



PSAI

PHILIPPINE STATISTICAL
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CONFERENCE 2026

DATA • RESEARCH • BETTER GOVERNANCE

Understanding the Innovation Resistance Behind Low **PRIME-HRM** Adoption in High-Performing Local Governments

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*Stronger Human Resources.
Better Local Governance.
A Brighter Future for All.*

THE BIRTH OF **PRIME-HRM**

CSC Memorandum Circular No. 3, s. 2012



A Milestone in Civil Service Reform

Through CSC MC No. 3, s. 2012, the Civil Service Commission institutionalized the Program to Institutionalize Meritocracy and Excellence in Human Resource Management (PRIME-HRM) to strengthen HR systems in government agencies and promote a culture of merit, excellence and good governance.

From Reform to Results

PRIME-HRM is the foundation for a more competent, motivated and values-driven public workforce — a key driver of effective and responsive government service.



*People Excellence
FOR
Service Excellence*

OBJECTIVES OF THE STUDY

1



Determine
PRIME-HRM
adoption among
LGUs in Region I.

2



Assess the
effectiveness
of **Maturity Level II**
implementation.

3



Determine
its perceived
contribution to
local governance.

4



Determine the extent
to which the
predetermined factors
are perceived to hinder
the adoption of
PRIME-HRM
Maturity Level II.

5



Test differences
in perceptions
across **respondent**
characteristics.



PRIME-HRM MATURITY LEVELS

ACROSS GOVERNMENT STRUCTURES

Stronger HR Systems.
Better Public Service.

GOVERNMENT STRUCTURE	PRIME-HRM MATURITY LEVELS			
	Level 1	Level 2	Level 3	Level 4
 NGAs	654	344	0	0
 LGUs	1,550	167	0	0
 GOCCs/GFIs	515	55	0	1
 SUCs	68	52	0	0
TOTAL	2,787	618	0	1

L1

Level 1

2,787

(81.83%)

L2

Level 2

618

(18.14%)

L3

Level 3

0

(0.00%)

L4

Level 4

1

(0.03%)



Source: CSC PRIME-HRM Database (ePRIME-HRM),
eprimehrm.csc@gmail.com, as of 07 September 2023.

Note: Level 4 agencies were limited to one (1)
GOCC/GFI as of the reference date.

REGION I

PRIME-HRM MATURITY LEVELS

AGENCY TYPE	Level 1	Level 2	Level 3	Level 4	TOTAL
 NGAs	52	17	0	0	69
 LGUs	116	13	0	0	129
 GOCCs/GFIs	17	4	0	0	21
 SUCs	2	4	0	0	6
TOTAL	187	38	0	0	225

83.11%

16.89%

REGION I

EXPECTATION vs REALITY



REGION I PROVINCES	LGU SUBDIVISIONS				LGUs W/ PRIME-HRM ML-2				ADOPTION RATE %	RANK 
	 Province	 City	 Mun	 Total	 Province	 City	 Mun	 Total		
Ilocos Sur	1	2	32	35	0	1	5	6	17.14%	1
Ilocos Norte	1	2	21	24	1	2	0	3	12.50%	2
La Union	1	1	19	21	1	0	1	2	9.52%	3
Pangasinan	1	4	44	49	1	0	1	2	4.08%	4
Total	4	9	116	129	3	3	7	13	10.08%	-

75%

33.33%

6.03%

10.08%





CIVIL SERVICE COMMISSION
Republic of the Philippines

CSC RO I BRONZE AWARDEES (2017 – 2023)



Sector	Agency	Province	Year Awarded
LGU	LGU Alilem, Ilocos Sur	Ilocos Sur	2017
LGU	Provincial Govt of Pangasinan	Pangasinan	2017
LGU	LGU Banayoyo, Ilocos Sur	Ilocos Sur	2018
LGU	LGU Bauang, La Union	La Union	2018
LGU	LGU Cabugao, Ilocos Sur	Ilocos Sur	2018
LGU	LGU Laoag City, Ilocos Norte	Ilocos Norte	2018
LGU	LGU Mangaldan, Pangasinan	Pangasinan	2018
LGU	LGU Suyu, Ilocos Sur	Ilocos Sur	2018
LGU	Provincial Govt of La Union	La Union	2018
LGU	LGU Batac City, Ilocos Norte	Ilocos Norte	2019
LGU	LGU Candon City, Ilocos Sur	Ilocos Sur	2019
LGU	LGU Sto. Domingo, Ilocos Sur	Ilocos Sur	2019
LGU	Provincial Government of Ilocos Norte	Ilocos Norte	2019



**TOTAL CSC RO I
BRONZE AWARDEES
(2017 – 2023)**

13

DISTRIBUTION OF AWARDEES BY PROVINCE

Ilocos Norte

3

Ilocos Sur

6

La Union

2

Pangasinan

2

THE ADOPTION PARADOX

LOW ADOPTION, HIGH EFFECTIVENESS



ADOPTION IN REGION I LGUS

A LIMITED DIFFUSION



13 out of
129 LGUs

IN REGION I REACHED
PRIME-HRM MATURITY LEVEL II

10.08%

ADOPTION RATE



EFFECTIVENESS AMONG ADOPTERS

STRONG AND CONSISTENT IMPLEMENTATION

OVERALL EFFECTIVENESS

VS

4.46/5

OUTSTANDING



Recruitment,
Selection and
Placement (RSP)

4.51

Outstanding



Rewards and
Recognition (R&R)

4.47

Outstanding



Performance
Management (PM)

4.46

Outstanding



Learning and
Development (L&D)

4.40

Outstanding

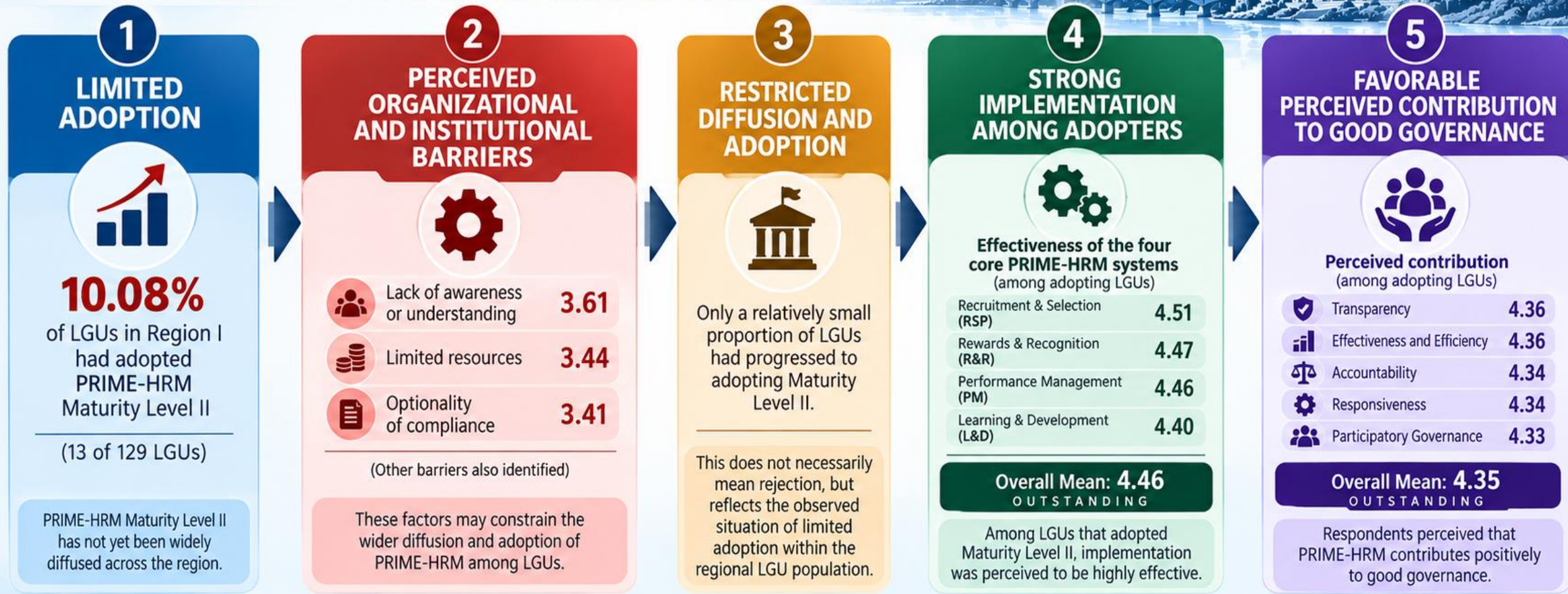


STATISTICAL AND POLICY QUESTION:

Despite effectiveness, why it has not diffused more widely?

CONCEPTUAL FRAMEWORK OF THE STUDY

FROM ADOPTION TO GOVERNANCE IMPACT



The conceptual framework shows an observed pattern: **limited adoption**, **perceived barriers** that may constrain wider diffusion, **strong implementation among adopters**, and **favorable perceived governance contribution**. **While these findings do not establish a causal relationship, they demonstrate a clear and consistently positive association between effective HRM practices and perceived governance outcomes.**

METHODOLOGY



4.1 Research Design

Mixed-Methods Design



Quantitative

- ✓ PRIME-HRM implementation
- ✓ Perceived governance contribution
- ✓ Perceived hindering factors



Qualitative

- ✓ Focus group discussion (FGD)
- ✓ Plenary consultation with HRM practitioners

4.2 Participants and Study Sites



236
Respondents



13
LGUs
in Region I



CY 2022
Study period

Participating LGUs and Number of Respondents

LGU	No. of Respondents	LGU	No. of Respondents
1 Pangasinan Provincial Government	9	8 Alilem	18
2 Mangaldan	10	9 Banayoyo	13
3 La Union Provincial Government	15	10 Cabugao	5
4 Bauang	14	11 Suyo	10
5 Ilocos Norte Provincial Government	30	12 Candon City	33
6 Laoag City	25	13 Santo Domingo	25
7 Batac City	29		

Position Level

1 person icon	66	First-level employees
2 people icon	124	Second-level employees
3 people icon	46	Third-level employees

Employment Status

1 document icon	213	Permanent
1 person icon	6	Casual
2 people icon	2	Coterminous
1 document icon	15	Contract-of-service personnel

4.3 Data Collection and Analysis

Data Collection

Based on the
PRIME-HRM framework

- ✓ Four core HRM systems
- ✓ Five governance dimensions
 - transparency
 - accountability
 - responsiveness
 - effectiveness and efficiency
 - participatory governance

Hindering Factors Assessed

- 1 lack of awareness or understanding
- 2 resistance to change
- 3 limited resources
- 4 optionality of compliance
- 5 varying levels of commitment
- 6 limited term of office of local chief executives (LCEs)

Data Analysis



Weighted means and standard deviations
to summarize responses.



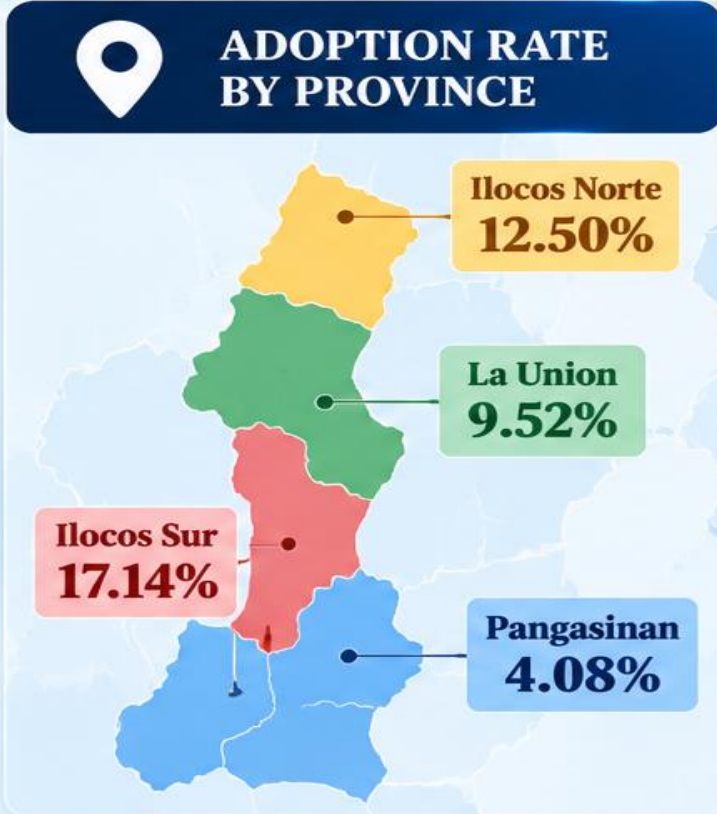
Analysis of variance (ANOVA)
to determine whether perceptions differed across selected respondent characteristics.

 Finding 1:

Adoption Distribution



 Province	 Total LGUs	 ML II LGUs	 Adoption
 Ilocos Sur	35	6	17.14%
 Ilocos Norte	24	3	12.50%
 La Union	21	2	9.52%
 Pangasinan	49	2	4.08%
 Region I	129	13	10.08%



 **REGION I TOTAL**

 **129**
Total LGUs

 **13**
ML II LGUs

 **10.08%**
Adoption



Finding 2:

What Happens **After Adoption?**

PERFORMANCE OF THE **FOUR CORE PRIME-HRM SYSTEMS** AMONG ADOPTING LGUs

 PRIME-HRM System	 Mean	 Descriptive Rating
 RSP	4.51	 Outstanding
 R&R	4.47	 Outstanding
 PM	4.46	 Outstanding
 L&D	4.40	 Outstanding



OVERALL

4.46



Outstanding

**RSP**Recruitment, Selection
and Placement**R&R**Rewards and
Recognition**PM**Performance
Management**L&D**Learning and
Development

 Finding 3:

Governance Contribution



MEAN SCORES BY GOVERNANCE DIMENSION



OVERALL MEAN

4.35

★ Outstanding



Transparency

4.36

★ Outstanding



Effectiveness
and Efficiency

4.36

★ Outstanding



Accountability

4.34

★ Outstanding



Responsiveness

4.34

★ Outstanding



Participatory
Governance

4.33

★ Outstanding





Finding 4:

What Prevents Wider Adoption?



RANK	HINDERING FACTOR		MEAN SCORE
1		Lack of awareness/ understanding	3.61
2		Limited resources	3.44
3		Optionality of compliance	3.41
4		Limited term of LCEs	3.00
5		Resistance to change	2.92
6		Varying levels of commitment	2.74



OVERALL
MEAN SCORE

3.19

Moderate

INTERPRETATION SCALE

4.21 – 5.00	Outstanding
3.41 – 4.20	Very High
2.61 – 3.40	Moderate
1.81 – 2.60	Low
1.00 – 1.80	Very Low



Finding 5

ANOVA RESULTS

Significant Differences in the Adoption of PRIME-HRM with the Respondents' Profile



Generally consistent perceptions across respondent profiles

The ANOVA results show no statistically significant differences in the perceptions of PRIME-HRM and its core systems when grouped according to:



Age

Not Significant (NS)



Position

Not Significant (NS)



Appointment Status

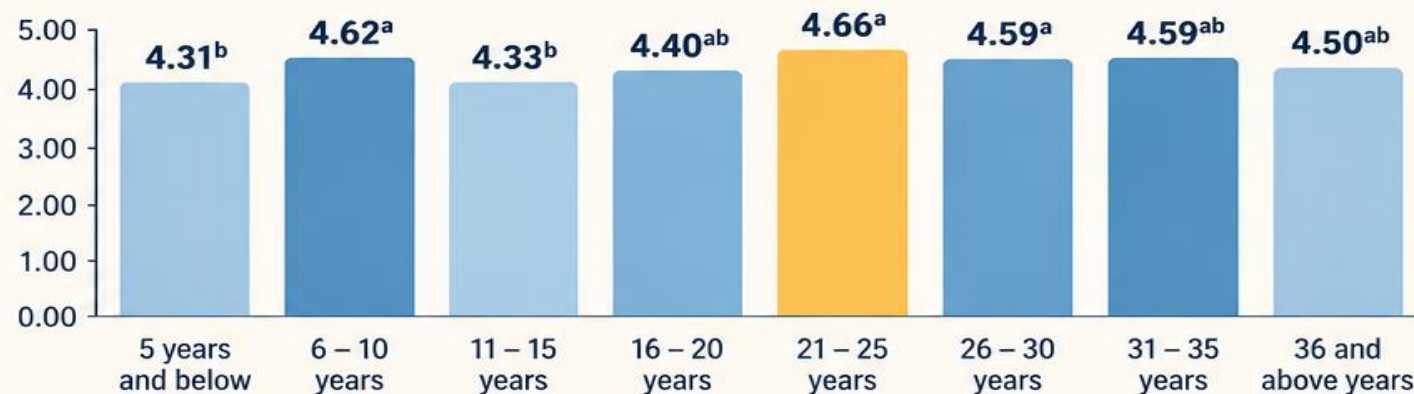
Not Significant (NS)



Significant difference found only in: Rewards & Recognition × Length of Service

Mean Differences in Rewards and Recognition by Length of Service

(Means with the same letter are not significantly different at 5% level, LSD)



KEY TAKEAWAY

Perceptions of PRIME-HRM are broadly consistent across respondent profiles, while length of service influences how employees experience and assess rewards and recognition. This suggests the value of considering employees' career stages when strengthening HRM practices.

THE CENTRAL STATISTICAL STORY

THREE FIGURES. ONE CLEAR NARRATIVE.

1

ADOPTION RATE

10.08%

or 13 of 129 LGUs
in Region I have reached
PRIME-HRM Maturity
Level II.



This demonstrates
limited diffusion among
Region I LGUs.

2

IMPLEMENTATION EFFECTIVENESS

4.46
(Outstanding)



This demonstrates
strong implementation
among adopting organizations.

3

PERCEIVED GOVERNANCE CONTRIBUTION

4.35
(Outstanding)



This demonstrates
favorable perceived
contribution to governance.



The problem, therefore, may not be the implementation
after adoption but the **diffusion prior to adoption**.

POLICY AND PROGRAM IMPLICATIONS

FROM EVIDENCE TO ACTION



ADOPTION REMAINS LIMITED



10.08%

or 13 of 129 LGUs
in Region I have adopted
PRIME-HRM Maturity Level II.

IMPLEMENTATION AMONG ADOPTERS IS OUTSTANDING



4.46
(Outstanding)

Effectiveness of the four core
PRIME-HRM systems among
adopting LGUs.

STRONG PERCEIVED CONTRIBUTION TO GOOD GOVERNANCE



4.35
(Outstanding)

Perceived contribution
to good governance
among adopting LGUs.

The key policy concern
may not be the
**ineffectiveness after
adoption, but the
limited diffusion
prior to adoption.**

1

STRENGTHEN PRE-ADOPTION AWARENESS AND READINESS SUPPORT



- Conduct targeted information, orientation, and readiness assessment for non-adopting LGUs.
- Use seminars, technical sessions, and LGU leagues.
- Provide practical information on requirements, benefits, resource needs, and available support.

Addresses the highest-rated barrier:
lack of awareness or understanding (3.61).

2

STRENGTHEN CSC–DILG–LGU COLLABORATION



- Provide a supportive institutional environment for adoption.
- Enhance coordination and partnerships among CSC, DILG, and LGUs.
- Where appropriate, align PRIME-HRM with existing local governance and performance mechanisms (e.g., SGLG).

Reinforces relevance and reduces
perceived **optionality** of compliance (3.41).

3

ADDRESS RESOURCE AND CAPACITY CONSTRAINTS



- Provide support on staffing, competencies, workload, technology, documentation systems, and infrastructure.
- Build practical competencies in the four core systems—RSP, L&D, PM, and R&R—plus documentation and data management.

Responds to the second highest
barrier: **limited resources (3.44).**

4

STRENGTHEN POST-ADOPTION MONITORING, EVALUATION, AND TECHNICAL ASSISTANCE



- Establish systematic monitoring and evaluation mechanisms.
- Provide targeted technical assistance through coaching, consultations, capacity-building, and corrective guidance.
- Focus on sustainability and continuous improvement.

Ensures that the **Outstanding
implementation level (4.46)** is sustained.

5

ESTABLISH PEER-LEARNING AND REPLICATION MECHANISMS



- Use the 13 adopting LGUs as peer demonstrators.
- Conduct benchmarking, mentoring, and communities of practice.
- Document and share implementation experiences, challenges, and benefits.

Helps address the **lack of awareness (3.61)**
and supports both prospective and
existing adopters.

6

STRENGTHEN MONITORING, EVALUATION, AND POLICY INTEGRATION



- Distinguish pre-adoption and post-adoption monitoring needs.
- For non-adopters: focus on awareness, readiness, and barriers.
- For adopters: focus on implementation quality, emerging constraints, and sustainability.
- Consider integrating PRIME-HRM indicators into existing performance or recognition frameworks.

Addresses perceived **optionality of
compliance (3.41)** and supports sustained adoption.

7

CONSIDER RESPONDENT-PROFILE FINDINGS IN PROGRAM IMPROVEMENT



- Perceptions were generally consistent across respondent profiles.
- A significant difference was found only in Rewards and Recognition according to length of service.
- Emphasize organizational systems and technical capacity, and further examine R&R differences through monitoring and evaluation.

Ensures programs are responsive
to HRM practitioners' experiences.

8

ALIGN POLICY DEVELOPMENT WITH THE CURRENT PRIME-HRM REVIEW



- Use the findings to inform a more accessible, developmental, and responsive PRIME-HRM framework.
- Give greater attention to awareness, readiness, adoption, capacity, and sustainability while maintaining appropriate standards and support.
- Leverage the ongoing review under the Philippine Civil Service Modernization Project.

Supports a more enabling and responsive
future PRIME-HRM framework for LGUs.



OVERALL POLICY IMPLICATION

Strengthen the conditions for wider adoption while sustaining effective implementation after adoption, so that more LGUs can experience the demonstrated benefits of PRIME-HRM for good governance.

PROPOSED POLICY FRAMEWORK FOR **PRIME-HRM**

FROM MANDATORY PARTICIPATION TO SUSTAINED HRM EXCELLENCE

1

MANDATE

Require participation and progressive advancement in PRIME-HRM.

- Issue a policy requiring government agencies/LGUs to undertake PRIME-HRM.
- Pursue progressive advancement toward higher maturity levels.
- Set clear expectations and timelines.

2

ENABLE

Build awareness and readiness.

- Conduct information campaigns, orientations, and advocacy activities.
- Provide readiness assessment and guidance.
- Strengthen knowledge and understanding of PRIME-HRM requirements.
- Engage key stakeholders (LGUs, leagues, HRM practitioners).

3

SUPPORT

Provide targeted technical assistance and capability building.

- Deliver hands-on technical assistance, mentoring, and coaching.
- Provide tools, templates, and resource support.
- Offer capacity-building activities based on identified gaps and the agency's maturity level.
- Facilitate peer learning and sharing of good practices.

4

RECOGNIZE

Reward achievement and good practice.

- Strengthen recognition programs for agencies that reach higher PRIME-HRM maturity levels.
- Provide incentives and other privileges consistent with CSC guidelines.
- Showcase and disseminate best practices.
- Give due recognition to HRM practitioners and leaders championing PRIME-HRM.

5

SUSTAIN

Monitor, evaluate, and continuously improve.

- Conduct periodic monitoring and evaluation.
- Provide continuing technical assistance based on assessment results.
- Track progress toward higher maturity levels.
- Ensure that gains are maintained and continuously improved.

OUTCOME:

INSTITUTIONALIZED HRM EXCELLENCE

BETTER GOVERNANCE

CONCLUSION

BRIDGING PRIME-HRM HIGHER LEVELS ADOPTION GAPS

1 ADOPTION REMAINS LIMITED

Only 13 of 129 LGUs, or 10.08%, had reached PRIME-HRM Maturity Level II during the study period.

10.08%
13 of 129
LGUs



Region I
LGUs

2 IMPLEMENTATION AMONG ADOPTERS IS OUTSTANDING

The 236 respondents from the 13 adopting LGUs reported an overall PRIME-HRM implementation effectiveness mean of 4.46, with all four HRM systems rated Outstanding.



RSP
4.51

Outstanding



R&R
4.47

Outstanding



PM
4.46

Outstanding



L&D
4.40

Outstanding

Overall Implementation Effectiveness

4.46 / 5.00 **OUTSTANDING**

Perceived contribution to good governance was likewise high.



Overall Mean
4.35 / 5.00

OUTSTANDING

3 THIS INDICATES A DIFFUSION GAP

The findings do not support a simple interpretation of PRIME-HRM as an unsuccessful reform. Rather, they show that the reform can be implemented effectively within adopting organizations, but its adoption remains limited across the wider LGU population.



**EFFECTIVE
IMPLEMENTATION
AMONG ADOPTERS**



**LIMITED
ADOPTION
ACROSS LGUs**

4 KEY BARRIERS ARE RELATED TO READINESS AND INSTITUTIONAL CONDITIONS

The three most prominent perceived barriers suggest that the adoption problem is shaped by organizational readiness and institutional conditions.

1



**Lack of awareness
or understanding**
3.61

2



**Limited
resources**
3.44

3



**Optionality
of compliance**
3.41

Resistance to innovation may therefore be passive and structural rather than overt.

5 POLICY SHOULD GO BEYOND ASSESSMENT

Future PRIME-HRM policy should complement maturity assessment with:



**Awareness
strategies**



**Readiness
initiatives**



**Technical
assistance**



**Resource
support**



**Peer
learning**



**Leadership
continuity**



Institutionalization



**Appropriate
incentives**

6 THE CENTRAL CHALLENGE

“The challenge is not simply to make PRIME-HRM work better where it already exists. It is to understand what enables organizations to adopt, sustain, and institutionalize better HRM practices in the first place.”

”

ULTIMATE GOAL

**SUSTAINED HRM EXCELLENCE
FOR BETTER GOVERNANCE**

CONTRIBUTION AND FUTURE RESEARCH

1 CONTRIBUTION TO PUBLIC-SECTOR HRM RESEARCH

This study contributes to public-sector HRM research by reframing PRIME-HRM adoption as a **diffusion and institutionalization problem** rather than solely an implementation problem.

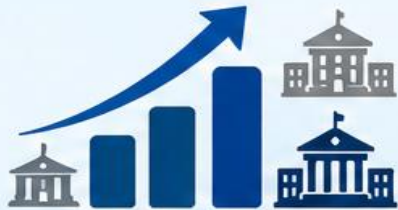
TRADITIONAL VIEW IN HRM RESEARCH



Implementation problem

Focus on how to implement PRIME-HRM within adopting organizations.

CONTRIBUTION OF THIS STUDY



Diffusion and institutionalization problem

Focus on why adoption remains limited and what enables LGUs to adopt, sustain, and institutionalize PRIME-HRM.



This reframing contributes to a broader understanding of HRM reform in the public sector by emphasizing the need to examine the **factors that influence the adoption and institutionalization of PRIME-HRM** across organizations.



FROM PERCEIVED CONTRIBUTION TO STRONGER EVIDENCE

Future research would extend the present study from perceived contribution toward stronger evidence concerning the relationship between HRM maturity and public-sector performance.

2 FUTURE RESEARCH DIRECTIONS

1 COMPARE ADOPTING AND NON-ADOPTING LGUs

Use comparative statistical analyses to identify organizational characteristics associated with adoption.



Potential Analyses:

- Independent samples t-test / ANOVA
- Chi-square test
- Logistic regression

2 CONDUCT LONGITUDINAL RESEARCH

Examine the effects of key factors on adoption and sustainability over time, such as:

- Leadership transitions
- Resource availability
- Technical assistance
- Organizational structure
- Incentives
- Other institutional factors



Potential Designs:

- Panel data analysis
- Difference-in-differences (DiD)
- Fixed/random effects models

3 USE PREDICTIVE STATISTICAL MODELS



Identify which organizational factors significantly explain PRIME-HRM adoption.

Potential Models:

- Logistic regression
- Multiple regression
- Structural equation modeling (SEM)
- Other predictive models (e.g., machine learning)

4 INTEGRATE OBJECTIVE PERFORMANCE INDICATORS



Combine PRIME-HRM data with objective governance and service-delivery indicators to determine whether the favorable perceptions of adopters correspond with measurable organizational outcomes.

Examples of Indicators:

- Good governance indicators
- Service-delivery performance
- Citizen satisfaction
- Organizational performance metrics

Possible Analyses:

- Correlation analysis
- Multiple regression analysis
- SEM (mediation/moderation)



MORE ROBUST EVIDENCE ON THE RELATIONSHIP BETWEEN HRM MATURITY AND PUBLIC-SECTOR PERFORMANCE



Thank You!



“ Effective human resource management builds **capable people, strengthens institutions,** and creates **better local governments** for a more responsive and inclusive society.” ”

