

# Results-Based Management and Thai Bureaucracy Development Approaches

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## Abstract

This article focuses on the history and results-based management of thinkers and scholars in various aspects together with other ideas and criticism relating to the results-based management of Thai Bureaucracy and directions in the administration of Thai Bureaucracy. It indicates that Thai Bureaucracy needs structural reformations and co-operation between governmental departments in the same direction. And part of the reform of bureaucracy needs the modern principles of the results-based management to be adapted to use. And Thai Bureaucracy in the 21<sup>st</sup> century has to focus on the end of desirable needs.

So, the development of Thai Bureaucracy requires cooperation by focusing on the important effect and quickness more than competition and changes happening in the globalization age at the moment.

**Key Word:** Results-Based Management, Thai Bureaucracy, Development

## Introduction

The context of Thai Bureaucracy as generally acknowledged, in theoretical and practical terms of management have been increasingly developed in the past decades. Thai Bureaucracy needs both managerial structure reform and integration of government sectors in the same direction. An effort of bureaucracy reform was aided by the

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concept of modern public administration which applied the “Results-Based Management” for improving the performance. This article focused on results-based management from diverse points of view of scholars and the presentation of related concepts and critiques to the real world of Thai Bureaucracy development.

## **Definition of Results-Based Management**

Results-Based Management (RBM), despite the direction of management focused on results-based which was beneficial to the sectors in the future and far beyond the level of the production process, it still no consensus definition and there are some scholars and organizations like:

CIDA (2012) defined Results-based management (RBM) as a life-cycle approach to management that integrates strategy, people, resources, processes, and measurements to improve decision making, transparency, and accountability. The approach focuses on achieving outcomes, implementing performance measurement, learning, and adapting, as well as reporting performance.

RBM is:

- defining realistic expected results based on appropriate analysis;
- clearly identifying program beneficiaries and designing programs to meet their needs;
- monitoring progress toward results and resources consumed with the use of appropriate indicators;
- identifying and managing risk while bearing in mind the expected results and necessary resources;
- increasing knowledge by learning lessons and integrating them into decisions; and
- reporting on the results achieved and resources involved.

Kusek and Rist (2004) defined Results-based management (RBM) as a management strategy focusing on performance and achievement of outputs, outcomes and impacts.

United Nations, Monitoring, Evaluation and Consulting Division (MECD) defined Results-based management (RBM) as a management strategy by which the VET provider ensures that its processes, outputs and services contribute to the achievement of clearly stated expected accomplishments and objectives. It is focused on achieving results and improving performance, integrating lessons learned into management decisions and monitoring of and reporting on performance.

United Nation Development Groups (UNDG) also defined Results-based management as a strategic management approach. UNCTs use it with partners to plan, cost, implement, monitors and measures the changes from cooperation, rather than just the inputs provided or activities conducted. Using RBM, the UNCT ensures that its cash, supply and technical assistance contribute to a logical chain of results that increase in complexity and ambition as you rise up the chain: outputs, outcomes and impacts which are MD/MDG related national priorities. RBM depends on critical assumptions about the program environment and risk assessments, clearly defined accountabilities and indicators for results, and performance monitoring and reporting. (United Nations. 1994)

RBM is one of the five core programming principles that must be applied when preparing an UNDAF. RBM helps to ensure accountability by offering a process and structure to formulate results and to manage for their achievement. It focuses time and resources on the achievement of UNDAF results, planned together with stakeholders, and on the basis of the country analysis.

The differences and diversity in giving definition made it difficult to communicate on RBM issues using a common language. It is recognized that there is no single best definition of RBM and that each organization must adapt RBM to its specificities and mandates in the context of national priorities. Yet, there are also a wide range of commonalities among sectors and organizations that constitute a basis for harmonizing implementation of RBM system-wide

## **Abstract Concepts and History of Public Sectors Results-Based Management**

The government administration at the time being faced vitally important challenges under pressure of the global economy; the rapidly growth of information and technology, the political participative demanding, people pushing and shoving to get to the front etc. These challenges made deeply affect to the government in launching the public sectors reform and development measures in terms of “tangible results-based management”, the Abstract Concepts can be ordered as follows:

1960s: Historically, government in many countries have sought to orient their system of public administration towards the rational allocation of resources in the pursuit of the objectives of the government and done so in lots of different ways over the last 30 years. The most widespread systems have been based on program planning and budgeting originating in the USA in the 1960s. There have been developments in last 10 to 15 years, particularly in certain English speaking which have broken new ground. Starting in the United Kingdom, the Australia and New Zealand, more recently the United States, there have been new designs in public administration which have endeavored to bring to government a new philosophy of management which have been described as managerialism or the new public management. (World Bank, 1997: 52)

1970s: The public administration orients have been influenced by infrastructures and industrial structures which was the engineering and systematic management. The public administration orients then implemented to Program Management by Activity (PMBA) and focused on integrating the tools with management methodologies in order to plan and determine the operation schedule.

Mid 1970s: The Management-by-Objective (MBO) emerged and played the major roles into public sectors management and for the meantime giving chances to administrators to determine and run the program properly under the conditions, objectives and performance

indicators which on one hand, it will be under control to achieve organizational goals while empowered operators or teams. On the other hand, the Management-by-Objective did not give seriously precedence to pursuing and evaluating which inevitably disadvantages of this management approach.

1980s: New Public Management (NPM) played a crucial role broadly into the government policies, and aimed to modernize the public sector to the private sectors job descriptions. The basic hypothesis holds that market oriented management of the public sector, which views the people as customers, will lead to greater cost-efficiency for governments, without having negative side-effects on other objectives and considerations, strong preference for servicing processes, servicing standards, and sustainable development. This concept developed servicing systems and quality controls then led to taking an interest in and identify the Key Performance Indicators, Efficiency Test, Effectiveness and Quality Control of public sectors' service and responsibility.

1990s: UN meeting was attended by developing countries responsible for determining common goals and promoting effective development principles which appended the concept of results-based management as one of development objectives.

September, 2000: The international development community has increased its focus on measuring and improving results. Donors and developing countries alike want to know that aid is being used as effectively as possible, and they want to be able to measure results. The aim is to ensure that development work leads to tangible and sustained improvements in people's lives.

This aim is implicit in the Millennium Development Goals (MDGs), which were adopted by 189 countries in 2000, The Millennium Declaration has eight international development goals that were established following the Millennium Summit All 189 United Nations member states at the time (there are 193 currently) and at least 23 international organizations committed to help achieve the Millennium Development Goals by 2015, the goals follow:

1. To eradicate extreme poverty and hunger

2. To achieve universal primary education
3. To promote gender equality and empowering women
4. To reduce child mortality rates
5. To improve maternal health
6. To combat HIV/AIDS, malaria, and other diseases
7. To ensure environmental sustainability
8. To develop a global partnership for development

This Millennium Declaration has inspired and led to widespread support throughout most of all countries.

March 2002: The determining of Monitoring and Evaluation Readiness Assessment of Results-Based Management, the movement of international organizations, boost the ideas of Results-Based Management up to more interest and led to widely implementation. It became common opinions that the public sector management since 1960s reflected the approach of the scientific management; the assertions Taylor made regarding the quite substantial increase in productivity. An application of scientific management was contingent on a high level of managerial control over employee work practices. This necessitated a higher ratio of managerial workers to laborers than previous management methods. The ceaseless quest "the one best way" changed the very texture of twentieth-century life which was really meant "In the past man has been first. In the future the System will be first." (Taylor, 1912) This approach has influenced the ideas of modern public sector management.

As mentioned above can be summarized as the past and previous approaches of management have been gradually changed by generations to the currently results-based management, and affected to Thai Bureaucracy which will be discussed next.

## **Application of Results-Based Management in Thailand**

The attentiveness of Thailand focused in quality of public sector management since 1989, for instance, the implementation of

Regulations of the Office of the Prime Minister on Acceleration in all public sectors working for People.

In 1992, there was The Civil Service Act 1992 which gave precedence over focusing on Efficiency and Effectiveness of carrying out civil service. Later, in 1999, the cabinet consent in public sectors management reformation for conducting results-based management in group of ministry in export sectors economy and Department of Insurance as prototypes. The extending of results extended their operations to the other 40 departments in 2001 also to 81 regional Department of Public Welfare and in Bangkok. The movement of the major public sectors management improving such as The Royal Decree of Administrative Organization of the State Issue number 5 which legislate against the administrations focusing on evaluation, accountability, examination and disclose the people participation. Proceed from mentioned Royal Decree, an affection of good governance and principles of management enforced public sectors to conduct the concept of results-based management till present-day.

In addition to central and regional management approaches, the systematic and re-engineering of public sectors stated in Office of the Civil Service Commission's bulletin 2008; the management in the levels of ministry and department categorized the 18 group of strategic provinces and an effort of implementing Total Quality Management in public sectors till now. The public sectors have to ensure which organization needs to create results then inform all sub divisions concerned to support this determined results-based management goals;

### **Thailand and Application of Results-Based management**

Thailand has been pursuing the implementation of results based management techniques in the public sector for over a decade. The obvious example of results-based management is that the government tried to focus on accountability according to public sectors' social contract:

In the level of government structure, the government needs to perform the bureaucracy reform by using available information

technology in enhancing work proficiency and brainstorming the ideas and concepts in performance measurement in order to assess the results of jobs, improved data for organizational interior management, and reported to the public. Such process was intentionally privatization measurement and certainly, such measurement will begin in the mega-structural organizations such as ministries, divisions concerning the projects/activities' owners must clearly stated in contracts between organizations. The contracts detailed goals, results, delivery date which will be social contracts for enhancing self-organizational management to respond public demands by standard level of performance monitoring system including results report to the public, accompany with expenditures in the manner of accountability. Eventually the process will satisfy people's physiological needs regarding resources management 3E' methodology; Economy, Efficiency, and Effectiveness using new technology/automation for tasks management and database management system.

In the level of business units, the government needs to clarify annual government statement of expenditure for organizational interior management direction, in combination with principles, concepts, boundary of management, productivity, efficiency and contribution worth to investments. The administrators, managers, in each business unit have to clarify situations, projects, activities, concerned economically and effectively expenditure on public tax money.

In other word, an application of the results-based management ideas will be at an advantage in, and relevant to the principles of modern public sectors management which focused on rules of law, transparency, accountability, responsibility. However, in consequences of Thai bureaucracy system which accumulated organizational culture for very long time, results-based management ideas may fall in difficulties, except the good cooperation of all parties, the government then finally achieve the common goals.

## **Results-Based Management tendency towards Thai Bureaucracy development Direction**

The organization of civil officials shall be undertaken with a view to the result-based outcome, efficiency and good value in the discharge of State functions, and to make officials perform their duties with quality and virtuously and have a good quality of life (C.S.C.. 2551). Considering Thai Bureaucracy system development, it was obviously strong influenced of the Western contemporary reform theoretical ideas, for instance, in principles, contexts, of civil service system strategic plan included the implemented policies and measurements, indicated that Market Model concepts and Modern Management Principles have been applied for creating image of participation in public and private sectors management.

In the furtherance of A royal decree which established the principles of state management can be presumed, there was an effort of applying good governance into Thai Bureaucracy, there was creation of bureaucracy development strategy for bureaucracy reform guidelines especially results-based management. These efforts can be presumed relevant to the continuation of bureaucracy development.

Deep in detailed description of existed results, some evidences were not in line with plan and objectives, which may caused by some constraints of political or senior official section that needed to retain their status. Whereas the bilateral majority of people in the "developing world" are getting richer at an unprecedented rate, a group of people were stuck and that development assistance should be focused heavily on them. These people typically suffer from one or more development traps.

Previous evolution of bureaucracy still continued in line with the structure of administrative organization of state which remained unchanged last longer than century. Such structure was too clumsy to be developed continually into concrete aspects, however, the past bureaucracy development had reached the acceptable level of

inspirational and conceptual public sectors reformation in the sense of repentance. .

## Conclusion

Results-Based Management is the management concept focused on Performance or results of managerial process which is practically not only means the changing viewpoint from process to results but also means the changing viewpoint from inside organization to the participation of stakeholders. The results-based management is essential for public sectors to arrange all managerial process concerned then move forward together. Nevertheless, there are ...so many benefits under one roof... an inspiration for results-based management mentioned above can be used nowadays as piloting tools lead to modern bureaucracy development. Thai social problems, on one hand, still static as ignorance of properly use of concepts and theories and neglecting concretely practice.

Public sector structure in Thailand mostly rely on Weberian bureaucratic structure which is, on one hand, so many advantages, on the other hand, it was criticized as the problematic organizations in distortion of objectives by focused on methodological than resultant goals which is absolutely contrast to results-based management. This critique is reflecting hidden true and fault in bureaucracy operations till nowadays. The government as the tools to serves and put people together to form social.

How results-based management in public sectors put people together to form social, and how can public sectors continue working on several dimensions? The creation of modern bureaucracy conducting and applying good governance to the major roles become the correct answers.

For these reasons, working in Thai Bureaucracy which is so-called "Results-Based Management" is probably not too far from "Effectiveness" which soon happen in concrete terms and become reality.

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