

Requirements of Human Resource Performance Management on Construction of Service-Oriented Government in China

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Abstract

Construction of service-oriented governments' human resource performance management has been one of the most talked about issues in recent years domestic and abroad. On the base of the analysis of existing problems in present governments' human resource performance management being "behavioral target pattern", value management theory is adopted in this paper to propose that the primary concern of governments' human resource performance management is to put emphasis on cultivation and promotion of governments' inner sustainable administrative capacity and to propose that started with the accurate positioning of value managers, the planning and investment analysis of human resource performance based on value management, target evaluation, establishment of performance resource allocation management under the reform of administrative business process can be achieved.

Keywords: value management, Service-oriented government, Human resource, Performance management pattern

1. Introduction

Service capacity promotion of service-oriented government lies in reform, which is to change the "outer pattern" evaluation of governments' performance on outer administrative achievements. Started with the positioning of governments' function and business process and through human resource performance management, the "internal work", such as inner administrative achievements, can be promoted, thus the inside-out "inner pattern" reform—the effectiveness of outer administrative behavior and performance—can be achieved. To achieve the reform, value management concept should be adopted as guidance and key instrument, and through scientific planning and investment analysis of human resource performance, high-value driven performance target can be made effectively, then value chain performance resource allocation of human resource performance management can be implemented to lay the foundation of service-oriented governments' human resource performance management mechanism.

2 Literature Review

2.1 Studies Abroad

The foreign studies of governments' human resource performance management are mainly form the aspect of citizens' participation and especially after 1990s, the study and practice to promote governments' human resource performance management to meet the needs of citizen has been paid close attention by experts and scholars. Paul Coates, Alfred Tal-Kie Ho, Mark A. Glaser and Robert B. Denhardt had already done analysis and research on this aspect. Davod Swindell and Janet M. Kelly studied thirteen local governments' performance and citizen satisfaction in United States, showing that it was a critical reform to put the satisfaction of citizen requirements on the list of testing governments' human resource performance management. Pubic Service Study Center of Aston Industry and Business College adopted "Best Value" as one evaluation scheme and "Balanced Scorecard" to study the dialogues and cooperation of different benefit shareholders.

Professor Patricia W. Ingraham pointed out that traditional governments' human resource performance management only paid attention to evaluation of investment and output or result, ignoring governments' inner human resource management process and management capacity. From the aspect of science of organizational behavior, Patricia discussed how to convert resource investment public to output and result in management process and finally promote government performance. The governments' human resource performance management should be the evaluation of governments' human resource management process and ability. After six years' research, Ingraham argued that low governments' human resource performance in management in traditional system was due to the existence of "management black box", no connection of resource investment and output or result.

2.2 Studies Domestic

Concerning the studies of the relationship of governments' human resource performance management and service-oriented government construction, Professor Xiao-ping GAO (2008) pointed out performance management was considered as the important instrument in government administrative management reform, and as the driving force to government function change and service-oriented government construction. Guo-fu PENG (2007) argued that government human resource performance management was beneficial to local government putting forward the new concept of service-oriented and proceeding system creation, while performance management reform was the main breakthrough and basic requirement for service-oriented government construction.

As for the research achievements of structure and implementation of service-oriented governments' human resource performance management system, Guo-fu PENG(2004) argued that value orientation of local governments' performance evaluation was the integration of target and instrument orientations and the implementation of performance evaluative result was one the most important part in local performance evaluative process and critical premise to achieve the establishment of new evaluative system and to keep up with the time. Zhi-ren ZHOU (2007) argued that public opinion played particularly an important role in performance evaluation to push forward the transformation of regulative government to service-oriented. And Jian-nan WU (2005) thought the core of service-oriented governments was serving the public needs, so the improvement of governments' performance should emphasize service quality, cost and improvement of customers' satisfaction. Jiang WU(2006) also stated that service-oriented governments' performance evaluation should adhere to the base of positioning governments' function accurately, with meeting public needs as value orientation, and adhere to scientific development and people orientation, to the principle of public and third party as evaluators.

3. Definition of Service-Oriented Governments' Human Resource Performance Management and Positioning of Managers

3.1 Connotation of Service-Oriented Governments' Human Resource Performance Management Based on Value Management

How to make the staff in governments work more effectively is the major concern of service-oriented governments' human resource performance management. The target of human resource performance management should be designed on the base of analyzing social needs. Evaluative index should be adopted to assess the results and relevant influence of personal performance in governments, grading performance level, proposing performance improvement plan and promoting performance according to evaluative results.

Based on the above analysis, this study states: service-oriented governments' human resource performance management based on value management is with the maximization of human resource as premise, value management concept as organizational common belief; human resource managers, playing the role of value managers, analyze departments' performance plan and target, and with support of performance resource to value-added business in value driving factors, finally optimization of inner departments' human resource performance and personal value maximization can be acquired, and eventually effectiveness of outer administrative behavior and performance can be achieved.

In this pattern, the starting point and elementary are to make sure the performance target under the guidance of value concept, recreate business process and performance resource allocation management; the main content is to establish a set of evaluation index, performance standard and calculating methods which can reflect administrative function; the core is to establish the application mechanism of evaluation results. The following is the flow chart of the Service-Oriented Governments' human resource performance management:

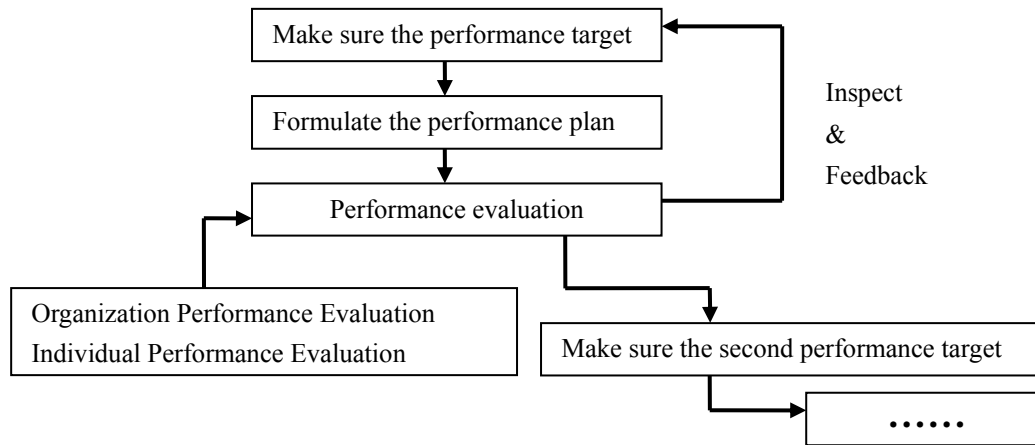


Figure 1. The flow chart of the Service-Oriented Governments' human resource performance management

In the process of human resource performance management of the service-oriented government, the realization of performance targets should combine with the concrete process of governments' human resource management.

3.2 Performance Managers in Service-Oriented Governments' Human Resource Being Value Managers

Performance managers in service-oriented governments' human resource are combination of professional personnel specialized in performance management in human resource department and heads of different departments, who can support each other to achieve effective human resource performance management. The main responsibilities of professional personnel are: program design of performance management, management technique service, evaluation method development, monitoring/evaluating activity, heads of departments assisting and activities organizing; and the heads of departments are executors and practitioners of performance management.

Different from traditional regulative government, the more important responsibility of service-oriented governments' human resource performance managers is to achieve the value of civil servants who clearly understand human resource performance management, stimulate personal value creation through performance management and make sure value achievement of all human resource through various scientific mechanisms operation. Therefore, as value managers, different management pattern should be adopted, caring not outer performance change or evaluative results, but as service-oriented governments providing sustainable excellent service for the public and promoting core ability of civil servants. Thus, creating value concept in service-oriented governments is critical for value managers.

4. Focus of Reform Pattern in Service-Oriented Governments' Human Resource Performance Management

4.1 Integrating Value Management into Planning and Investment Analysis of Department Human Resource Performance Management

The present traditional governments don't pay enough attention to value creation, however, the primary task of service-oriented governments construction is to build up value concept to serve the social development in everyone's mind. To change the present situation, service-oriented government construction should emphasize that value creation is the primary responsibility of everyone in service-oriented governments, that is, managers in governments and departments of all levels should make value analysis of each work and each post with the help of value management theory.

As service-oriented governments, sustainable administrative ability promotion should not be based on the measurement of hardware index like GDP, but value creation increase of different departments and governments. However, in practice, problems existing in some governments are: first, paying less attention to human resource—value creators' performance planning and human capital investment, but eagerly asking staff to finish high standard job with present administrative level and ability; second, even if the relative human resource performance planning has been made, it is only a piece of paper, not closely related to departments' strategy and working plan. The above two problems lead to impossible implementation and evaluation of human resource capital investment expenses under the situation of planning without guidance of practice.

Therefore, planning of service-oriented governments' human resource performance management should be in accordance with local governments at all levels, should disintegrate strategy target to business level, and point out accurately program design, techniques and skills, practical methods and evaluating index to achieve the target.

4.2 Achieving Target Evaluating System under Guidance of Value

Managers of service-oriented governments at all levels need to make accurate performance target and index to measure work development of staff in human resource performance management. Some outer performances like work capacity and work progress are the basic performance standard, but as value managers, the specific index which can be beneficial for department core ability promotion should be put at the kernel position in human resource performance management.

The value of governments' departments at all levels is determined by short-term and long-term performance. Therefore, the value driving factors in service-oriented governments' human resource performance management should be combination of short-term performance of every department and factors related to sustainable development of work. The following points should be followed if service-oriented governments' human resource performance management wants to clear the value guidance: first, only under clearing understanding of the premise being short-term and long-term performance influencing factors can managers make accurate decision between short-term and long-term sustainable developing performance when one value target pursuit will decrease another performance; only under situation of clear priority of assignment and post responsibility can managers let the work concerning long-term performance and greater value creation have priority.

Two basic steps should be followed when service-oriented governments' human resource performance managers make value guided target evaluating mechanism. First, logic business should be established to confirm potential value driving factors. During this step, the central work is to analyze the main value of every business with help of value tree, establishing visualized systematic map between administrative ability and return rate of human investment. Second, the highest preference of value driving factors should be confirmed. Because it's hard for department managers to control every factor in term of quantity of value factors which are disintegrated by value tree related to business. Thus managers need to select the key value driving factor of each business, and the most important principle is sustainable development. The factors which can only bring one value should be ignored. When finding the central value driving factors concerning sustainable development, the factors should be ranked and relevant value index should be found.

It is the elementary for service-oriented governments' human resource performance managers to select and rank key value driving factors accurately and transform them into value index, which can be used to explain how departments' strategic target turns into value to the subordinates who can in turn agree with and support the target.

Based on human resource management theory, the value driving factors in service-oriented governments' human resource performance management are mainly from two aspects: sustainable administrative ability and return rate of invested human capital. The former refers to the capacity of governments' staff at all levels in their own posts effectively continuing highly performed administration; the latter refers to the potential developing power of subordinates, besides basic administrative efficiency and benefits, after professional training and investment educating conducted by governments. The above two index are the standard orientation for service-oriented governments' human resource performance managers when analyzing key value driving factors.

To achieve value target evaluating mechanism, Administrative capacity and increase of return rate should be made according to specific characteristics of every department by service-oriented governments' human resource performance managers. For example, the department which shoulders the responsibility of social service should emphasize the ability to discover social needs, while inner office should emphasize the ability of coordination or logistics. After deep research, each department manager should set up detailed performance standards according to administrative capacity and return rate. During setting-up process, key abilities and departments' strategic elements should be combined effectively, being central elements for work launching in department.

4.3 Establishing Value Chain Performance Resource Allocation Mechanism Based on Business Process Reconstruction

The traditional governments' business process is not combined with work behavior and value activity, lacking of advanced information and technology support or information system with low efficiency which make traditional governments' human resource performance management information hard to highly integrate, leading to delayed renew and allocation of performance management, largely influencing the accuracy and efficiency of human

resource performance management.

4.3.1 Service-Oriented Governments' Business Process Reconstruction

Service-oriented governments' human resource performance management should have business process reconstruction first to achieve performance resource allocation with value chain as the instrument. Due to completeness of business process reconstruction theory, the paper will discuss more about the basic principles being followed when conducting it.

First, service-oriented governments' business process reconstruction should take performance as driving force. Service-oriented governments' business process should be a value producing chain to provide service with value which consists of value-added activities and assisted activities. The former one can bring added value of economic and social value, such as economic development and credibility promotion; the latter only consumes resource and doesn't bring value directly. Therefore, with performance management as driving force and under the premise of effective operation of business chain, every link should be recognized and quantized to make sure key resource being allocated to value-added activity, and the redesign of key links should be reinforced to simplify and combine assisted links.

Next, the center of service-oriented governments' business process reconstruction is completeness. The high performance and benefits of service-oriented governments are not only derived from one link, but the whole business chain. Therefore, human resource allocation should not only cover every link, especially value-added one, but also guarantee effective connection among business in every link, then coordination in business process can be achieved.

Last, the premise of service-oriented governments' business process reconstruction is motional. For service-oriented governments, though working objects and responsibility are fixed, working content and assignment will be changed according to different serving objects, situation and various factors. For example, some old work content will be deleted because of change of law or regulation. Therefore, service-oriented governments' human resource performance management should be updated or adjusted in motional management business process.

4.3.2 Value Chain Performance Resource Allocation Mechanism of Service-Oriented Governments

Only when service-oriented governments' business process meets the satisfaction of the above three points can human resource performance resource allocation be prepared in the early period. Then, in the value chain performance resource allocation mechanism based on business process reconstruction, service-oriented governments' allocation mechanism is the organic integration of performance resource management and ERP system integrated module, multidimensional resource investment module and performance resource management cycling module, conducting allocation management to the resources needed in every business link.

Firstly, through integration of performance resource management and ERP system, borrowing information and technology rapid transmission and data processing, data integration and share of ERP system performance resource can achieve rapid and accurate performance resource needs establishment. At the same time, in ERP system, the integration of resource needed and consumed in performance practical activities can achieve instant control and motional analysis from many angles and management of service-oriented governments' human resource performance practical activities.

Secondly, multidimensional performance resource investment planning module is the basis of reasonable allocation of performance resource. To coordinate with ERP system, this module should be element, namely, the constructive elements of resource investment should be confirmed. As the center of overall planning management, the concrete representation of multidimensional performance resource investment planning module is resource consumption produced by various value activities in business process. The main resource consuming body is value activity in every business process link; therefore, the effective dimensions adopted in performance resource planning system should be driven by value activities in business process.

The dimension in multidimensional performance resource investment planning module is mainly composed of key value activities, business periods, performance resource consuming measurement and performance resource management responsible center. This module is beneficial for the analysis of various value activities in service-oriented governments' business process, value creative situation, value-added activities discovery and decreasing resource investment of non-value-added activities. This module is also beneficial for the core of resource management responsibility center, understanding of expected business investment and actual investment, achievement of combined management of responsibility, right and benefits, and the control of resource using risks through resource variants.

The coordination of multidimensional performance resource investment planning module and ERP system can achieve harmony of instant management and motional feedback management of performance resource planning and usage. The data in ERP system records the details of various dimensional elements related to performance value activities, while multidimensional performance resource investment planning module only select partial dimension to describe the nature of planning data according to features of performance activities and management requirements.

Effective analysis in multidimensional performance resource investment planning module should be based on scientific activities. If the planning dimension is far away from real implementation, the value of performance resource investment planning management will be hard to achieve, misleading decisions related to the management practice of service-oriented government' human resource performance.

Thirdly, performance resource management cycling module of service-oriented performance management should insist the principle of "reality, balance and logic". First of all, performance resource management target should be checked whether it can be achieved or not. The performance resource management module should be guided by value orientation, and the management target is also the value target-- disintegration of resource usage in planning periods. Therefore, whether resource management can be real is directly related to the implementation effectiveness of value activities in service-oriented governments' human resource performance management. Next, the balance of resource capacity of performance activities should be put into consideration. On one hand, the value activities of service-oriented governments consuming resources, on the other hand, it creates resource. The premise of normal operation of value activities is no short supply of resource, while to acquire maximum value, no resource can be laid aside. Thus the balance of resource capacity is the standard to measure the operation of performance activities and resource utilizing efficiency. Last but not least, whether inner management module can represent the logic of value chain should also be put into consideration. Strong inheritance and cause-and-effect relationship are among value activities. Thus the resource management of different value activities should not be independent, which should represent logical relationship among actual value activities.

5. Conclusion

The perfection of service-oriented governments' human resource performance management system is a procedure from practice to theory conclusion and theory again being guidance of practice. Different systems and viewpoints as point cut and content will appear in performance management reform. With value management as basic concept and point cut, performance planning and investment analysis, target evaluation, establishment of performance resource allocation management mechanism under the reform of administrative business process in service-oriented governments' human resource performance proposed in this paper are theory discussion and research in micro level proposed by the Central Committee of the Communist Party of China in the Twelfth Five-Year Plan for China.

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