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Indicators and Components of Human Resource Management with a Public Management Approach

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Abstract


Human Resource Management (HRM) with a public management approach emphasizes improving and promoting Human Resources (HRs) in government structures. The purpose of this research is to examine and identify the characteristics of HRM from the perspective of different branches of management. The method was a case study and related to domestic and foreign research. This research used documents in this research based on review studies and a comparison of the three perspectives of industrial, commercial and government management disciplines regarding HRM; criteria It explained the objectives, focus, methods and tools, attention to HRs, flexibility, training and development, organizational culture and the challenges of each discipline. The findings of this study showed that the most important indicators and components of HRs from the perspective of government management include: merit-based recruitment and selection, employee training and development, performance evaluation and accountability, and transparency in resource policies, organizational interactions, fairness, commitment and motivation of employees, HR planning, labor relations, and so on. The study's results also showed that if implemented correctly and with human attention to organizational requirements, HRM with a government management approach can have many positive effects on increasing efficiency and effectiveness. Finally, the changes needed to improve HR performance in the government system will be possible by adopting a comprehensive approach and utilizing knowledge and expertise.


Keywords: Human resource management, Public management, Human resources, Good governance.

1 | Introduction

In all governmental systems, governments have two primary functions: First, to administer and guide society as a symbol of the people's will, and second, to implement decisions and policies. Human Resource Management (HRM) in the public sector plays a crucial role in performing these tasks, helping to regulate and coordinate the workforce to achieve the government's goals [1]. Public administration is a part of governance that focuses more on the executive branch, where the government's executive tasks are carried out. HRM

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with a public administration approach emphasizes all employee activities, from recruitment and training to evaluation and motivation, to optimize the governmental executive system [2].

In HRM, attention to the needs and capabilities of government employees is considered one of the essential principles of public administration. These principles include Human Resource (HR) planning, motivation, and skills development, which directly impact productivity and the quality of public services [3]. In the mid-20th century, changes in the production and delivery of services led to increased attention to customers and clients. In public administration, these changes require adapting HR systems to the new needs of society and improving services to citizens [4]. Public administration is designed to maximize public benefits and differs significantly from private management. Therefore, HRM in public organizations should focus on public interests and the implementation of social policies. Public administration has two aspects: One is executive activity, and the other is a field of study in HRM. These two aspects are seen as executive planning for the recruitment and management of employees, as well as research and study in the field of best practices for improving the performance of public organizations [5]. As a scientific and applied discipline, public administration examines the principles and techniques of public affairs management. These principles are fundamental in governmental HRM, especially in workforce planning, training and development, and creating performance evaluation systems. Since the formation of organized societies, the need to manage public affairs and develop laws was felt, and over time, public administration emerged as a separate scientific discipline. HRM also plays a role in this framework as one of the important pillars for improving the efficiency and effectiveness of public organizations [6].

This research aims to identify the indicators and components of HRM with a public administration approach. By focusing on the optimal use of HRs in government agencies, this approach helps improve public services and increase citizen satisfaction. Public administration, as a scientific and practical field, studies and implements policies, programs, and processes related to the administration of public and governmental institutions. This field focuses on the management of governmental organizations and how to provide public services, including various activities such as planning, organizing, directing, controlling, and evaluating.

Public administration scientifically seeks to create efficiency and effectiveness in using public resources, achieve social justice, and respond to the needs of citizens. This field is formed by combining management theories and political science, and analyzes and evaluates the performance of the government and its affiliated organizations to improve public services. From a scientific perspective, public administration, as an interdisciplinary field, examines the interactions between public policymaking and executive management. In this context, concepts such as bureaucracy, transparency, accountability, and social responsibility are fundamental principles. These principles demonstrate the government's commitment to providing public services, protecting citizens' rights, and ensuring collective interests. In public administration, emphasis is placed on legal procedures, administrative discipline, and adherence to specific standards in implementing government policies and programs, which leads to increased public trust and improved efficiency of the administrative system.

Overall, public administration as a science studies and optimizes administrative and executive processes in public organizations. The main goal of this science is to provide solutions for improving public services and increasing efficiency and transparency in the performance of governments. Therefore, public administration plays a vital role in shaping public policies, improving decision-making processes, and better implementing government programs. This scientific field provides a combination of theories and practical experiences that enable government managers to make better decisions in complex and dynamic environments and help improve the quality of life for citizens [1]. The evolution of public administration theories from the era of modern public administration to the present can be classified within the framework of classical public administration theories, new public management, and good governance [7].

The study results of Rahnavard [8] showed that in this regard, three perspectives can be proposed: 1) proponents of professionalizing public administration, 2) proponents of de-professionalizing public administration, and 3) proponents of adjusted professionalizing in public administration. Also, the findings

of this analysis indicate that the six stages of professionalizing public administration jobs in Iran, which started in the 1960s, are now going through their evolutionary stages very slowly and steadily. From another perspective, convergence and imitation of administrative reform policies are significant reasons for adopting the New Public Management approach in the country. Of course, choosing the New Public Management approach in the country, despite the general and specific conditions governing the management system, has led to greater inefficiency and increased negative consequences of this approach, and intensified administrative (Organizational), economic, social, and political challenges. The components of good governance are, in fact, the manifestation of the existence of governmental and non-governmental capacities necessary for implementing the managerial approach. Without creating such capacities, using the New Public Management model in the public sector will undoubtedly be accompanied by much more negative consequences [9].

In recent decades, attention to complexity science and its research in public administration has increased. Complexity science examines the interdisciplinary aspects of complex systems and seeks to understand and explain these systems. Accordingly, public administration, as the administration of complex systems in the public sector, has explored many studies of complexity science. However, examining a field of complexity science research in public administration has not been done to guide further research in this area [10]. In this regard, Salarzahi [11] in his research showed that the new public management perspective pays more attention to the values of citizenship rights, democracy, institutionalism, service orientation, participation, social capital, and civil society than the previous paradigms of this field. Also, the realm of public power in public value management has expanded from the government, government bureaucracies, and the market to broader areas at the level of civil society and governance networks, and many partners and actors from various sectors of government, commercial enterprises, and non-governmental organizations participate in creating public values and preserving public values.

2 | Human Resources from the Perspective of Public Administration

From the public administration perspective, HRs are considered social capital and a driving force whose task is to provide public services and achieve the government's goals. Unlike the private sector, which mainly analyzes HRs from the perspective of profitability and economic efficiency, public administration views HRs as a means to achieve social justice, provide public services, and respond to the needs of citizens. This view is based on legal approaches, process transparency, meritocracy, and public accountability principles. From this perspective, HRs in public administration are considered not only as government agents but also as representatives of the values and principles governing the government and society. HRs are significant in public organizations because the government can implement its policies and programs through them. This makes the processes of attracting, training, developing, and evaluating HRs more sensitive and accurate. Also, in the public sector, there is a need to maintain a balance between productivity and the implementation of social justice through these resources.

Laws and regulations must be created to ensure transparency and prevent discrimination in HRM. These features and the need to follow public standards and accountability to legal authorities make HRs in public administration one of the main pillars of achieving government goals. In general, HRs from the public administration perspective are considered the government's most important asset, which is responsible for performing tasks and providing public services, and represents the government in its interaction with society. The importance of these resources makes special attention to issues such as motivation, job satisfaction, and skills development in public organizations. In this way, HRs, as a link between the government and society, play a significant role in realizing public interests and promoting citizens' trust in governmental institutions [12]. HRM in the public sector means coordinating and managing government employees to achieve public and social goals.

In this approach, HRM plays a vital role in creating an efficient and effective government organization that can respond to the needs of citizens and provide public services in the best way. Unlike HRM in the private sector, which focuses more on increasing productivity and profitability, HRM in the public sector relies on

adhering to principles of justice, transparency, and accountability. These principles place recruitment, training, promotion, and evaluation of employees within a specific framework of laws and regulations, the primary goal is to ensure public interests and achieve social justice. One of the prominent features of HRM in public organizations is the need to balance effectiveness and respect for social justice. Government managers must act in a way that, while maintaining the motivation and satisfaction of employees, also improves organizational performance. Kumar et al. [13] in a study entitled Blockchain Framework for Privacy Information Retrieval in HRM stated that the accuracy and absolute validity of data in HRM is important for organizations because data plays an effective role in recruiting, developing, and retaining a skilled workforce. On the one hand, valid data in an organization helps to employ legally skilled workers.

On the other hand, keeping employee data secure and maintaining privacy laws, such as compliance with public data protection regulations, is also the responsibility of an organization. In addition, transparency in HRM operations is very important because it promotes trust and fairness in an organization. To achieve these goals, educational and developmental programs in public organizations are designed to enhance the skills and capabilities of employees. In this regard, the HRM approach in the public sector emphasizes realizing social values and providing optimal services to citizens instead of intense economic competition. Ultimately, HRM in public administration is a multifaceted and complex responsibility that requires careful and balanced management. On the one hand, managers must ensure that management processes are carried out within the legal and social principles framework by strictly adhering to laws and regulations.

On the other hand, they should help improve the efficiency and effectiveness of public organizations by creating motivation and developing employees' skills. This interaction between adhering to legal principles and improving organizational performance is considered one of the main challenges of HRM in the public sector [14]. In this regard, the components of HRM can be organized based on the new public management approach, including: The principle of privatization, the principle of decentralization, the principle of downsizing, the principle of managerialism, and bureaucratization [15].

3| Thinkers' Views on the Role of Human Resources in Public Administration

Management thinkers have presented various views on HRs in public administration, focusing on different aspects of this field. One of the most prominent theories in this field belongs to Weber [16], who introduces bureaucracy as an efficient and orderly system for public administration. He believes that HRs should be selected based on merit and expertise in this system, and recruitment and promotion processes should be carried out legally and transparently. This view demonstrates the importance of formal structures and laws in public organizations' HRM. On the other hand, Osborne and Gaebler [17] in the book "Reinventing Government" emphasize the need for innovation and flexibility in public HRM. They believe that to improve performance and efficiency in public organizations, we should move towards more innovative management approaches instead of emphasizing traditional and bureaucratic procedures. This includes increasing employee incentives, improving working conditions, and creating professional development opportunities. The theories of these thinkers have led to a review of HRM approaches and a focus on results and effectiveness in the public sector.

Also, French and Raven [18] presents the power theory in public administration, referring to the impact of power and intra-organizational policies on HRM. They state that formal and informal powers in public organizations play an important role in shaping employees' behavior and performance. This theory shows that political and cultural factors are also influential in public administration, in addition to competence and expertise. In general, the views of management thinkers on HRs in public administration point to the complexities of this field. They emphasize that government HRM requires a combination of bureaucratic, innovative, and smart policymaking approaches to achieve social and public goals. These views emphasize adaptability and accountability in public HRM to balance organizational efficiency and adherence to the principles of justice and transparency.

4 | Human Resources from the Perspective of Other Management Fields

Human resources from the perspective of industrial management

In industrial management, HRM is defined as planning, organizing, directing, and controlling the workforce in production environments. The primary goal is to increase efficiency, improve product quality, and reduce costs. From this point of view, the workforce, equipment, and machinery are considered key resources in the production chain. The main task of HRM in this area is to create a balance between production demand and the capabilities of the workforce to increase productivity and efficiency in production operations. HRM in industrial management is based on scientific principles such as time and motion studies, job engineering, and optimization of production processes. These principles help managers design and implement production processes so that HRs are used best. Also, in this approach, attention to specialized training and developing employees' technical skills is necessary for better coordination with new technologies and advanced production processes. Promoting safety and reducing work accidents is another important aspect of HRM in industrial environments that can help reduce waste and increase productivity. Finally, HRM in industrial management seeks to achieve maximum efficiency in production, so that the workforce can perform optimally in a regular and standardized environment with its maximum capacity. In this way, industrial managers, in addition to paying attention to productivity and quality, seek to create conditions that, while maintaining the health and well-being of employees, increase their motivation and commitment to organizational goals. This comprehensive approach is directly linked with the success of manufacturing and industrial organizations in competitive markets [19].

5 | Human Resources from the Perspective of Business Management

HRM from the perspective of business management is defined as a strategic factor in achieving the business goals of the organization and creating a sustainable competitive advantage. In this approach, HRs are considered one of the most important organizational assets that can play a determining role in the success or failure of a business. The main goal of HRM in business management is to attract, develop, and retain talent and human capital that can play a key role in achieving the organization's strategies and increasing profitability. In this view, HRM goes beyond traditional tasks such as employment and payroll and focuses on developing long-term strategies. These strategies include developing employee skills, creating leadership programs, and improving organizational performance through continuous evaluations and incentive programs. Also, creating a strong and innovative organizational culture is very important in business management. This culture can create commitment and job satisfaction in employees and increase the organization's productivity and efficiency by motivating and encouraging them. Another important aspect of HRM in business management is adapting quickly to environmental and market changes. HR managers in this sector must be able to respond to market changes and new customer needs, and thus adjust the strategies of attracting and developing HRs in proportion to these changes.

This approach also includes the importance of continuous improvement and organizational learning, which can transform the organization into a dynamic and creative entity. Ultimately, HRM in business management seeks to enhance the organization's value through the optimal use of human capital. This goal is achieved by balancing financial objectives, employee needs, and market expectations. For this reason, HR managers in business organizations are recognized as strategic partners in the organization's major decisions and play a significant role in business success and achieving sustainable growth [20].

Table 1 comprehensively compares the differences and characteristics of the two perspectives of HRM in industrial and business management.

6 | Indicators and Components of Human Resources in Public Administration

HR indicators and components in public administration refer to factors that enhance efficiency, effectiveness, and transparency in managing employees of governmental organizations. These indicators are particularly significant in public administration due to their focus on social justice, transparency, and public accountability. The most critical HR indicators and components in public administration include the following:

6.1 | Merit-Based Recruitment and Selection

Recruitment and selection in public administration are of utmost importance, as government employees are responsible for implementing public policies and programs and acting as government representatives in interactions with society. Meritocracy in this context refers to selecting individuals based on their qualifications, competencies, and experiences. In governmental systems, recruitment typically occurs through competitive processes involving standardized tests and interviews. Transparency in these processes fosters public trust and ensures adherence to social justice principles. Additionally, rigorous regulatory frameworks and oversight mechanisms are in place to prevent discrimination, corruption, and undue influence, ensuring that only qualified individuals are employed [21].

6.2 | Employee Training and Development

In public administration, training and development programs are essential for enhancing employees' job-specific and technical skills and improving managerial capabilities, awareness of governmental laws and regulations, and adaptation to technological and social changes. Regular and continuous training programs—including specialized courses, practical workshops, and managerial training—are central to this indicator. These programs aim to increase efficiency, improve service delivery, and create career advancement opportunities. By offering professional development initiatives, governmental organizations enhance employee performance, motivation, and commitment [22].

6.3 | Performance Evaluation and Accountability

Performance evaluation in public administration is a critical tool for ensuring organizational objectives are met and governmental policies are effectively implemented. Evaluations must be based on transparent, objective, and measurable criteria to eliminate bias. Governmental organizations typically conduct periodic performance assessments using 360-degree feedback, Key Performance Indicators (KPIs), and behavioral evaluations. These assessments identify employees' strengths and weaknesses while fostering skill development, motivation, and accountability. Accountability, a cornerstone of public administration, is reinforced through these evaluations, ensuring employees answer to legal and organizational authorities for their responsibilities [23].

6.4 | Employee Commitment and Motivation

A key challenge in public administration is fostering employee commitment and motivation, as job satisfaction directly impacts productivity and service quality. Reward systems, career advancement opportunities, job security, and favorable working conditions are primary motivational factors. Cultivating an organizational culture that prioritizes loyalty to institutional goals enhances employee motivation. Supportive programs, such as social benefits and improved welfare conditions, sustain motivation and satisfaction. Achieving these goals requires alignment with laws and regulations that guarantee fairness and transparency [24].

6.5 | Human Resource Planning

HR planning in public administration involves forecasting, procuring, and managing workforce needs to achieve organizational goals. This process includes analyzing current and future organizational requirements,

identifying necessary skills, determining staffing needs, and formulating recruitment and development strategies. Governmental organizations must ensure an adequate workforce with the skills and competencies to fulfill their missions. Strategic data analysis and evidence-based planning optimize HRs and minimize inefficiencies [25].

6.6 | Workplace Relations and Organizational Interactions

The quality of workplace relations and interactions between employees and managers plays a critical role in the success of governmental organizations. Positive organizational interactions—built on mutual respect, collaboration, and open, transparent communication—enhance productivity, reduce conflicts, and improve job satisfaction. Formal and informal communication structures in governmental organizations facilitate decision-making processes and policy implementation. A key objective of HRM in public administration is to create a work environment that promotes organizational values such as trust, respect, and cooperation [26].

6.7 | Fairness and Transparency in Human Resources Policies

Fairness and transparency in HR policies are fundamental principles in public administration, preventing corruption, discrimination, and undue influence. Decision-making in recruitment, promotion, evaluation, and rewards must adhere to objective, predefined criteria. Transparent managerial processes not only strengthen public trust but also improve employee-manager relationships. In public administration, these principles are enforced through robust oversight systems and strict adherence to HRs regulations [27].

7 | Summary of scholars' perspectives on Human Resources Management indicators in public administration

Table 1 synthesizes viewpoints from various scholars on key HRM indicators in the public sector. Each perspective highlights critical factors that improve governmental efficiency, effectiveness, and public service quality.

Table 1. Summary of scholars on human resource management indicators in public administration.

Name of the Thinker	Explanations	Emphasized Indicator
Alvani [1]	Emphasis on fairness in hiring HRs, transparency, and government agencies.	Transparency in employment policies
Danaifard [2]	The importance of empowering employees through continuous training programs.	Developing skills and training employees, creating
Basu [3]	on maintaining the job satisfaction of government employees. On promoting motivation, emphasizing	Motivation, and job satisfaction
Wang et al. [4]	Moreover, there is a need to pay attention to accountability and transparency in government services.	Accountability and transparency
Backguard [5]	And efficient performance of government employees. The importance of fair assessment	Fairness in performance appraisal
Weber [16]	Emphasizes that bureaucracy is based on meritocracy, clear rules, and transparent hiring processes.	Merit-based recruitment and selection
Osborne and Gabler [17]	Osborne and Gabler point to the necessity of innovation and employee empowerment to improve government performance	Employee training and development

Table 1. Continued

Name of the Thinker	Explanations	Emphasized Indicator
Drucker [28]	Drucker's Data for Improvement emphasizes the importance of regular, based evaluation of employee effectiveness and organizational productivity.	Performance and effectiveness evaluation
Argyris and Schön [29]	Argyris points out the importance of motivation, organizational learning, and creating a committed organizational culture in government organizations.	Employee commitment and motivation

Table 2. Comparison of human resource management in three perspectives: 1) government, 2) industrial, and 3) commercial management.

Business Management	Industrial Management	Public Administration	Comparison Criteria
Creating competitive advantage, increasing profitability, and achieving business goals	Increasing productivity, efficiency in production, and optimizing processes	Providing efficient public achieving social justice, services, and increasing citizen satisfaction	Main goal
Talent development, organizational culture creation, and business innovation	Production processes, coordination between HRs and machinery	Planning and implementing public policies, coordinating between government employees, and providing the necessary HRs to carry out government duties	Focus
Leadership strategies, motivational programs, and cultural development	Time and motion studies, job engineering, and standardization	Performance appraisal systems, government training and development, Management skills, implementation of government policies	Methods and tools
As a strategic asset for achieving organizational goals	As a tool for achieving optimal production	As key resources for the public policies and realization of serving the people	Attention to HRs
Moreover, the ability to adapt quickly to environmental and market changes	Less, more focus on standardization and fixed rules	Moderate, with due regard to government laws and regulations, but with the need to adapt to political and social changes	Flexibility
Emphasis on leadership development, organizational learning, and creativity	Emphasis on technical and specialized skills	Emphasis on general and specialized training related to government duties and improving management skills.	Training and development
Dynamic, based on innovation, motivation, and employee participation	Regular, standardized, and based on scientific and engineering principles	Based on ethical principles, organizational discipline, and a commitment to providing public services with transparency and accountability.	Organizational culture
Attracting and retaining talent in Competitive environments	Maintaining productivity and quality in Production environments	The challenge in maintaining the motivation and commitment of government employees is to maintain a balance between Social justice, Productivity, and controlling bureaucracy and organizational complexities	Challenges

7 | Conclusion

HRM, with a modern public administration approach, can bring about fundamental transformations in enhancing the efficiency and productivity of HRs in government organizations. Proper utilization of strategies for recruitment, training, retention, and development of HRs—one of the core pillars of HRM—plays a pivotal role in this process.

Conversely, unscientific and unprofessional interventions in reforming and altering HR policies, particularly in public institutions, can inflict irreparable harm on their sensitive and efficient structures, creating numerous challenges in improving employee performance quality. From the outset, any fundamental reform in the HRM system aimed at enhancing performance, motivation, and employee productivity must target its executive culture and operational essence. In response to environmental changes and organizational needs, modern public administration emphasizes the importance of strategic HRM.

This study compared the perspectives of three disciplines—industrial, business, and public administration—regarding HRM, outlining criteria such as primary objectives, focus areas, methods and tools, attention to human capital, flexibility, training and development, organizational culture, and the challenges unique to each discipline.

Additionally, the indicators emphasized by scholars in HRM from a public administration perspective include: transparency in recruitment policies, skill development and employee training, fostering motivation and job satisfaction, accountability and transparency, fairness in performance evaluation, merit-based hiring and selection, employee training and development, performance and effectiveness assessment, and employee commitment and motivation.

An analysis of past public administration performance reveals that most governments base their policies on human capital development and improving existing conditions. In this context, performance management and HR efficiency evaluation are paramount. Economic stability and optimal utilization of HRs play a critical role in sustaining government structures. At the same time, marketization processes and outsourcing certain functions to the private sector can enhance productivity and reduce redundant bureaucracy.

Ultimately, it is essential to adopt a comprehensive approach to HRM, leveraging the expertise of specialists in this field, to pursue fundamental reforms in public administration systems. This will improve government organizations' efficiency, effectiveness, and accountability, ultimately fostering public satisfaction and societal welfare.

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