic partners is a key organizational value, the result based personnel management system should hold employees accountable for effective collaboration.

During the performance planning process, public managers should review and discuss these behavioral standards with employees. It is important for them to make sure employees understand how the behavioral standards relate to their specific jobs (Bester, 2012). The employee's development needs should also be taken into account in the goal setting process. The results or goals to be achieved by employees should be tied to the organization's strategy and goals. Development goals can be targeted either to improving current job performance or preparing for career advancement.

Step 2- Ongoing Feedback

During the planning process, both behavioral and results expectations should have been set. In addition to providing feedback, providing periodic feedback about day-to-day accomplishments and contributions is also very valuable. Unfortunately, this does not happen to the extent that it should in organizations because many employees are not skilled in providing effective feedback. In fact, they frequently avoid providing feedback because they do not know how to deliver it productively in ways that will minimize employee defensiveness. For the feedback process to work well, experienced practitioners have advocated that it must be a two-way communication process and a joint responsibility of managers and employees, not just the managers (Pulakos, 2004). This requires training both public managers and employees about their roles and responsibilities in the feedback process. Public managers' responsibilities include providing feedback in a constructive, candid and timely manner. Employees' responsibilities include seeking feedback to ensure they understand how they are performing and reacting well to the feedback they receive. Having effective ongoing feedback between public managers and employees is probably the single most important determinant of whether or not a management system will achieve its maximum benefits from a coaching and development perspective.

Step 3- Input

Employee input takes the form of asking employees to provide self-ratings on performance standards, which are then compared with the manager's ratings and discussed. An alternative way of collecting employee input is to ask employees to prepare statements of their key results or most meritorious accomplishments at the end of the rating period. Employee input has a number of positive results. First, it involves employees in the process, enhancing ownership and acceptance. Second, it reminds managers about the results employees have delivered and how they were achieved. Third, employee-generated accomplishments can be included in the formal appraisal, decreasing managers' writing requirements. Fourth, employee input increases communication and understanding. Finally, employee accomplishments can be retained and used as input for pay or promotion decisions (Pulakos, 2004).

Step 4- Evaluating results

There is also increasing focus on and importance of evaluating employees' results as part of the result based personnel management procedure. Depending on the nature of the individual's job and assignments, key results to be achieved will vary for different employees. A vital issue faced by organizations is how to measure and evaluate results. Some results can be evaluated by tracking various objective indicators, such as dollar volume of sales, profitability and amount of product produced. There are two potential problems with objective indicators. Due to the inherent difficulties in collecting good objective performance measures, many

organizations have moved the evaluation of results to collecting information on employees' most meritorious accomplishments and the impact of these contributions. The use of employee accomplishments to measure results does not have the same limitations as using objective measures and allows for results to be considered that may not have objective measures associated with them, such as team leadership skills (Shangahaidonhi, 2013). From an employee development perspective, rating narratives tend to provide more useful information.

When performance is rated against behavioral rating standards, the ratings themselves typically do not convey what the employee did or did not do in sufficient detail to be meaningful. Rating narratives can be extremely rich, customized and useful sources of feedback. They tend to provide specific behavioral examples that can aid employees in understanding. Irrespective of what type of information is collected, experienced practitioners generally suggest that narrative documentation be provided to substantiate ratings if they will be used for decision-making. This is especially important in cases where an employee may have received particularly high or low ratings.

Step 5- Review

Assuming that feedback has been provided on an ongoing basis, the formal review session should simply be a recap of what has occurred throughout the rating period. The review session is also a good time to plan developmental activities with employees. Practitioners have found that competency models and performance standards like those described above help managers and employees identify and address development needs. If all current job standards are being met, employees and managers can look to the next level's performance standards to identify requirements and developmental areas to pursue in preparation for advancement. In some organizations, pay, promotion decisions and other administrative actions are also discussed during the review session. In other organizations, separate meetings are held to discuss administrative actions. The rationale for not discussing rewards or other outcomes during this session is to enable a more open discussion about employee development needs.

Step 6- Implementation

Starting at the top and getting the commitment of upper management is a prerequisite for successful implementation of result based personnel management. Some organizations already have a strong participatory culture. In others, it may be necessary to educate the executive team about the critical role that result based personnel management can play in an organization's effectiveness and convince them about the criticality of their role in leading the effort. Piloting a new system with the executive or higher level management teams can be a useful strategy for gaining the support of these critical individuals. It is a management philosophy. It contains a set of principles to guide the continuous improvement of organization. Scholars argue that it provides better tools and techniques for both private management and public management. The implementation of result based personnel management principles in public sector organizations is correlated to the application of New Public Management (NPM). Using the principles, it offers better public service delivery and improvement of governmental performance level. It puts emphasize on performance management and human resource management (Pazvakavambwa and Steyn, 2014). Managerial skill, competence and leadership skill etc are the core focus. However, there are some considerable factors to apply in public sector. Personnel and performance management style, strategic goals and objectives, organizational policies, productivity, efficiency and effectiveness of employees, organizational structure, hierarchy, span of control, etc. are considered as visible factors. On the other hand, organizational culture, norms and ethics, employees' perception, flexibility, level of trust, democracy and unity, risk taking behavior, superior and sub-ordinate relationship, informal and group relationship, etc. are considered as invisible factors.

Step 7- Communication

Communication should begin at the launch of the designing result based personnel management. Team members should inform their constituents that revisions to the result based personnel management system are planned, and gather input and feedback on desired system features. If implementation of a new system involves major changes that are potentially threatening to employees, a change-management strategy will be required. Employees should also be provided with ample opportunities to comment on the new system, and their comments should be responded to, if not actually addressed.

Step 8- Digitalization

Digitalization can greatly facilitate the result based personnel management workflow and substantially reduce the paperwork associated with this process. In fact, evaluations of digitalized result based personnel management systems show that they are viewed positively by managers and employees, decrease workload, ensure widespread access to performance management tools and provide a standardized, structured approach to collecting and storing performance data. Digitalization can capture employee input and documentation of

accomplishments online. It can facilitate managing workflow to include prompting managers and employees about critical performance management events, routing documents between managers and employees, and providing access to forms and documents as the appraisal process is completed.

There are many ways that digitalization can facilitate result based personnel management, saving valuable time and considerable administrative burden (Margetts, 2003). However, these applications can be very costly to implement and maintain, so a careful analysis must be made of technology requirements and associated costs in making decisions regarding digitalization. In addition, one caution with respect to digitalization is that while it has many efficiency-related benefits, a potential downside is that digitalization can make result based personnel management a more obligatory activity.

Step 9- Training for employees and managers

Employees and managers need to be able and motivated to use the result based personnel management system effectively. Training helps accomplish both of these objectives. There are a number of training formats that can be used for result based personnel management. Classroom training, job aides or Web-based training can be used, each of which has advantages and disadvantages. The training format that should be used depends on how experienced raters are in conducting result based personnel management and what resources the organization is willing to devote to training.

Step 10- Evaluation

Evaluation is the process through which an organization, with involvement from key stakeholders, monitors and reviews its progress and results against goals and objectives; feeds learning from this back into the organization on an ongoing basis; and reports on the results of the process. If a result based personnel management system links evaluation to rewards, the system should monitor the internal consistency of the evaluations and rewards (Thomas, 2005). People who received good evaluations should be receiving higher levels of compensation, more frequent promotions and other desirable outcomes more readily than those who perform less effectively on the job. Tracking alignment of evaluation information and decisions is made easier by having digitalized processes in place.

4.2 Critical Factors

Applying result based management in personnel administration largely depends on the leadership and management of teams. Even the lowest-ranking employees may influence the implementation. They may achieve greater control over their jobs. The higher pay grade employees may also feel more confident. The education of employees in public sector organizations is very important for the proper application of result based management in personnel administration. Highly educated employees generally have more enthusiasm to new ideas. It is expected that education is correlated to successful implementation of result based management in personnel administration. Highly educated employees would anticipate difficulties in implementing result based management in personnel administration where political demands might conflict with the objectives as well (Kalimullah et al, 2014a). However, senior public officials with long tenures may resist changes. Consequently, experience of public officials and application of result based management in personnel administration may have a negative co-relation. It is common in the developing countries. However, there is no significant relationship between experience and organizational change in the developed countries. Employees' perceptions of barriers are the major potential impediment to successful implementation. These may include loss of control by public officials and failure to include quality activities in performance standards. Public officials may perceive many barriers for applying result based management in personnel administration such as lack of a linkage between management and reward systems, lack of benchmarking, inadequate training in quality procedures, resistance to change, etc (Fei and Rainey, 2003). However, failure to address the needs and fears of employees during implementation may create negative attitudes towards the application of result based management in personnel administration.

Generally the senior public personnel set objectives of organization's activities. If the top leadership of public agency puts importance on quality objectives such as customer satisfaction and quality of supplies and services, the implementation of result based management in personnel administration will be accelerated. They can always play a great role in guiding the development of a vision for change and the efforts to fulfill the vision. Public officials, both elected and selected, of high-performing public organizations generally show high commitment to public service and their organization's mission. They can also empower employees and communicate effectively with them. Transformational leadership strategies are significantly related to successful implementation of result based management in personnel administration (Kalimullah et al, 2014a). Transformational leaders in public sector can build trust; provide inspiration and motivation; challenge accepted ways of doing things; and take into account needs for personal development.

4.3 Obstacles

Result based personnel management relies predominantly on quantification. It is a shift from focusing on activities and inputs into the focus on outputs and outcomes in personnel administration (Eyben 2013). It focuses on strategic planning, systematic implementation, performance measurement, monitoring and reporting, as well as efficient utilization of performance information to inform and improve policy decision-making in an organization (Ortiz et al, 2004). In developing countries the public, the donor community and politicians are expecting effective public sector performance against benchmarked outcomes. However, despite these demands, it is difficult for public sectors in developing countries to rapidly and easily change into results based personnel management due to the following impeding factors:

1. It is difficult to change policy frameworks that influence the nature and scope of public sector results;
2. Systems of public accountability are often weak or non-existent;
3. Organizations lack an institutional value system and work ethics that focus on client service and outcomes; and
4. Human resources selection, career management and compensation systems do not reward or encourage a focus on productivity and outcomes (Amjad 2008).

Public and private sector organizations are different in philosophies and operational strategies. Public sector organizations have the power of coercive sanctions and full responsibility for the state tasks. Public interest and legality are the core principles of these organizations. On the other hand, private sector organizations operate within a competitive environment.

The outcome of private service is determined on the basis of market and business success. Contrasting it, public sector organizations emphasize the logic of appropriateness. They got legitimacy based on democratic representation. The authority structure of public sector organizations is unitary and hierarchical (Kalimullah et al, 2014a). There are comprehensive and broad political-administrative accountability. There is also a tight hierarchy of rulings in public sector.

In general, public sector organizations put much attention on politics and balancing conflicting interests. However, private sector organizations put prime attention on profit and efficiency. The core element of private sector management is result and performance. Inputs, procedural rules, bureaucracy and professionalism are the core elements of public governance. Strategy of public sector focuses on stability and continuity rather than growth and expansion.

The principles of result based personnel management are directly related to the growth, expansion, quality concern and competition. Consequently, there are some considerable factors of applying result based management in personnel administration. The fruitfulness of any change initiatives usually depends on the commitment and behavioral attitude of agency heads, managers and employees. Desired organizational outcomes and outputs always correlated with employee perceptions. However, attempts to change management practices often include efforts to improve employee perceptions of their environments. Objectives of result based personnel management are still unclear and have been ill-conceived in many developing countries. There is also failure to integrate personnel management with socio-economic development.

Personnel management in the civil service have been politically motivated and often geared to partisan or individual rather than overall national interests. Resistance towards administrative reforms is generated and sustained by civil servants who perceive their interest to be adversely affected as a result of the implementation of the result based personnel management. Lack of professionalism among civil servants hampers result based personnel management process. Lack of adequate and sustained institutional support for networking also makes obstacles in proper implementation of result based personnel management. Absence of necessary disciplined and systematic approach in government activities are the main barrier in proper implementation of result based personnel management in developing countries.

4.4 Recommendations

Result based personnel management is a performance management approach to achieve organizational effectiveness. It is imperative to provide enough training to all employees in the organization. Limiting training to top management will lead to loss of commitment on shop floor workers. Also training increases awareness of the concept making it easier for the package to be appreciated and accepted by all employees. It is therefore the task of public managers to ensure that training has been done to all levels.

A central training unit comprised of the Members of Parliament or prominent political leaders, representatives of civil society, academics, business leaders and all the critical stakeholders can be formed. It will seek broader agreement among the key stakeholders and general consensus on the direction of desired change, stimulate political support for reforms and will be in charge of overseeing the implementation of reforms.

Civil servants will have to be consulted, and involved in the process of implementation rather than imposing the change upon them. The new system needs to be explained to the officials at the earliest

convenience to make them understand, convinced that the old system is no longer enough, agree with and to give them chance to decide how it will be implemented. Orientation programs are an essential first step in any attempts to introduce result based personnel management (KOICA et al, 2009).

The newly introduced models of result based personnel management should also be used with in-service diploma and certificate programs offered in government training centres and in the undergraduate and postgraduate curriculum of the universities. Workshops are practical means to develop collective understanding, approaches, policies, methods, systems, ideas, etc. Advice and suggestions from the public and from professionals could be sought in the implementation of the desired change through workshops.

The optimal time for introduction of result based personnel management system is when the organization as a whole functions as one cohesive unit with clear aims, vision and objectives, and when all the employees know and appreciate what is required from each of them. Clear definitions of responsibility, accountability structures, and authority for local managers in a decentralized system compatible with the local management culture, apprehensions and sensitiveness are important. Some central guidance and initiative supplemented by specific objectives in terms of management and standards of service provision in the use of performance indicators are also important.

Perceptions of employees related to organizational policies and environment are positively correlated to organizational outcomes (Kalimullah et al, 2014b). For the successful implementation of result based management in personnel administration, flexibility and innovation are more strongly linked than hierarchical, rational or group cultures in any organization. The system of communication is also positively correlated to successful implementation of result based management in personnel administration. Organizational structure is an influential factor.

External groups and advocacy coalitions also plays important role. External stakeholders can support successful implementation of result based management in personnel administration. Resource availability also plays an important role in any organizational change. However, it is highly important to consider the environmental factors of public organization for the successful implementation of result based management in personnel administration.

V. CONCLUSION

Application of result based management in personnel administration rests on a number of clearly defined and interrelated areas such as need assessment of civil servants, performance appraisal, training, development, career planning and management, promotion, etc. of public personnel in government concerning their level of achieving goals. Service rules may need to be modified to incorporate innovation, creativity in the new system. In addition, appropriate mechanisms have to be developed to provide the staff the feedback of the result. If possible, the concerned ministries may constitute an independent moderation board or any apex body for successful implementation.

Result based personnel management as a performance management approach is a new concept and if implemented successfully does have a number of benefits such as increased employee commitment to the achievement of goals, transparency and accountability, elimination of corruption, ability to track progress, gaining maximum value for money, improving organizational image as well as enhancing organizational effectiveness. It emphasizes the use of information and communication technologies with the aim of improving information and service delivery, encouraging participation in the decision-making process and making government more accountable, transparent and effective. It involves new style of leadership, new ways of debating and deciding policy and investment, new ways of accessing education, new ways of listening to citizens and new ways of organizing and delivering information and services. It can bring about a change in the way of administering public personnel. It can also bring forth new concepts of public performance both in terms of needs and responsibilities. Its objective is to engage, enable and empower all levels of public personnel.

Society changes towards a knowledge, participation and network based society. Flexible hierarchical structure is now a demand of the day. It is important to ensure the recruitment of efficient personnel at all levels of bureaucracy. It is also necessary to establish both inter and intra governmental networking and principles of good governance such as responsiveness, openness and accountability for the successful implementation of result based personnel management. Innovation is a vital element for result based personnel management.

Most developed countries have made momentous advantages in establishing result based management. Developing countries are now making several attempts to reshape the personnel administration. However, there are physical and psychological barriers. By improving the infrastructures of communication and quality of manpower, governments can break the physical barriers. On the other hand, all the public managers in developing countries have to mentally support the principle of sharing and result based personnel management. It is highly necessary to change their mindset in order to implement result based personnel management effectively.

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