

PERFORMANCE MANAGEMENT SYSTEMS AT GHANA WATER COMPANY LIMITED, NORTHWEST II - ACCRA

Enoch Ayerakwa

March 2014

A research report submitted to the Faculty of Management, University of the Witwatersrand,
in 25% partial fulfillment of the requirements for the degree of Master of Management (in
the field of Public and Development Management.)

ABSTRACT

It is estimated that 50% of the water produced by GWCL is lost before the water gets to the consumer. The sight of leakages, unaccounted for water and the unchanged colonial water supply systems still in use in some districts in Accra, the capital of Ghana, served as a motivation for this research. The main questions raised revolve around the current Performance Management System (PMS) and the factors affecting the performance of Ghana Water Company Limited (GWCL) at the North West II District (a sub-metropolis of Accra North), which was chosen as the study focus.

The introduction of Performance Management Systems (PMS) in the public sector of developing nations was meant to reform weak administrative systems; however the success rate is still below average. This study sought to explore the factors leading to the poor performance of the Performance Management System in the Ghana Water Company Limited (GWCL), specifically in North West II District. A qualitative research approach was employed. Respondents for this study were mainly senior management officials of the District.

The study established that, although the benefits of an effective Performance Management System is extensively known by managers and other professionals, however its implementation is constrained by several internal and external factors. Internal factors such as: how management perceives PMS, lack of human capital, weak systems of measuring performances, and external factors that include: Information Communication and Technology (ICT), Power Outages, Government and the traditional Culture, were identified as the main challenging factors. In addition, this study recommended topics of intervention such as, Capacity development and the implementation of a PMS, incentives as a motivator for excellent performers and traditional culture, to improve the current state of Performance at the District level.

DECLARATION

I, the undersigned, ENOCH AYERAKWA, hereby declare that this research report entitled “Performance Management Systems at the Ghana Water Company Limited (North West II District - Accra)” is my own, unaided work. It is being submitted in partial fulfilment of the requirements for the degree of Master in Public and Development Management at the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in this or any other university.

Signed_____

AYERAKWA, ENOCH

Student Number: 500712

This _____ day of _____ 2014.

DEDICATION

I sincerely dedicate this work to Reverend PIUS KOBBO BOADI, for believing in me and pushing me to achieve a higher academic laurel to reach my full potential. And also, to my late Grandparents and mother, GEORGINA SALAMATU ARMAH, PAPA SAM SHERIFF, REGINA SHERIFF and MARY MINNOW for instilling in me the inspiration of being boundless, not forgetting my late friend, MICHAEL WILLIAM-BOTTEY BINNEY, even though you seem far, I know you are near. May the Lord Almighty rest your souls in perfect peace.

ACKNOWLEDGEMENTS

I wish to express my sincere gratitude to my supervisor, Dr M D J MATSHABAPHALA for his patience, help, direction and thorough guidance during my studies. His thoughtful input distinctly improved the research process. Also, I would like to thank all the staff of ADU for their friendliness during this studies, most especially, Mr. Sam More and Miss Helen Mzileni, (Programme Coordinators) for their help during the programme.

Most importantly, I would like to thank all the participants who I interviewed, thank you for your friendship. I really appreciate you sacrificing your precious time for the benefit of this study. To the friends who have supported me throughout this programme, especially Liapeng B. Makhele, I say thanks a million.

Above all, Million thanks to the almighty God, in you I can be anything and for the wonderful blessings you have given me, which I cannot fully understand. Thank you for this and much more.

TABLE OF CONTENTS

ABSTRACT.....	i
DECLARATION	ii
DEDICATION	iii
ACKNOWLEDGEMENTS.....	iv
LIST OF FIGURES	viii
ACRONYMS	ix
CHAPTER ONE	1
1.1 Introduction.....	1
1.2 Performance Management Systems in the Public Sector.....	2
1.3 Background.....	3
1.3.1 Ghana - geography and population	3
1.3.2 History of water supply in Ghana	4
1.3.3 Ghana Water Company Limited and Key Acting Institutions in Ghana Water Sector.....	6
1.4 Problem Statement	6
1.5 Purpose Statement	7
1.6 Research Questions	7
1.7 Significance of the study.....	8
1.8 Limitations of the study	8
1.9 Research Report Structure	9
CHAPTER TWO	10
LITERATURE REVIEW AND THEORITICAL FRAMWORK.....	10
2.1 Introduction.....	10
2.2 Key Terms.....	10
2.3 New Public Management	10
2.4 Performance Management (PM).....	13
2.5 Performance Management Systems (PMS)	14
2.5.1 A General Framework for PMS's (Clardy, 2013).....	16
2.5.2 The benefits of performance management systems	20
2.6 Performance Measurement and performance.....	21
2.7 Human Resource Management and Performance	23
2.7.1 The Role of a Human Resource Professional	23

2.8	Total Quality Management and Organizational Performance.....	24
2.9	Performance Management Systems and Organizational Culture.....	25
2.10	Information and Communication Technology (ICT) and Organizational Performance	25
2.11	Factors contributing to the failures of Performance Management Systems.....	26
2.12	Ghana Public Sector.....	27
2.13	Emergence of Performance Management Systems in Ghana	28
2.14	Conclusion	28
CHAPTER THREE		30
RESEARCH METHODOLOGY		30
3.1	Introduction.....	30
3.2	Research Approach	30
3.3	Research Design.....	31
3.4	Data Collection	31
3.4.1	Primary Sources	31
3.4.1.2	Secondary Sources	32
3.4.1.3	Sampling	32
3.5	Data Analysis	33
3.6	Validity and Reliability.....	33
3.6.1	Triangulation.....	34
3.7	Conclusion	34
CHAPTER FOUR.....		35
DATA REPRESENTATION.....		35
4.1	Introduction.....	35
4.2	Purpose Statement.....	35
4.3	An overview of the Northwest II District	36
4.4	The Organogram of North West II District.....	37
4.5	The Socio-Economic Activities of the community	37
4.6	Presentation of Result	38
4.6.1	Internal/System factors	38
4.6.2	External factors	42
4.6.2.3	Power Outage	43
4.7	Conclusion	43

CHAPTER FIVE	45
DATA ANALYSIS.....	45
5.1 Introduction.....	45
5.2. Internal Factors	45
5.2.1 Perceptions of PMS by management	45
5.2.2 Human Capital	46
5.2.3 Performance measurement.....	47
5.3 External Factors	48
5.3.1 Information Communication and Technology ICT.....	48
5.3.2 Power outage.....	48
5.3.3 Traditional Culture.....	48
5.4 The success stories.....	49
5.5 Recommendations on improvements of the PMS at North West II District.....	49
5.6 Conclusion	50
CHAPTER SIX.....	51
CONCLUSION AND RECOMMENATION.....	51
6.1 Introduction.....	51
6.1.1 Conclusions.....	51
6.2 Recommendations.....	53
6.2.1 Capacity Development and the Implementation of a Performance Management System ..	53
6.2.2 Incentives as a Motivator for Excellent Performers.....	53
6.2.3 Traditional Culture	54
6.2.4 Performance indicator	54
6.3 Experiences of Performance management systems in Some African Countries.....	54
6.4 Areas of further research.....	55
REFERENCES	56
Appendix 1.....	62
Interview Questions	62

LIST OF FIGURES

- Figure 1: Map of Ghana
- Figure 2: The General Structure of PMS from Clardy (2013)
- Figure 3: Map of Accra, with a green boundary illustrating the area coverage by the AMA.
- Figure 4: The Organogram of North West II District

ACRONYMS

AMA	Accra Metropolitan Assembly
AVRL	Aqua Vitens Rand Limited
CMA	Central Management Agencies
CSIP	Civil Service Improvement Programme
CSRP	Civil Service Reform Programme
GoG	Government of Ghana
GWCL	Ghana Water Company Limited
GWSC	Ghana Water and Sewerage Corporation
GSS	Ghana Statistical Services
HR	Human Resource
HRM	Human Resource Management
IMF	International Monetary Fund
MWH	Ministry of Works and Housing
NPM	New Public Management
NWSA	National Water and Sewerage Authority
OECD	Organization for Economic Co-operation and Development
OHCS	Office of the Head of Civil Service
PM	Performance Management
PMS	Performance Management System
PNDC	Provisional National Defense Council
PURC	Public Utility Regulatory Commission
PWD	Public Works Department
SAP	Structural Adjustment Programme
SMA	Strategic Management Agencies
SOE	State Owned Enterprise
TQM	Total Quality Management
WB	World Bank
WHO	World Health Organization
WRC	Water Resource Commission
WSD	Water Supply Division

CHAPTER ONE

1.1 Introduction

Water plays a vital role in human life and even in the national life of every nation. Every human, no matter the status quo, needs to have access to a certain quantity of quality water for survival. On the other hand, the economic growth of every nation is highly dependent on the water sector. The greatest fear is to have too little, or dirty water for consumption. Water has been of phenomenal concern for national policies in recent times due to the essential role it plays in almost all spheres of economic activities of every nation. The recognizable importance of water in an economy could be traced in the development of infrastructure, economic growth, healthcare, education, energy supply, culture and the population growth of every nation.

Amoah and Yahaya noted that,

“safe water is a necessary ingredient in maintaining human beings, animals and vegetative life”(Amoah & Yahaya, 2013, p.15)

Therefore, it can be assumed that the life-line of every living thing is highly dependent on water. It is estimated by the WHO and UNICEF (2012) that a hundred and thirty millions of urban population still have no access to clean drinking water and the majority of these people live in Africa and Asia. The rapid population growth and the migration of people to urban areas in developing nations has resulted in the scarcity of water and has also prioritized the need to upgrade and expand water systems in order to disseminate portable drinking water to the disadvantaged areas, as well as management systems for sustaining such a resource.

Water issues, such as the lack of portable drinking water, poor water supply systems and the corresponding mismanagement of these systems of delivery, has gained attention from governments and tops the agenda of international water related conferences in recent times. The millennium Development Goal 7c attempts to halve the proportion of humans lacking access to safe drinking water (Amoah and Yahaya. 2013). However, sub-Saharan African states have the worse water supply in the world compared to other developing nations. Most of the worrying

questions emanating from these situations could be traced to the poor functionality of the performance management systems under implementation.

There are many system theories and concepts suggesting how an institution's performance should be measured and managed. One concept is known as performance management. It is a core objective of every organization, be it a public or private organization, to deliver quality services effectively and efficiently by extending its factors of production, as well as controlling or uprooting the inhibiting factors that reduce the quality and quantity of production. From an administrative point of view, PMS have been identified as the pivot to the improvement of private and public service delivery in developing countries and Ghana is no exception.

1.2 Performance Management Systems in the Public Sector

PMS could be viewed as the integration of units and its subunits as a system designed to achieve a certain goal. From a management point of view PMS is also seen as consolidated strategies and processes that ensure an organization's overall sustained and successful performance through the use of organizational resources, such as the staff competencies to deliver on its promises to the citizenry. Radnor and McGuire noted performance management to include: training, teamwork, dialogue, management styles, attitude, shared vision, employee involvement, multi-competence, incentives and rewards (Radnor & McGuire, 2004). Many authors on performance management systems in the public sector have argued that performance management is the covering term for all public service activities; some view it as the crux of public management reform (Hvidman & Andersen, 2014). The criticisms of organizations in the public sector relating to inefficiency, ineffectiveness, lack of accountability and value for the citizenry (service users and consumers) in terms of services rendered and many more could be traced to the call for the concept 'performance management system', although it is commonly known as a Human Resource Management initiative but its foundation is rooted in the New Public Management philosophy.

Performance management in the public sector is known by its advocates to be the remedy for the promotion of efficiency, effectiveness and accountability in organizations (Radnor & McGuire, 2004; Ohemeng, 2011). Therefore, it can be assumed that the effectiveness of performance management systems being implemented will determine the pace at which the organizational challenges will be conquered. In a domain where national resources and assets are involved,

there has always been a concern about the nature of public services and other performance mechanisms.

The main aim of a performance management systems initiative is to enforce accountability, competence and effectiveness in public organizations, as noted by an advocate of PM such as Ohemeng. According to Ohemeng, some countries have embraced this concept with the reason of measuring and improving successful outcomes of public organizations as well as holding public officials and leaders accountable for their performance (Ohemeng, 2010). The introduction of PMS in Ghana's public sector in the mid-1990s was geared towards the elimination of institutional and capacity problems by improving public sector performance (Ohemeng, 2011).

However, before delving into factors that promote inefficiency, ineffectiveness, lack of accountability and value for the citizenry (service users and consumers) in an organization, it must be understood that managing performance also encompasses behavioural factors of individuals that are involved in the organizational culture (Ohemeng, 2011).

1.3 Background

1.3.1 Ghana - geography and population

Ghana, meaning "*The warrior king*," covers about 227,540 square kilometres of land and 11,000 square kilometres of water. Ghana is one of the fastest growing economies in Africa and is located in the Western part of Africa. Ghana is neighboured by Cote d'Ivoire (west), Togo (east), Burkina Faso in the (north) and the Atlantic ocean which is also known as the Gulf of Guinea (south). Ghana has English as its official language and nine other recognised languages, although its surrounding neighbours are Francophone (French as an official language). According to the GSS document which was reviewed, the estimated population of Ghana in 2010 was 24,658,823 with annual population growth rate of 2.2% (GSS, 2012). Ghana is a male dominated country and has about 49% of females and 51% of males respectively. Accra, the capital of Ghana, is also known to be one of the fastest growing cities in Africa, with an annual growth rate of 3.36 per cent and 1,848,614 million in population (GSS, 2012). Below is the map of Ghana and its neighbouring countries.



Figure 1: Map of Ghana (Source: Ghanaculture.wordpress.com).

1.3.2 History of water supply in Ghana

Before the introduction of water supply in Ghana, many Ghanaian communities used water from different sources such as rain catchments, wells, ponds, lakes and rivers. However, some communities still use such sources. Water production and delivery in Ghana has largely been the government's responsibility. Ghana's public water supply system began in Accra in 1914 and later extended to other urban areas. For instance, urban areas such as Sekondi-Takoradi received a piped water supply in 1918, Winneba (1921), Kumasi (1928), Cape Coast (1929), Tamale (1932), Koforidua (1936), Wa (1952), Bolgatanga (1956), Ho (1957), Bawku (1959) and Sunyani (1962), (Adombire, 2007, p. 5). During this time it was under the management of the PWD. After Ghana's independence in 1957, the GoG established a division under the MWH,

called the WSD in 1958, which was responsible for water supplies to both rural and urban areas of the country.

During the severe water shortage period in Ghana in 1959, it was foreseen by the GoG that a department could not cope with the management of the water supply system efficiently. In 1960, an agreement was signed between the GoG and the WHO with their experts to embark on a water sector development study in Ghana. The focus was on the methods of financing and also the organization of the NWSA, the study further recommended a Master Plan for water supply and sewerage services in Accra and Tema covering the years between 1960 to 1980.

In 1965, under an Act of Parliament (Act 310), GWSC was established as a legal public utility entity responsible for the provision, distribution and conservation of both urban and rural supply of water in Ghana for public, domestic and industrial purposes. Additionally, the GWSC was responsible for the establishment, operation and control of sewerage systems. Between 1965 and 1998 which marks the era of GWCL, the focus was directed towards the urban areas to the detriment of the rural water delivery. According to Nyarko (2007) 50 out of 4500 people were responsible for rural water supply and were maintaining about 6,600-drilled wells by GWSC. The rural population at that time was between 65-70 % of the population, but the GWSC devoted more attention to the urban sector than to the rural water sector. Nyarko, further explained that the responsiveness of GWSC to customer concerns in rural areas was poor and there was no involvement of the rural communities in the water supply delivery and therefore the rural people did not have any sense of ownership, which affected sustainability of the water facilities. On the 1st July 1999, the GWSC was transformed into a state owned limited liability company known as the GWCL (Amoah & Yahaya, 2013), and this was due to the decline in its operational efficiency.

1.3.3 Ghana Water Company Limited and Key Acting Institutions in Ghana Water Sector.

The GWCL is a state owned liability company that is responsible for the urban water supply assets, monitoring of water supply operations and development, and expansion of urban water supply systems. The private sector also plays a role limited to the design and construction of water supply systems in Ghana. It fairly contributes to the water vending, which involves private water tanker operators selling water to ensure efficiency and public accountability in the water sector (GWCL, 2012).

The PURC is the organization that regulates utility tariffs and operational performance of water supply. The WRC, is responsible for the regulation and management of water resources; the Ghana Standard Board is responsible for the development of drinking water standards. The Environmental Protection Agency deals with environmental regulation of water supply operations; Community Water and Sanitation Agency is an agency responsible for the facilitation of community water and sanitation services through District Assemblies (GWCL, 2012).

In an attempt to reverse the decline in water supply service, interventions by the GoG, Austrian Government, Italian Government, World Bank, IDA and other external donors such as the Nordic Development Fund, African Development Bank, Canadian International Development Agency, Department of International Development and other donor countries, to revive and improve efficiency in water supply were made, especially in the area of sector reforms and project implementation.

1.4 Problem Statement

Ghana in general has good and sufficient water resources, these resources are used primarily for economic or development purposes. Performance Management was adopted by the GoG as an instrument to reform its public administration. As it was seen as an endeavor to improve the efficiency of state owned enterprises such as GWCL, it was later realized that little success had been achieved.

According to Balint, Forkutsa, & De Freitas (2002) and Fuest and Haffner (2007), unaccounted for water still remains high at about 50%, as a result from inadequate funds for investment, and other factors such as badly installed and maintained pipe networks, leakages, tampering with

meters, illegal connections, wrong categorization of customers (same billing rate for both commercial and domestic users). Fuest and Haffner (2007) reiterated that weakness of management could also in part be ascribed to the fact that many of the GWCL urban systems were headed by engineers who had little or no training in management skills. Some observers maintained that they had the habit of mixing management and technical issues.

The contribution of the factors identified in the long run could hamper service delivery, if not measured and mitigated. At face value this maybe happening as a result of lack of controls in particular performance indicators, which this study attempts to explore. A survey on civil servants and selected clients' perceptions conducted at the GWCL, came up with findings that indicated that there is laxity in complying with the performance contracts and there are cases where contracts are signed but due to the weaknesses in performance management systems, contracts are not followed up and analysed so that the result can be used to improve service delivery (Nii Consult, 2003). It appears that performance mechanisms demanded for GWCL to put up a satisfactory result are very weak and limited, and as such, factors contributing to the poor performance of GWCL over the past years will still remain as the "*enemy of progress*" if no attention is given to the problem. However, until these inhibitive factors are explored and becomes the reason for improvement, the envisaged goal may not materialize.

1.5 Purpose Statement

The purpose of this study was to explore the factors leading to the poor performance of the management system in the GWCL, specifically North West II District-Accra, as the study focus. Specifically, the study explored the challenges of the current PMS in GWCL, North West II District-Accra. In addition, the study sought to recommend a PMS that could help achieve the intended objectives of the district.

1.6 Research Questions

The following questions were designed and used as guides to the study:

- I. What factors affect performance management at the Ghana Water Company Limited (GWCL)?
- II. What can be done to improve the current state of performance at the Ghana Water Company Limited (GWCL)?

1.7 Significance of the study

This study explored the challenges of the current PMS in GWCL, North West II District-Accra. The findings and recommendations from this study will be used to address how PMS at GWCL, North West II District-Accra can be improved to achieve its intended objectives effectively. Given the important role of performance management in Ghana's economy, this study is expected to add to the current body of knowledge on performance management systems in the public sector, serve as data upon which other public institutions can develop management strategies and as a base upon which further research can be conducted and for other academic purposes.

1.8 Limitations of the study

There are always limitations in every research conducted and this particular one cannot be exempted. Firstly, due to time and financial difficulties, an appropriate sample size of the chosen population of focus seemed to be small to provide adequate data to make conclusions, estimations and explore the factors restraining the performance of the district. For instance, senior officials of GWCL in general are always on busy schedules and extra workloads, and as such, it was always difficult for the researcher to get them in a correct mood or an appropriate time to interview. Therefore this made it impossible for the researcher to paint a clear picture of the actual condition of the district.

One of the most commonly cited problems associated with researches done in Ghana is that of data collection. Commonly, a researcher finds it very difficult in Ghana to draw official information from individuals and government departments. Some government officials are uncomfortable and reluctant to disclose correct information to researchers for the fear of being arrested or demoted, and such was the case. However, there seems to be a dearth of information about North West II district in terms of performance annual performance reviews and accountability documents that help in the analysis stage. Previously there has also been no in-depth research on this topic in the district and community as a whole and therefore it was very difficult for the researcher to compare studies and improve upon, or deal with knowledge gaps. The study mainly depended on the broad surface data and estimates, by the use of uncertified records.

1.9 Research Report Structure

The outline of chapters in this research will be as follow:

Chapter 1: Introduction

This chapter presents the introduction and background to the research report.

Chapter 2: Literature Review

This chapter presents a review of books, journals, reports and other literature on topics that relate to performance management systems. It provides the theoretical frameworks that underpin this study.

Chapter 3: Research Methodology

This chapter presents the research methodology used in the research report. This includes the research approach, research design, data collection and data analysis.

Chapter 4: Data Presentation:

This chapter presents the data collected based on the research questions. Information gathered from the interviews and documents reviewed. The results are presented as the study findings.

Chapter 5: Data Analysis and Interpretation:

This chapter presents an analysis and interpretation of the data presented in chapter four in response to the research questions.

Chapter 6: Conclusions and Recommendations:

This chapter is the last chapter of this research study report in which the research problem, the purpose of the study and research questions are summarized. Thereafter, the conclusions and recommendations based on the findings are presented. Areas requiring further research work are also recommended.

CHAPTER TWO

LITERATURE REVIEW AND THEORITICAL FRAMWORK

2.1 Introduction

Many developing countries have embraced the PM concept as an avenue of evaluating and improving the performance of public sector institutions and also to improve individual performance terms of service delivery in the public sector. Some literatures on the topic PM view this concept as a core element in the modern public sector structure. However, according to some authors, most of these developing countries have failed in the process of implementing PMS, due to some reasons. Some of these reasons can be traced to a number of institutional and capacity constraints such as institutional fragmentation, culture, public apathy, and leadership support, thus making it difficult for many of them to realize the advantages of the system (Ohemeng, 2009).

This chapter is devoted to providing literature relating to PM and performance management systems, performance measurement as it forms a significant component of the literature review, a general PMS model was discussed.

2.2 Key Terms

This section presents the following key terms:

New Public Management

Performance Management

Performance Management System

Public Sector

2.3 New Public Management

Scholars and practitioners of NPM commonly leave the emergence of NPM to be in the mid-1970s and the early 1980s. NPM in the last two decades has gained considerable attention, especially in water and sanitation reforms in sub-Saharan Africa. According to Hughes, the original specification of NPM was coined by Christopher Hood in 1991, based on critical assumptions as some authors believe (Hughes, 2008; Quinlivan and Schön-Quinlivan, 2006). The old traditional model of public administration also contributed greatly towards the early

economic reforms, but mostly in the developed countries and a few developing countries. According to Sarker (2006), the loopholes observed in the old traditional model of public administration were: fiscal crises of governments, poor performance of the public sector in different arenas, corruption, imperious bureaucracy, motivated the introduction of NPM. However, Hughes argues that NPM emerged as an intervention by critics to dismantle the old traditional public administrative model and critics are still in support of it (Hughes, 2008).

Hughes, drawing from Behn (2001), describes NPM as an

“Entire collection of tactics and strategies that seeks to enhance the performance of the public sector – to improve the ability of the government agencies and their non-profit and for profit collaborators to produce results” Hughes (2008;3).

The essence of NPM is evident in all areas of every institution, both in the public and private sectors: from the manner in which managers, employees and other stakeholders conceptualize their role and involvement in the running of institutions; management techniques and the general performance of the institution. The ideology behind the advent of NPM is to empower public servants and increase managerial quality (O’Flynn, 2007). Mwita reiterated;

“.. The philosophy of NPM is a contemporary customer-focused approach, which aims at improving the delivery of public service quality”. Mwita (2000, p.30)

PM as one of the key planks of the NPM is known to place more emphasis on performance and results, therefore it is imperative for one to know its mechanisms and attributes. Apart from the NPM featuring as a market-driven force in public reform movements (Shwartz, 2008; Sarker, 2006; Cameron, 2009; Hughes, 2008), it also encompasses private sector management styles such as incentivisation, performance measurement, global competition, decentralization and others. However, many countries especially the industrialized economies, such as Australia, New Zealand, Britain, Korea, France and the others, adopted the NPM concept in their pursuit to reform the public sector, and better outcomes have been proven (Cameron, 2009; Kaboolian, 1998; O’Flynn, 2007). Most reform success stories of these industrialized countries could be attributed to the application of the NPM philosophy. Critics of NPM however argue that such success stories are relatively rare in regions such as the Sub-Saharan Africa, South Asia and South America.

Authors, such as Ohemeng, view NPM to be the advocate of the ‘performance idea’ thereby improving efficiency and effectiveness in public organizations (Ohemeng, 2011). Same author, drawing from De Waal, underlines that the adoption of the NPM model is necessary for developing countries if they are to overcome their underdeveloped status and improve governance in the public sector (De Waal, cited in Ohemeng, 2011, p.467). The NPM, irrespective of arguments posed by critics, can be seen as the remedy to the disappointing outcomes (inefficient, costly, rigid, corrupt and unaccountable) of public administration in the developing regions. On balance it is hard to turn blind eyes on the impact and evidence of its deliverables that are essential for a modern administrative system in a developing country context, since the old traditional model has also proven unsuccessful in the same context (Ohemeng, 2010, p.457).

Authors, such as Fryer, Anthony and Ogden (2009), reiterate the basic premises of NPM to be;

- the employment of professional managers;
- explicit standards and measures of performance;
- greater emphasis on consistency of services;
- decentralization;
- increased competition between organizations and sub-units;
- emphasis on private-sector management styles; and
- Increased accountability and parsimony in resource use.

(Hood, cited in Fryer et al, 2009, p.479)

Dzimhiri (2008) writing on the NPM characteristics, also noted the NPM to be a promoter of de-bureaucratization, offloading, downsizing or rightsizing the public bureaucracy, greater reliance on the private sector, service delivery through contracting out and outsourcing, public–private partnership, competition and reliance on market forces, and creation of an enabling environment for the growth of private enterprise. As a common effect noticed by many authors, the emergence of NPM paradigm is also characterized as a counteracting tool that has injected new techniques and practices in the contemporary public administration by promoting efficiency in productivity. This tool enhances empowering rather than serving, which means managers are capacitated with the necessary skills to manage autonomously, establish trust between line managers and central controllers and also instill confidence between the state and its citizens

(Dzimhiri, 2008; Sarker, 2006). The NPM also supports the idea of decentralization, public participation, citizen empowerment, innovation, the involvement and use of modern information and communication technology (ICT) and e-Government (Dzimhiri, 2008).

2.4 Performance Management (PM)

Much is written on the topic of PM. PM in recent years has become a covering term for managerial and organizational activities in both the public and private sectors. Sahoo and Jena, writing on the evolution of the PM noted Dr. Aubrey Daniels to be the originator of the term in the late 1970's, "as a science imbedded in application methods for managing both behavior and results within an organization" (Sahoo & Jena, 2012, p.296). As a human resource idea, advocates of the concept find it hard to settle on a universal definition for the term, due to the differences in perceptions.

Aguinis defines,

"Performance management as a continuous process of identifying, measuring and developing performance in organisations by linking each individual's performance and objectives to the organisation's overall mission and goals" (Aguinis, 2005, p.2).

Broadbent and Laughlin described performance management to include:

"Planning work and setting expectations, continually monitoring performance, developing the capacity to perform, periodically rating performance in a summary fashion and rewarding good performance" (Broadbent & Laughlin, 2009, p.284).

Bhattacharjee and Sengupta are of the opinion that PM includes the practices through which the manager defines the Employee's goal and work, develops the employee's capabilities and evaluates and rewards the personal effort all within the framework of how the employee's performance should be contributing to achieving company's goal (Bhattacharjee & Sengupta, 2011, p.496). Sahoo and Mishra view PM to be simply

"a continuous process of managing the performances of people to get desired results" (Sahoo & Mishra, 2012, p. 3).

Furthermore, the authors noted that PM covers activities such as joint goal-setting, continuous progress review and frequent communication, feedback and coaching for improved performance, implementation of employee-development programs and rewarding achievements. However, similarities could be traced in most of the definitions above. Qureshi, Shahjehan, Rehman and

Afsar drawing from management literature views PM to simply mean, ‘to manage performance’, whereas the word ‘performance’ is defined as the behaviour in which an organization, team, and individuals get work done (Qureshi, Shahjehan, Rehman & Afsar, 2010, p.1857). Mwita in agreement to Armstrong and Baron, subscribes to the premise that,

“if you can’t define performance, you can’t measure or manage it”

(Armstrong & Baron, cited in Mwita, 2000, p.26).

Based on the similarities found in the above definitions, this study will adopt the definition of performance management as a set of actions that defines organizational objectives and targets for individuals, teams and the management body (planning work and setting expectations), regular reviews (rating and monitoring performance), employee development plan (developing the capacity to perform) and with a reward system (periodically rewarding good performance), which means an organization will benefit greatly from its employees and if objectives and targets are clearly outlined and understood through training and other means of education. The role of PM should not be limited to team leaders or managers only. Every individual in the organization should adhere to processes of performance management systems as they determine the overall performance of the organization.

2.5 Performance Management Systems (PMS)

Proponents of public management have found great interest in public sector performance, and due to that, many have developed various models with different components that suit a particular PM environment. These models come with different ideal features that continuously promote the striving for better results by managing the overall organizational performance and individual performance, thereby integrating and directing all organizational activities towards the envisaged achievements of an organization. Broadbent and Laughlin (2009) argue that most often the term PM and PMS are confused or used interchangeably, however it was speculated by the authors that an attempt to define their functions could bring about unknown differences, while PM involves: developing the capacity to perform (training), team work, planning work and setting expectation, management style, attitudes, shared vision, employee involvement, multi-competence, continually monitoring performance, continually monitoring performance, rewarding good performance (Radnor & McGuire, 2004; Broadbent & Laughlin, 2009). PMS according to Broadbent and Laughlin (2009) is most often known to be a way of integrating

HRM systems and to control individual collective behaviours to sustain the organization's strategy. Authors such as Ferreira and Otley also described PMS

“ as the evolving formal and informal mechanisms, processes, systems, and networks used by organizations for conveying the key objectives and goals elicited by management, for assisting the strategic process and ongoing management through analysis, planning, measurement, control, rewarding and broadly managing performance, and for supporting and facilitating organizational learning and change” (Ferreira & Otley, 2009, p.264).

From a general perspective, Clardy (2013) sees PMS as a total complex of factors that trigger, channel and maintain productive task performance. From the above definitions, it could be established that a PM describes the features of individual components of a PMS whereas PMS should be viewed as a system (that is the integration of units and sub units) that is designed to achieve a certain task.

Every organization has certain form of a PMS. Whether planned or unplanned; there is always a default or informal system that controls behaviour, the use of resources and the steering of an organization towards a certain direction of achievements. One can argue that immediately an agreement is reached to embark on any project, due to the involvement of different parties playing different roles towards the achievement of the desired results, the operations of PMS automatically gets activated. Hence one can posit that the key to improve performance and ensuring accountability in the public sector lies in the type of design or model of the PMS in operation. Radnor and McGuire (2004), drawing from the UK Audit Commission, addressed the need for the introduction of PMS to modernize government services in two point, these were: to improve public services (that is, through the increased economy, efficiency and effectiveness in service delivery) and to reinforce accountability, so that organizations are clearly held to account for the resources they use and the outcomes achieved. However drawing from the above, it could be asserted that a well-designed PMS is purposed to channel all energies to concentrate on a better outcome by ensuring the development of staff competencies; promote employee engagement by linking individual objectives to organizational strategies and ensure accountability within the organization (Clardy, 2013).

2.5.1 A General Framework for PMS's (Clardy, 2013)

Developing and understanding the elements of PMS is crucial to an organization. Clardy (2013) contends that the pace at which an organization achieves an outcome is determined by the design and structure of the existing PMS. The author further argues that it is essential for professionals not only to get familiarized with the components of a PMS but also to be able to examine and detect the strengths and weaknesses of the system.

According to Clardy (2013)'s model, the success of a PMS is premised on four different levels. The model suggests that an executive leadership commitment, attention and support is required for the implementation of a PMS to a success. This goes along with the necessary corresponding value-added action which also helps in shaping organizational culture. Secondly, the model suggests that there must be an effective organizational infrastructure that comprises three important components namely; a business plan or a strategy; a management control system and a well-designed or engineered work processes. Thirdly, the HR practices and policies are required for job clarity and the execution of employment relationship. However, the HR is assigned the responsibility of staffing, development, appraisal, compensation and communications within the work environment. Line managers alongside are also required to take charge of the workplace conditions. Figure: 2 below present an overview of the general key structure that is critical when designing a PMS by Clardy (2013:7).

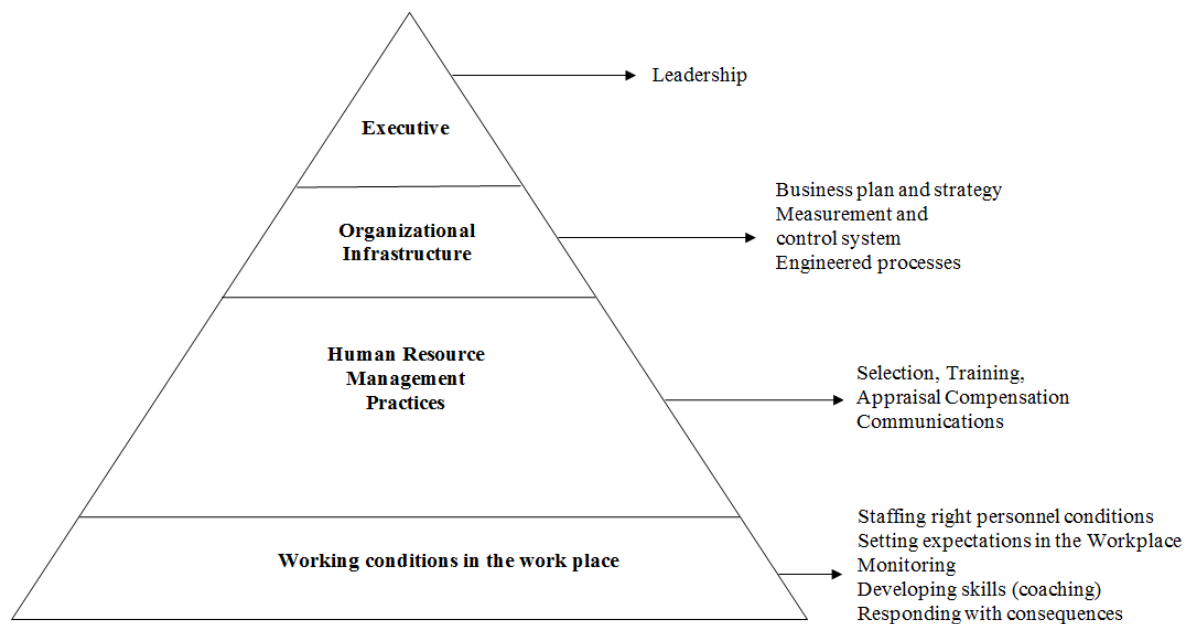


Figure 2: The General Structure of PMS. (Source: Clardy (2013:7))

2.5.1.1 Executive Leadership and Organizational Culture

The highly ranked level, the ‘Executive leadership’ also known as the final decision makers, establish and approve strategic plans, allocate financial capital and other resources, and monitors the entire organizational performance. These leaders have significant influence on the behaviors, beliefs and values that come in place to shape the culture of the organization. Organizational culture could be likened to the ‘air,’ it is automatic and compulsory for every human to take a certain amount of air per second; however an attempt at the refusal of it can attract certain dangerous problems. In the same context, the lifeline of an organization depends greatly on its culture. In context, one can argue that a cultureless organization is a visionless one.

2.5.1.2 Organizations Infrastructure

Clardy’s Model suggests that an organization’s PMS in terms of the infrastructure should include three crucial elements, namely; Business Plan and Strategy; Management Control System; and a well-designed workflow that removes barriers to performance (Clardy, 2013). Business plans or Strategy are those mechanisms and processes used in defining and directing the use of organizational assets of production and profit yielding (Clardy, 2013). Management control systems are basically operationalized measuring systems that monitor and review an organization’s performance and outcomes. Outcomes are then measured against the set targets. Outcomes obtained from monitoring processes are then used as correctional guides to reduce production errors and also redirect actions and plans towards a satisfactory target (Clardy, 2013).

Another critical component addressed by the model was ‘Well-Designed Workflow System’ (Clardy, 2013). However since every workflow is subjected to certain constraints, for example, an outdated ICT system can possibly slowdown the pace of productivity. The model suggests that it is essential for workflow processes to be well-designed, and should be in a manner that the processed outcome yields a high customer satisfaction, cost-effectively with few possible errors.

2.5.1.3 Human Resource Management Policies and Practices

The role HR plays in the implementation and success of an effective PMS is crucial. Contextually, HR plays a role of promoting high performances among staff. Authors, such as Youndt and Snell (2004), believe that HR is designed to cater for the development and managing strategic resources, managing competencies, and theoretical development. However without good HR policies and practices serving as a guide to HR departments, performances of

employees are likely to result in disappointments (Clardy, 2013). HRM following, guided by some selected HR practices is concerned with the selection of the right people for the right assignment. Clardy's model specifically focused on staffing, selection, development, appraisal compensation, retentions and reviews.

Staffing

Clardy's model suggests that the main objective in a staffing policy should be that the required labour needed for an organization to survive is met. The author contended that an employer will finally be faced with the choice of outsourcing talent, either by hiring or contracting, or develop talents needed through certain process of development. (Clardy, 2013).

Selection

The model suggests that the methodologies used in the selection of staff, also determines the quality of people hired. Therefore weak and faulty methods of staff selection are likely to produce a workforce of low performers (Clardy, 2013).

Training and Development

The development of competencies through training and education of some sort is crucial to the general performance of an organization. Training, as noted by Nel, P. Werner., A. Poisat., P., Sono.T., Du Plessis, A. & Ngalo, O. (2011), provides an opportunity for individuals to be upgraded with information relative to their respective field of expertise, as well as strategically positioning the entire organization for competition. The same authors contend that a skilled and knowledgeable workforce contributes greatly in securing competitive advantages in local and global markets. However, following good practices in the organization of training and educational sections can lead to improved performance (Clardy, 2013).

Performance appraisal

Performance appraisals are common processes undertaken by staff in comparing a staff performance with team leaders' or supervisors' expectations or targets. Performance appraisal is defined by Clardy (2013), "*as the process followed to measure and evaluate an employee job performance*" Clardy (2013:10). Clardy, further stated that without an established process of

some kind, that provides a formal or systematic feedback on staff performance, undesirable habits maybe developed by staff Clardy (2013). Satisfactory and unsatisfactory performance needs to be conveyed in order for inhibitive errors to be corrected and promotions to be done on satisfactory output. The model suggested that if an appraisal system is to be used, then issues regarding its implementation need to be clarified. These are: How often are appraisals given; Who does the appraisal (supervisors, peers, customer or employee self-appraisal); What kind of training will be given to raters on how to do appraisals. Appraisals are widely used by many organisations; however the confusion is how it should be conducted (Clardy, 2013).

Compensation

The Clardy's model explains that the two main elements that constitute a compensation system and these are based on pay and incentive pay. Base pay is referred as the organizations decided pay rate against the market pay rate (Clardy, 2013). Incentive pay should also be seen as a motivational concept that attempts to reveal a staff's current performance status and reward it if necessary (Clardy, 2013). Nel, Werner,Poisat, Sono, Du Plessis, & Ngalo (2011), argue that a compensation system should be structured in a way that attracts the necessary skills needed for the job, by designing attractive salary packages that attract and tempt job applicants and also to retain and support good and competent staff to perform well, since other organizations might be eyeing such competencies (Clardy, 2013).

2.5.1.4 Performance in the Workplace

According to the model, HR policies are designed to maintain and release employees from an organization. Managers and supervisors have a role of setting the climate at the workplace for performance. As a major component of a PMS, managers and supervisors are responsible for shaping and guiding the behaviours of employees towards productivity. Through practices such as : identifying and communicating performance expectations; training and coaching; monitoring performance; and responding to performance with consequences, these managers and supervisors will be develop individuals to be value-adding employees, which in turn impact the performance culture (Clardy, 2013).

2.5.2 The benefits of performance management systems

Most public institutions are under increasing pressure to improve performance due to pressure from catching up on demands from competitors and citizens. Scholars of performance management have identified numerous benefits and the positive impacts of an effective PMS. Aguinis (2005) enlisted the benefits of PMS to include:

Motivation to perform is increased- That is received reports and knowledge about individual performance help to identify an individual's past successes and also increase the motivation for future accomplishments or enhance performance (Aguinis, 2005).

Self-esteem is increased- Receiving reports and feedbacks about individual's performance fulfils a basic need to be valued and appreciated at work and this in turn increases employees' self-esteem (Aguinis, 2005).

Managers gain insights about subordinates - The supervisors and managers in charge of the appraisal gain new insights into the individual that is being appraised. The benefits of knowing your employees is emphasized that the Management Standards recognize that developing a productive relationship with a member of staff is a key competency for managers (Aguinis, 2005). A clear understanding of an individual's personality and performance ratings will help the manager build a relationship with that person. Also, supervisors gain a better understanding on every individual's contributive role in the organization. This can be useful for supervisors and other senior staff (Aguinis, 2005).

Job definition and criteria are clarified - A clearly defined job helps employees to gain a better understanding of what it takes to be a successful performer. In other words, employees gain a better understanding of the type of behaviours and outcome required of their specific position (Aguinis, 2005).

Self-insight and development are enhanced - Participants in the system also gain exposure to development activities and understanding of their strengths and weaknesses, which in turn help them to redefine future career paths (Aguinis, 2005).

Personal actions are more fair and appropriate - PMSs provide valid information about individual performance, which in turn supports personnel actions such as salary increases, promotions and transfers, as well as terminations. Generally a performance management system ensures that incentives are apportioned on fair and credible grounds. Interpersonal relationships can also be improved, based on the decision outcomes (Aguinis, 2005).

Organizational goals are made clearly- The goals of a specific unit and the organization as a whole are made clear, and also the individual understanding of the relationship between work and the organizational success (Aguinis, 2005). However this is determined by how organizational goals are communicated to units and to the individual.

Employees become more competent - It is clear fact that the contribution of individual employees is improved. Additionally, due to the solid foundation for developing and improving employees, future developmental plans can be enacted (Aguinis, 2005).

There is a better and more timely differentiation between good and poor performances - an effective PMSs allow for a quicker identification of good and poor performers. Supervisors are therefore forced to address performance problems on timely basis. (Aguinis, 2005).

Supervisors' view of performance are communicated clearly- PMSs allow managers to communicate to their subordinates, their judgments (through performance assessments and monitoring) regarding performance. There is therefore a greater accountability in how managers discuss performance expectations and provide feedback. Such managerial competencies allow subordinates to receive useful information about how their performance is seen by their supervisor (Aguinis, 2005).

However, Anguinis (2005) established that when the intended work of a PMS is distorted, the opposite of the above benefits is inevitable. Therefore the process is not seen as fair; employees may become frustrated, angry and leave the organization. Self-esteem is affected and resentment sets in when the manner of monitoring and evaluating individual's performance is found inappropriate and inaccurate. Additionally, the author noted that time and money is wasted when the system is poorly designed and implemented (Aguinis, 2005). Lastly, motivation is affected, that is, motivation is lowered due to the increase in feeling that satisfactory performance is not translated into meaningful, tangible pay increases or intangible personal recognition.

Armstrong (2009) asserts that PM can be used to promote and motivate individuals to live by the 'core values' of an institution. Same author further explained 'values' to be the concerns of quality, continuous improvement, customer service, innovation, care and consideration for people, environmental issues and equal opportunity (Armstrong, 2009).

2.6 Performance Measurement and performance

"I often say that when you can measure what you are speaking about, and express it in numbers, you know something about it; but when you cannot measure it, when you cannot express it in

numbers, your knowledge is of a meagre and unsatisfactory kind. If you cannot measure it, you cannot improve it.”

(Lord Kelvin, cited in Kaplan, 2009, p.1253)

Public sector managers and users of public services have been concerned about the evaluation, measuring and the monitoring of public organizations in recent times, due to the fact that the measuring of performance has experienced an extensive growth in recent times, and still tops the agenda of many researchers.

Neely et al (2002), cited in Taticchi, Tonelli & Cagnazzo (2010, p. 4) stated;

“ a performance measurement and management systems is a balanced and dynamic system that enables support of decision-making Processes by gathering, elaborating and analysing information”

Taticchi et al, (2010) further explains “balance” to represent the significance of using several measures and perspectives that are interconnected to portray a” holistic view of the organization. In relation to the “dynamicity,” the author referred to the importance of developing a system that continuously monitors the internal and external context and reviews objectives and priorities. (Bititci et al, 2000, cited in Taticchi et al, (2010: p.5); Sole (2009, p.3), citing Abramson et al., (2006) stated that, “a recent review of public management has identified performance management and measurement systems as a key elements for improving government performance and accountability”. The same author argued that irrespective of the widely known effectiveness of performance management and measurement systems in the public sector, public organizations are still failing to embrace this concept. The reason in this regard is that the mechanism of its functionality is still not understood.

Fryer, Antony & Ogden (2009), also positions performance measurement to be a crucial element of performance management system and the general health of the organization depends on the effectiveness of performance measurement system (Najmi, Rigas, & Fan, 2005).

However, from the performance management point of view there is a general understanding that private and public organizations operate differently. Rantanen, Kulmala, & Lonnqvist, (2007, p.418), assert that due to the large number of stakeholders (local citizens, clients, users, customers of service producers, the media, elected representatives, central government regulatory agencies, managers and employees), issues pertaining to decision making, target setting and performance measures will remain dominant. As stated by Fryer et al (2009), the

purpose of performance measurement in the public sector is to specify broad and abstract goals and missions to enable evaluation.

2.7 Human Resource Management and Performance

The rapid expansion of economies, technology, information technology and other innovations in other fields that have direct impact on performance have promoted the concept of human capital to gain popularity in recent years. According to Seleim, Ashour and Brontis (2007), organizations in a competitive environment would be required to recognize the significance of human capital as an advantageous sustainable source. Clardy (2013) speculates that the main purpose of PMS is to consistently produce top quality employee performance by assigning willing and capable employees to the right roles. There is a growing belief that the higher the skill and competence level, the higher the successful outcome of an organization. Mwita (2000) explain that when all sub-systems as part of PMS including HRM sub-system is appropriately aligned, and in support of each other, superior performance is inevitable. Therefore, the right people would be assigned the right responsibilities. Seleim, Ashour and Brontis wrote:

“ human capital in particular represents the individual stock of knowledge embedded in the firm’s collective capability to extract the best solutions from its individual employees” (Bontis, 1999, 2000, cited in Seleim et al., 2007).

The same authors further explained that human capital is considered as one of the critical resources and the core of ‘intellectual capital’, regardless of whether the organization is in the private sector or in the public sector. However, literature on human capital indicates that the acquisition of knowledge through education, training and other human resource practices such as employee, group and organizational empowerment have a direct impact on the organizations’ general performance. Adhikari (2010), reiterate that managing performance and developing the skills and competence of employees, equips an organization to represent the business competition. Same author noted that the promotion of efficiency and organizational growth is highly connected to contributions of performance management.

2.7.1 The Role of a Human Resource Professional

Human capital is a core of an organization in the context of business competition as noted above. Therefore the effectiveness of the HR department will determine how an employee delivers business activities. In this context, HR directors are responsible for providing value-adding

strategies that will, in turn, reflect the key tasks such as organizational structuring, management development, communication and employee relations development, and organizational development (Nel et al., 2011). Above the aforementioned same authors quoting Stone (2008) outlined the responsibilities of an HR professional as;

- HR professional should institute practice that makes the employee more competitive.
- HR activities are premised on theory and research, thus professionals are responsible of this integration.
- An employee commitment and the administering of policies by managers is highly dependent on the support of an HR professionals.
- HR professionals must be able to develop value-adding strategies by increasing intellectual capital.
- HR professionals in charged to support the organizational objective achievement endeavors.
- It is the responsibility of an HR professional to engage line managers in tackling HR issues

2.8 Total Quality Management and Organizational Performance

The performance of an organization is determined by the quality of what it produces. Most organizational developed strategies, policies and culture are purposed to improve the organizational efficiency and meet customer expectation. Sajjad and Amjad (2012, p. 34), view Total Quality Management (TQM) as the “description of the attitude, behaviours and culture of the organization that aims to provide quality products and services to its customers and meet their need”. Anantharaman, Chandrasekharan & Sureshchandar (2001) also view TQM as an approach that continuously improves every aspect of business life and also enhance individuals and team development and the organization as a whole. Sajjad and Amjad (2012) contend that TQM can play a vital role in government if it is substantially modified to fit the public sector’s unique characteristics. It is important for the public sector organizations to embrace this ‘quality oriented’ concept and also emphasizes to be part on its impact in terms of organizational performance. It is of a general view that most successful organizations have their secret stemming from the quality managerial style in operation.

2.9 Performance Management Systems and Organizational Culture

In an attempt at exploring the factors leading to the poor performance management system (PM), it is very important to understand the unique culture of the organization. Eker and Eker (2009), cited by Mbanjwa (2011, p. 34), views organizational culture as a “system of shared values, beliefs and norms shared by employees to create behavioral norms, organizational structures and control systems in an organization. Organizational culture plays a significant role in terms of the organizations mission and vision, Brititci et al (2006), indicate that research on organizational culture approves that culture guides and shapes the behaviour and attitude of an employee. The author, furthermore, attests to the fact that organizational culture can contribute greatly to the success and failure of PMS. De Waal and Counet (2009, p. 371) stated that one of the causes of failure in the implementation of PMS is that “some organizations lack performance culture”. In other words, it is vital for emphasis to be placed on organizational culture and not to be less considered by top management, in their strategic decision making towards the achievement of quality service delivery.

2.10 Information and Communication Technology (ICT) and Organizational Performance

Many are the factors that also contribute to the entire PMS of an organization; however the importance of ICT cannot be undermined. ICT is a general term that is used to describe technologies that helps to produce, process, store, communicate or circulate information; in the same context information protection cannot be discounted. ICT has been practically a key component in every field of life, therefore it is necessary for its impact to be recognized. Predominantly ICT has become a critical source in this contemporary era for organization in both private and the public sectors. Quite a number of studies have looked into the role and impact ICT has on the overall performance of an organization. According to Vernous (2007), the impact of ICT on public management is crucial that the integration of an organization results in the use of network systems that have resulted in low cost and minimized the excessive use of resources and physical output which in turn increases efficiency benefits. Furthermore, the same author argued that any organization willing to embrace the impact of ICT must also be willing to go through the fundamental re-engineering processes Vernous (2007). Clemons, Reddi, and Row (1993) argue that the

....changes in the economics of procurement versus production and in the mechanisms for managing interfirm relationships have been so dramatic and have occurred so rapidly that they have outpaced progress in economic and management theories. One important factor causing or enabling these fundamental changes in economic organization is information technology (IT).(Clemons, Reddi, & Row,1993, p.10)

Gargallo-Castel and Galve-Górriz (2007) contends that the benefits of technology might not be tangible if organizational conditions do not prove its functionality. In other words technology should not be seen as a mere resource but rather it should be considered as a major factor in strategic decision making. However it is the role of the organization to exploit the use of ITC by integrating organizational resources and capabilities with it (Gargallo-Castel & Galve-Górriz, 2007).

2.11 Factors contributing to the failures of Performance Management Systems

A well designed PMS has the potential to produce the desired result envisaged by managers. Such a PMS in public organizations permits managers to manage more efficiently and achieve greater outcomes for their various organizations. PMS is noted to be a competitive tool that could help sustain organizations in this competitive global village. Increasingly amount of resources are being invested by government as an attempt to improve the efficiency and effectiveness of performance management systems in the public sector. Bento and Bento (2006) posit that irrespective of the resources invested, there is no clarity on what they can expect in return, or how resources invested might influence the likelihood of positive system outcomes. As noted by Ohemeng (2009), PMS and its successes will always be rated below average in developing countries if capacity constraints are overlooked. In Ghana's case, the same author attempting to answer the question, why performance management has achieved limited success in enhancing efficiency in developing countries, identified some opposing factors influencing PMS to include, Culture; Institutional Fragmentation; lack of institutionalized system of incentives and sanctions; lack of political commitment and seriousness and also the influence of international organizations. For instance, Ghana as a traditional society, male dominated and rooted in the extended family system, culture as a factor cannot be undermined if performance management is to achieve the agenda of reforming the administrative systems in Ghana (Ohemeng, 2009).

Sole (2009) identified and categorized all the factors into ‘internal’ and ‘external’ factors. The author explained the external factors to include; leadership’ internal management commitment, internal resources, performance oriented culture, employee engagement and the maturity of the PMS. The author further noted the external factors to include the citizens and elected officials, labor unions and legal requirements. Leadership is a very crucial element in the designing and the operations of an effective PMS as noted by (Sole, 2009; Mwita, 2000). Whiles the success of PMS lies greatly in the involvement of senior executives and managers, internal management commitment in turn influences employee commitment towards the achievements of target and improving performance (Sole, 2009).

For PMS to function effectively it is essential for the opposing factors to be of a prime concern to managers. Leaders and mangers are responsible for the analyzing and highlighting the possible weakness and develop controls; however expectations may not be met due to the reason of the PMS constraints that might be ignored.

2.12 Ghana Public Sector

Polidano, cited in Ohemeng (2009, p.115), stated that it is necessary to know what the public sector is in context, since many scholars place more emphasis on the civil service and neglect other organizations. Adjei and Boachie-Danquah (2003) indicated that the public sector comprises of the “overall organizational processes and human resources employed by the state to transact business of governance. The Ghana public sector is categorized into three namely; the Central Management Agencies (CMA); Strategic Management Agencies (SMA); and the State-Owned Enterprise (SOEs). CMA and SMA are considered to be the central institutions of the government, which is responsible for providing a wide range of regulatory public services such as policy management and coordination and performance management priority setting, financial and human resources planning and management. The SOEs constitute the bulk of the public sector, it is recorded that by 1997 there were 324 of them. However, there are currently 80 of them in operation. They are also considered as the core or strategic enterprises and the Ghana Water Company Limited (GWCL) is one of them (Ohemeng, 2009).

2.13 Emergence of Performance Management Systems in Ghana

Ghana's attempt at reforming its administrative systems brought into light PMS. In the context of Ghana's public sector, the PMS concept was only embraced in the mid 1990's (Ohemeng, 2011). Ohemeng (2009, 2011), explains that before the early 1990, organizational performance in Ghana was measured through annual reports and financial statements of accounts which was audited by the Auditor General. Individual or employee performance was assessed through confidential reports. Ohemeng (2011), citing (Ayee, 2001; Nkrumah, 1991) posits that the system was questionable, since by its nature was fraught with problems and abuse. The lacking mechanism of measuring the performance public organizations affected the overall administrative system in the country. According to Ohemeng (2011, p.474), the socio-economic and political system environment contributed less to the overall performance of its public organizations. He further explains that the economic stagnation and political instability of the 1970s to 1980's had a great impact on organizational performance due to the lack of general direction from political authorities, resources and organization leadership. Public organizations were portrayed as symbols of corruption by the citizenry and services to the people were considered as nullified (World Bank, 2004). Adjei and Boachie-Danquah (2003, p. 11), drawing from OHCS Internal Documents, stated that the service to have degenerated into 'reactive, corrupt and visionless one.'

2.14 Conclusion

The literature review was centered on the background of the study as well as the PMS related issues in the public sector. The emergence of the NPM philosophy was identified as an intervention that dismantled the old traditional public administrative model and also initiated the empowerment of public servants and increase managerial quality. It was iterated that that the key to improve performance and ensuring accountability in the public sector lies in the type of design or model of the PMS in operation. A General Framework for a PMS by Clardy (2013), which served as a platform for understanding the operations and the benefits of good PMS was emphasized. In this regard the pace at which an organization achieves an outcome is determined by the design and structure of the existing PMS. A well-designed PMS is purposed to channel all energies to concentrate on a better outcome by ensuring the development of staff competencies; promote employee engagement by linking individual objectives to organizational strategies and

ensure accountability within the organization. The relationship between some critical components such HRM, ICT, TQM and its impact on the overall organizational performance was discussed. The study also explores the factors contributing to the failures of Performance Management Systems and also the emergence of performance management systems in Ghana.

This study was an effort to highlight the contribution of the factors that affect performance management at the GWCL. The literature reviewed introduces the argument-base for this research.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

This chapter presents the research methodology that was used in the study. This includes the research approach, research design, data collection and data analysis.

3.2 Research Approach

There are two main distinct research approaches, qualitative and quantitative. A research study may use either of these approaches depending on the applicability of the study. However, these two methods can be mixed to complement each other and draw on the strengths of both in some cases. This study mainly used a qualitative research approach to gather and analyse information on the hindrances leading to the poor performance of the management system in the Ghana GWCL North West II District-Accra.

Qualitative approach is also known to be the general term that covers philosophical or theoretical orientations, mostly the interpretive, critical and postmodern (Merriam, 2009, p. 15). The qualitative approach can be used to understand, describe, interpret, verify or evaluate a phenomenon (Peshkin cited in Leedy & Ormrod, 2005). The interpretation aspect in context of this research is the most suitable, since the researcher got to understand the situation in detail, explored the problem and develop a new perspective (Creswell, 2003; Merriam 2009). This approach was suitable for this research given that not much research has been done on PMS in GWCL and the major factors leading to the inefficiency of the system. Furthermore, this approach provides flexibility for the researcher (Neuman, 2011) in terms of the modification of research questions and also accommodates responses of the interviewee. Moreover, given that the researcher is the primary instrument for data collection, the methods used in the qualitative approach allows the researcher and data source to interact and the sensitiveness of participants' are taken into consideration (Creswell, 2003).

A researcher conducts the study in the natural setting to understand or interpret the phenomena in terms of the meanings and explanations that the participants present. The qualitative approach

help expand the researcher's understanding through verbal and nonverbal communication, process data, clarify and summarize data, check for accuracy of interpretation from respondents and explore unanticipated responses (Meriam, 2009).

3.3 Research Design

In this research report, a case study design was adopted. Merriam-Webster's dictionary (2009) defines a case study as "an intensive analysis of an individual unit (as a person or community) stressing developmental factors in relation to environment" (Merriam-Webster, (2009). The GWCL, specifically North West II District-Accra was the focus of this case study. The unit of analysis in this study will be the factors leading to the poor PMS. This study involved a detailed description and analysis of only the GWCL.

The case study in this research was chosen due to its inherent attributes that was applicable to this research. A key attribute that contributed to this choice for the research design is that it allows an investigation to retain the 'holistic and meaningful characteristics of real-life events' (Yin, 1994, p.3)

3.4 Data Collection

Data collection in qualitative research mainly uses the methods of interviews, observation and documents reviews as instruments for data collection (Neuman, 2011). The study was based on the combination of the two types of data, primary and secondary data will be collected and analysed in this research. Primary data refers to data collected from the primary source of evidence whereas secondary data refers to data originally collected from a survey, stored or compiled as a document.

3.4.1 Primary Sources

3.4.1.1 Interview

An interview is referred as an interaction between the interviewer and the selected participants called the interviewee. There are three main forms of interviews namely; structured interview, unstructured interview and semi-structured interview. Structured interview is a qualitative interview method that ensures that selected participants answer to the same order of questions.

Unstructured interview is also another interview method in which the interviewer has a list of topics, as a guide to the topic at hand and the order of questions are not determined prior to the interview. Semi-structured interview is a mixture of both structured and unstructured questions. These are open-ended questions that allows new ideas to be brought up during the interview and also provide the opportunity for the interviewer to gain new ways of seeing and understanding the topic of discussion. Tellis (1997) points out that, an interview is one of the most important sources of information. This research focused on a semi-structured interview which has mainly open ended questions. According to Denscombe (2007), open-ended questions are those that allow the respondent the liberty to choose the appropriate words, length of the answer and what matters to include in the response. The respondents therefore will have the freedom to express themselves in the way they deemed fit which is important in order to get as much detailed information as possible.

3.4.1.2 Secondary Sources

Literature was gathered from libraries of the headquarters of GWCL in Accra. Published and unpublished sources were used. Journals, periodicals, dissertations, theses and textbooks were used and other references were consulted. Internet based relevant information that are not available from publications were also used where necessary.

The researcher tested findings across respondents in the interview process. The use of these two data collection instruments enhanced the validity of the results, as the documents review was intended to compliment the interviews by providing further insight on current PMS in operation.

3.4.1.3 Sampling

Respondents were selected through non-random purposive sampling. According to Neuman (2011), with purposive or judgemental sampling, a researcher uses a wide range of methods to locate all possible cases that fit particular criteria. In this proposed research purposive sampling was found to be the most appropriate sampling method in the selection of prospective respondents for the research to ensure a reasonable balance and coverage. The samples were participants from whom most information can be collected (Merriam, 2009). According to Neuman (2011), purposive sampling is best used for in-depth investigation into an issue. One of

the major advantages of this method is that it allows the researcher to locate people with the expertise or those who are most knowledgeable on the issue being investigated.

Therefore this approach saves time and is also convenient for the researcher. Participants will be mainly officials and other employees from the GWCL, North West II District. The criteria was based on; length of employment; experience in the public sector; knowledge of performance management in the water sector.

3.5 Data Analysis

Data analysis involves the researchers' level of understanding to interpret collected data in order to generate findings, recommendations and make conclusions on the phenomenon under investigation. Qualitative data collected is in form of text, written words and phrases. Neuman (2011) defines qualitative data analysis as one in which one searches for patterns in data. Data analysis in a qualitative research begins at the data collection stage. Creswell (1998) recommends conducting of data analysis in a spiral which allows one to severally go through the collected data through certain steps. These steps include: data organization, scrutinizing the data, classifying the data and finally, integrating and summarizing the data for the intended readers.

Data gathered from documents and interviews throughout the data collection period was grouped into categories. In this study, the researcher review severely to identify trends, patterns and relationships in the data. Themes, similar dominant features or arguments were the basis for synthesizing and categorizing the data, by the researcher. In finalizing the analysis, the researcher then presented the resulting major themes as key findings and as the basis of data interpretation. The themes that are likely to appear are; poor accountability, political interference, poor customer orientation, legitimacy, fraud, corruption embezzlement, poor incentive systems.

3.6 Validity and Reliability

Neuman (2011) refers to validity as truthfulness and further argues that in qualitative research, the interest is in the authenticity of understanding truth. The two major types of validity are internal and external. Internal validity in qualitative approach concerns whether the findings are compatible or reflect the reality (Merriam, 2009). McBurney and White (2007, p.129) also

regards *reliability* as the property of consistency of a measurement that gives the same result on different occasions where as *validity* is the property of a measurement that tests what it is supposed to test.

3.6.1 Triangulation

Triangulation concept stems from the notion that an angle of perception is not reliable enough to provide a good judgment, however multiple points of view enhances accuracy. There are several types of triangulation; the common type of triangulation which is the multiple sources of data was implemented through the use of interviews and documents analysis to enhance the internal validity of the research findings. Triangulation, through the use of several data collection methods such as peer review, document review and interview was also used to ensure reliability.

3.7 Conclusion

This chapter presented an overview of the research methodology in context. The research approach, design and data collection methods were discussed.

CHAPTER FOUR

DATA REPRESENTATION

4.1 Introduction

Before delving into the details of the data obtained, it is important that a background of the respondents is presented as some of the issues that emerged from the interviews were a reflection of the aspects of this background. Interviews were conducted in the GWCL, Northwest II District office and HRM unit at the GWCL Headquarters, located in Accra. five respondents were interviewed, four senior officials heading different units within the Northwest II district, a junior staff member (field worker) in the same district and a respondent from the HRM unit GWCL Headquarters. Presentation of data uses symbols A, B, C, H, and J to represent respondents for the sake of anonymity.

- A represent head of customer care unit
- B represents head of the district
- C represents District head of Distribution unit
- H chief manager for human resource and organizational development
- J represents a junior staff member (field worker)

4.2 Purpose Statement

The purpose of this study was to explore the factors leading to the poor performance of the management system in the GWCL, specifically North West II District-Accra as the study focus. Specifically, the study explored the factors affecting the current PMS in GWCL, North West II District-Accra. In addition, the study suggested a PMS that could help improve the performance of the district.

The data collected was meant to answer the following research questions:

- I. What factors affect performance management at the GWCL?
- II. What can be done to improve the performance of GWCL?

4.3 An overview of the Northwest II District

This section seeks to provide an overview of GWCL-Northwest II District which is the focus of the study. GWCL-Northwest II District office is located in Darkuman, Ablekuma North, and a sub metro of the AMA. The AMA historically was established as a town council, based on the Town Council Ordinance of 1894 during the colonial rule in 1878. Accra became a city on the 28th June 1961. AMA, as one of the 10 District Assemblies that make up Greater Accra region, was established by the PNDC Law 207 which later on was replaced by Act 1993 (Act 462). New districts have developed out of the Metropolis with time. Geographically, the Metropolis covers an area of 173 sq. km, the AMA is bounded by the Ledzokuku-Krowor Assembly (East) On the Northern and Western frontiers there are Ga East, Ga West (North), and the Ga South District (West). Figure 3, shows the map of Accra, the green boundary illustrates the area coverage by the AMA.

Under the general objectives of GWCL, the North West II District is mandated to services such as installation of new pipelines, the repair of damages pipelines and administrative services such as customer care, billing tariff payment and the tracking of customers. The service domain of the district covers: Tabora, Race-course, Awoshie and other surburbs within Darkuman and in the same metropolis.

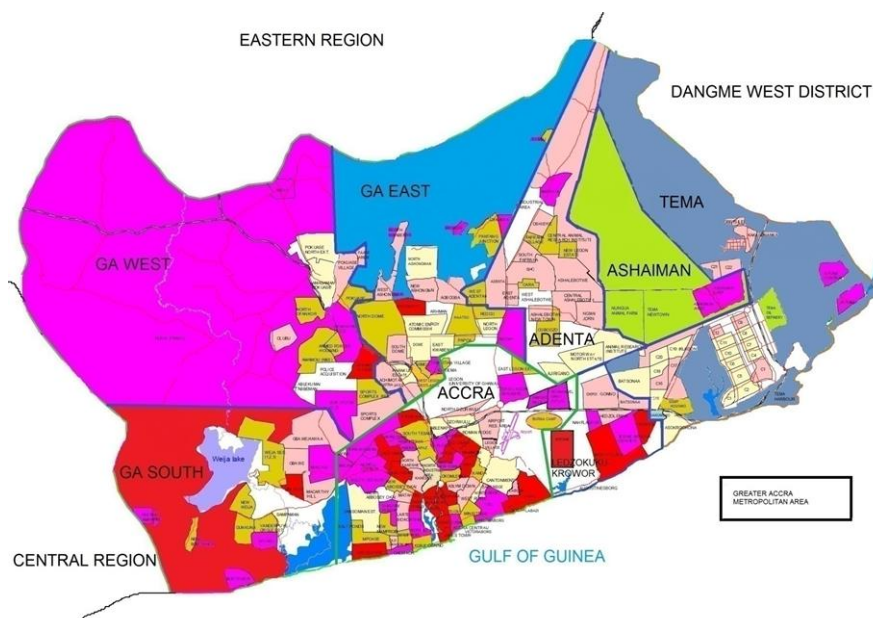


Figure 3: Map of Accra, with a green boundary illustrating the area coverage by the AMA.

(Source: <http://mapnall.com>).

ORGANOGRAM OF NORTH WEST II D

4.4 The Organogram of North West II District

The organogram of the district was given in a verbal form, to make it clear for the reader the researcher chose to present it in a graphic form.

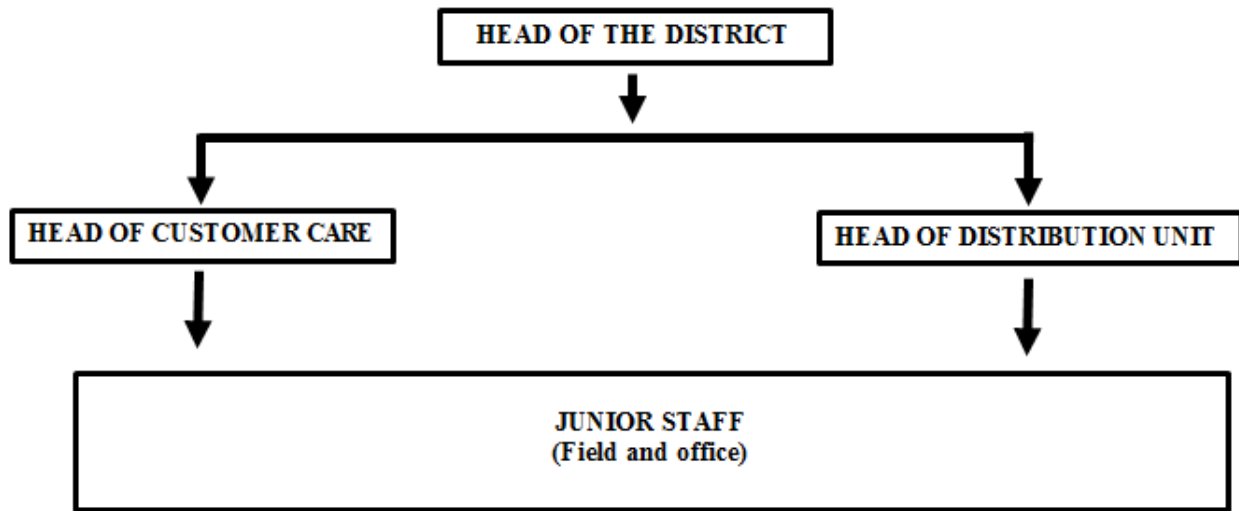


Figure 4: The Organogram of Northwest II District (Source: Authors Construct)

4.5 The Socio-Economic Activities of the community

The majority of the residents in this locality are self-employed. According to the extract from the 2010 National Population and Housing Census, the population of this Metropolis is estimated at 1,848,614 which form 12.1% of the entire population of Accra (GSS, 2012). This sub-metropolis is an urban area with a high density population, and has all sorts of business activities. There are growing small and medium scale enterprises and Public and Private institutional activities within this sub-metropolis.

More than half of the households located in this sub-metro have access to potable water. The rest of the population gain their water from water carrier tankers, sachet water, Bottled water, etc. Majority of the population in this metropolis live in apartments and compound houses. Erratic flow of water to households in this metropolis is known as a common problem to residents.

4.6 Presentation of Result

Opinions and perceptions of respondents differed, it was clear those respondents in their capacity and experiences had different views of the inhibitive factors that are affecting the current performance of the district. Concerns of respondents were categorized into two: namely internal/system and external factors.

Internal factors/system factors include:

Perceptions of PMS by management

Human Capital

Performance measurement

External factors include:

Information Communication and Technology ICT

Power Outage

Government Support

Traditional Culture

4.6.1 Internal/System factors

4.6.1.1 Perceptions of PMS by management

A definition is very critical to an action, *how you see it is how you define it and how you define it determines how to act it*. In response to the question, what is your understanding of PM, respondents defined it from different perspectives as each one is bound to make their own interpretations. Majority of the definitions from respondents revolved around some elements of PMS such as ‘target setting, strategies and staff assessment. For instance respondent A defined PMS

“to my view it’s all about targets set aside for you to achieve at a certain point, for instance at the customer care we are given a target every month and if we are able to achieve that target we termed it as a ‘faithful month’ And whereby we are unable to achieve our target we work towards it another time, so performance management help us to measure our work”. Respondent

B also stated that “I think it is all about strategies performed to achieve its targets, which may go along with your challenges and how you face those challenges and overcome those challenges”.

However, only one respondent interpreted PMS as a resource tool. Respondent C noted that *“basically when we talk of performance management system as far as GWCL is concerned these are the resources that come to play and to ensure that our set of objectives are achieved. For example in our section which is the distribution unit we make use of Geographical Information System (GIS) which actually help us to map up our customers, we also have a comprehensive database which keep track of all out networks, talking of the main transmission lines, the distribution lines, switches, valves and wash-ups, it goes a long way to help us monitor our networks effectively”.*

At least each respondent spoke of one element. Definitions given by respondents indicate that they have separable distorted views on performance management as a system. In addition, the definition from respondent H response compared to the other respondents is close to a standardized definition. Respondent H;

“PMS in this context is means how we assess our staff performance on the job assigned and opportunity that will arise from this assessment will be used in improving upon the performance of the employee by either organizing training to develop their skills to perform more efficiently and effectively”.

Drawing from the definitions above it is observed that the 70% of the respondents have distorted views on performance management as a system.

Opinions from respondents relating to the contributive role of PM were also sought during the interviews. 80% of the respondents agreed to the notion that performance management system so far has contributed positively to the entire organizational performance irrespective of the inhibitive challenges.

For instance respondent C stated *“ since we have targets to achieve PM always plays a major role, because it is the system that will inform me about the performances of all staff that report to*

me, the systems helps me to detect who is under performing and also what can be done to resolve it..... ”.

However, a respondent expressed dissatisfaction of the current state of the district’s performance irrespective of the benefit of the current performance system under implementation. According to respondent J *“although there have been some upgrades here and there in terms of technical equipment since I got employed as a field worker but I still believe that there are major problems in this district that have not yet been tackled”*

4.6.1.2 Human Capital

Responding to the question “what do you find challenging in implementing PMS?” respondents most cited human capital as a major factor. It is an undisputable fact that human capital as an organizational resource has greater impact on the overall performance of an organization. Organizational funds, the implementation of strategies and the knowledge bank of an organization rely on the human resource capacity of an organization. Respondent’s opinions on the lack of Human capital were consistently cited. To start with, an estimated 70% of the respondents cited the issue of human capital in terms of staff shortage. Respondent A stated that *“we have a lot customers and the staff we have is too low so if they employ more hands to help it will be another benefit to the district because if a person caters for thousand or eight hundred customers a month and that person cannot do it, you can see that those given smaller work will perform well than those with large customer base”*. Respondent C as well posited that *“sometimes shortage of staff somehow limit us, looking at the houses a field worker attends to daily I think it time consuming and a bit tedious as well considering the size of a field workers domain, and he can only be one place at time...”*. according to respondent J *“I walk on foot all the time and every day I have to attend to customer problems depending on the number of places given for the day, because of the hot weather conditions I get tired easily and also it takes me more days to complete and report I think it will be better if more people are employed even if it for part time”*.

It was observed that the shortage of staff at this district may stem from the quality of the managerial style, weak human resource practices and the lack of financial support from government.

4.6.1.3 Performance Measurement

Respondents were asked to explain how their performance is reviewed and evaluated. Explanations differed from each respondent. According to Respondent A *“we evaluate performance based on individual works per person. Sometimes you will see that a staff customer strength could be too much for the person to attend to, so what we do is maybe after one year or two years we sit down to evaluate everybody’s performance to see whether the work given them they were able to distribute their bills they were able to collect money. When we see that the customers you are serving is too much for you that is why you cannot perform well then we have to take some of the customers and give it to those staff that own is small”*. Respondent B explains *“ours is monthly quarterly and annually, at the end of every month we receive a report from the region report involves the total performance. You know when it comes to customer care they are responsible for the reading of meters of customers to give them bills and to ensure that payment are made for whatever they use is what is also used to access our performance every month, so at the end of the month the system picks what you performed, so we also go down to see who did what, why are we down, why are we up, we maybe write to those who did well as a way of motivating them and those who didn’t do well we call and advise them to go further up”*. respondent C also stated *“basically it’s done through an appraisal system, each person is appraised at the end of the year, and performance is evaluated by the supervisor you are reporting to, so for your performance your are recommended for a salary increase that is if you perform well but if you are not performing you remain where you are, so everybody is appraised at the end of the year”*.

Respondent H stressed the point that *“one of the problems we are having in this organization is that people are not trained as managers, and more concentration is on the technical competence, so you realize the person can be technically good but he cannot manage so when it comes to assessing your staff or managing their performance it becomes a problem”*

Respondents struggled to explain the model of measuring performance in terms of reviews and evaluation. The lack of managerial training and the correct positioning of officials in terms of competency were observed as a gap.

4.6.2 External factors

4.6.2.1 Information, Communication and Technology

Another vital key that contributes greatly to the efficiency of an organization is the organization's information communication and technology (ICT) systems in operation. ICT in this context is how information is stored, communicated and the quickest way of accessing this at the district level. ICT may also encompass the centrality and integration of the system in terms of data communication. Investment towards the acquisition of such a resource can be seen as strategy for competition, since its obvious benefits radiate through individual and organizational performance, and also assists in meeting globalization demands. Questions regarding how they are facilitated to pursue specified targets, the challenges faced in the implementation of PMS and other systems hindering their pursuit of achieving specified targets indicated a laxity and the poor use of ICT system. Respondents claimed that the basic knowledge and use of computers is not a challenge but the number of computers required for job assignments are inadequate.

For instance respondent A noted that *“from now almost everyone knows how to use the computer, like if a customer needs a statement anyone can generate the statement for that customer.... the number of computers is only 2,3 here and the people over here are many for those computer, we also have a problem of adjustment for example if a customer want to change from domestic to commercial it takes time to prepare adjustment ”*. The researcher observed that there were inadequate computers, more to that were the lack of integration of the ICT system.

4.6.2.2 Traditional Culture

Culture is described as a way a group of people live. Ghana like other African countries is a multi-cultural society and hospitality is a national strength. The cultural strength in the context of this research can be viewed as a common negative factor to the PMS. The question of, “what are the systems that affect you in the pursuit of achieving specified targets”, Respondent J, responded that *“its a challenge to me to disconnect the people I know, sometimes you are familiar with this person and you are in the area to disconnect a person because you know this person maybe he is your sisters friend or your brothers friend I mean if it was you you can't just disconnect this person like that..for me sometimes I warn them and go and some I just tell them I will be back tomorrow just to alert them”*. From the view point of respondent A *“in Ghana you*

have to respect the elderly people, maybe there is an old man or old woman in the house and you have to disconnect this old man or old woman I mean you feel something to disconnect this person". From these responses, the researcher observed that some element of traditional culture such as hospitality coupled with behaviors could be an indirect hindrance to progress and in turn affect performance.

4.6.2.3 Power Outage

Based on the question "What are the external systems that affect you in the pursuit of achieving specified targets" respondent C was very particular and stressed on the erratic flow of electricity as a challenging factor which seems to be a major point. No comments were made by other respondents in respect to the above point posing as a challenging factor. Respondent C stated "*a lot of challenges especially here Africa where we rely on various institutions and other organizations, is like the various institutions and organizations are interwoven, for example we rely on Electricity Corporation of Ghana to extract our raw water, we depend on electricity to go through water treatment processes and we depend on electricity also in transmission of our water to serve customers. So in line of that should electricity go off it means I will not be able to work, it also means I won't be able to distribute water to customers and customers will be crying foul, and this is one of the major problem this institution as whole faces not this district alone*". Power outage has been major concern to GWCL and other government department as cited by most researchers on similar topics; nonetheless 90% of the respondents in their response failed to comment on this factor.

4.7 Conclusion

This chapter represented the data and findings of the interviews conducted. A brief profile of GWCL and the institutions involved in the water sector in Ghana was presented. In addition a brief profile of North West II District, Interviewees and the community activities was presented. All respondent views on PMS differed, however from the interview questions the inhibitive factors posing as hindrance to the progress of these senior officials and the overall performance of the district was highlighted from different perspectives. Factors identified by senior officials were categorized into two, which is the internal/system factors and external factors. Data presented on this category internal/system factors include: The definition of PMS and its Roles,

Human Capital and Performance measurement. External factor also includes: Information Communication and Technology ICT, Electricity/Power, Government Support and National Culture. It is also documented that financial constraints and power outages as featuring challenging factor of GWCL which is commonly quoted by researchers, these were not discussed by the majority of the respondents.

To improve the general performance of the district, respondents proposed some suitable solutions by which the identified gaps can be addressed. The following chapter will interpret and analyse the findings.

CHAPTER FIVE

DATA ANALYSIS

5.1 Introduction

The purpose of this chapter is to interpret findings in terms of the information acquired from the individual interviews of senior officials from the GWCL North West II District in the context of the literature review. This chapter analyses and interprets according to the themes used in categorizing the research questions. The themes were categorized into two, internal/system factors which include: The perceptions of PMS by management, Human Capital and Performance measurement, the external factor also includes: Information Communication and Technology ICT, Electricity/Power, Government Support and National Culture.

This research explored the factors leading to the poor performance of the management system in the GWCL, specifically North West II District-Accra as the study focus. Specifically, the study explored the factors affecting the current performance management system in GWCL, North West II District. In addition, the study suggested a PMS that could help improve the performance of the district.

Data collected was meant to answer the following research questions:

- i. What factors affect performance management at the GWCL?
- ii. What can be done to improve the performance of GWCL?

5.2. Internal Factors

5.2.1 Perceptions of PMS by management

From the literature reviewed, PM involves: developing the capacity to perform (training), teamwork, planning work and setting expectation, management style, attitudes, shared vision, employee involvement, multi-competence, continually monitoring performance, continually monitoring performance, rewarding good performance (Radnor & McGuire,2004; Broadbent & Laughlin,2009). A Proper understanding of this term and the roles it plays can assist management to develop strategies, appropriate decisions, correct allocation of resources and

enhance communication between individuals, teams and the unit towards the achievement of organizational objectives.

As noted in chapter four, a definition is very critical to an action; how you see it is how you define it and how you define it will determine the corresponding action. Evidence from the findings of this research indicates that respondents have separable distorted views on PMS. It was observed that irrespective of their experiences and years of service as senior officials, their attempt at defining the term PMS was a struggle. This indicates a clear management problem which can be linked to the lack of knowledge and skills in terms of management, the poor design of the PMS or lack of management commitment.

This study argues that the definition of PMS as a whole work system should not be limited to only target settings, organizational objectives and resources as many public managers are prone to. Furthermore, in a mental representation of PMS, it should be pictured as a system, which includes the integration of units (other systems) and sub-units with a common purpose towards the achievement of a certain goal(s). Therefore the mechanisms, processes and linkages needed for the system to be steered towards the envisaged achievement cannot be excluded in an attempt to define PMS. However, this study sought to establish that the lack of clarity in defining PMS by public managers can affect job definitions, strategic planning and decision making, which in turn can gradually affect the essence of the management body. Essentially it should be noted that the success of effective PM and strategic decision making lies in the knowledge of leaders or senior officials.

Generally, about 90% of definitions from respondents partly relate to the definitions reviewed since each one is bound to interpret according to perceptions, although the researcher could highlight some relevant element of PMS from their definitions. This is an indication that the knowledge and clear understanding of PM is inadequate. As a result it is undisputable that the implementation of the current performance system could be hampered.

5.2.2 Human Capital

Human capital is a critical component in a PMS in terms of the quality of the performance output. Every recorded success of an organization can be attributed to the number of skilled

personnel and expertise on role, and also the effective communication links among them. Simmons (2008) contends employees to be the core component or the pivot to an effective performance management, since the operations of the PMS is totally reliant on the commitment and contribution of human capital.

In terms of growth in demand of services of an organization, there is the need for more to be employed as a remedy of reducing excessive workload or carrying out duties beyond employee control as this study establishes. From the interviews, it was stated by the majority that there is a missing link between the workload and the number of employees. In other words 90% of the concerns from respondents were centred on the lack of staff. As commonly cited, it was observed that this challenge has prevailed for some time leaving vacant positions still unoccupied, which in turn burdens employees with extra workload. This study establishes that the negative effect from the shortage of staff can be a de-motivational factor stemming from the weak HR policies and practices. Where the workforce does not equate the workload, sluggishness among employees becomes a common challenge. The negative impact of such conundrum is likely to drag down the achievement of organizational targets and brings about unsatisfactory results.

5.2.3 Performance measurement

Respondents indicated that there are major weaknesses in the performance measuring system at the district level. Monitoring, reviewing and evaluating of performance are critical attribute of a PMS. In this study it was observed that monitoring and reviewing of performance was not professionally conducted and the weak procedures, processes and practices of reviewing performance will in turn result in poor performance. Respondents indicated that professional processes and procedures needed to be reviewed and confirmation of the review content were lacking. As such compiled information by senior management cannot be considered as authentic. According to Clardy (2013), when performance is properly monitored and reviewed outcomes obtained from monitoring process are then used as correctional guide to reduce production errors and also redirect actions and plans towards a satisfactory target.

5.3 External Factors

5.3.1 Information Communication and Technology ICT

Evidence from the findings and observation indicates that the district operated in an environment where the use of new technologies was absent. The integration of the general IT systems allowing easier access of staff to important information for daily and official use was not readily available. The primary means of communication were emailing, fax and telephone. On a follow up interview by phone it was observed that sometimes large files are stored in the USB's and manually transported to the regional office or the headquarters for perusal. There is a sense of weakness in the information management capacity. Also it was observed that, technologically, the district was antiquated and this serves as a major constraint on the workflows of employees. However this study argues that such a factor stems from the leadership style in practice, and the lack of political support also attracts questions from the information protection point of view. Clardy (2013)'s model suggests that it is essential for workflow processes to be well-designed, and should be in manner that the processed outcome yields a high customer satisfaction, cost-effective with few possible errors.

5.3.2 Power outage

The GWCL solely depends on power for water treatment and distribution. However, the effect of power outages also means no water for consumption. Findings from this study reveal that there is a lack of political commitment. Power outage is a common complaint of every citizen in both the private and public sectors in Ghana. Evidently a country's economic power is premised on power production and water distribution. If government spending is skewed towards trivialities, then one can ascribe it to political misconduct.

5.3.3 Traditional Culture

It emerged to the researcher that culture featured as an important factor as it has direct influence on performance. Ohemeng observed that culture as a factor cannot be undermined if performance management is to achieve the agenda of reforming the administrative systems in Ghana (Ohemeng, 2009). However this study established that the impact of traditional culture matters, as it is directly linked to management tools, strategies and decision making. For example, the

well-fare of a community depends on information obtained from government appointed field workers. Such information emanates from organizational objectives and strategic decision making. The consideration of how a group of people live in strategic decision making is essential, also the kind of practices and techniques to be used can be influenced by the socio-cultural environment. This study argues that attempt at tackling such a phenomenon, mostly is the temptation of importing practices and techniques influenced by westernized thinking (Mendonca & Kanungo, 1996), and this is likely to fail due to the differences between two socio-cultural environment.

5.4 The success stories

Despite the factors noted, evidently there are some successes stories reported in addressing water supply problems in the district. Due to dedicated management structures and also the support from the community, unconnected households also have access to water through water tanker services provided by the District.

Almost every staff member is capacitated on the basic use of computers, for capturing and retrieval of information. As a form of motivation senior officers at the district have developed a personal financial contribution strategy for efficient staff members as opposed to sluggish performers. However, the latter are encouraged to meet their targets and are monitored.

Findings from data indicate that the performance mechanism needed for the PMS at the Northwest II district to function effectively is very weak, and such constraining factors contribute to the poor performance of the District.

5.5 Recommendations on improvements of the PMS at North West II District

Some recommendations from the respondents' views on how the district can improve on performance are presented in this section.

Respondents expressed views on the lack of managerial competence and the lack of management commitment. This was seen as the dispositioning of managerial staff and associate line managers within the entire organization. Respondents were of the view that the background of managers was overlooked during recruitment, and most would have come from a typical technical

background lacking managerial skills in regards to water management. However, it was recommended that the HRM should be well capacitated to handle recruitment issues such as the shortage of staff, knowledge background of staff and intensive training programmes designed to capacitate district managers.

Respondents also suggested that young professionals with business management qualifications should be recruited to improve the performance rate of the organization. Respondents complaining on the ageing generation of managers suggested that, they should be either retrained or phased out, in order for the young and vibrant staff to explore.

Political commitment was also addressed by some respondents. These respondents were of the view that the necessary resources needed for work flow should be made available if the accomplishment of a satisfactory result is really desired.

5.6 Conclusion

This chapter presented the analysis and interpretation of the findings obtained through the data collected. Through the interpretations and analysis the challenging factors identified were categorized into two factors namely; internal and external factors. The internal factors which are also known as the systems factors include; the perceptions of PMS by management, human capital and performance measurement, and the external factors include: Information Communication and Technology ICT, power outage, and traditional culture.

The analysis highlighted the challenging factors contributing to the poor performance of GWCL-North West II District. What stands out from the analysis is that irrespective of their experiences and years of service, senior officials struggled to define the term performance management systems. This indicates a clear management problem which can be linked to lack of knowledge and skills, the poor design of the performance management system or management not committing to the operations of the PMS.

However, based on the analysis the next chapter presents the conclusions and recommendations on the performance improvement at the GWCL-North West II District.

CHAPTER SIX

CONCLUSION AND RECOMMENATION

6.1 Introduction

This chapter presents the conclusions and recommendations based on the findings obtained from the previous chapter. Certain areas requiring further research were also proposed.

6.1.1 Conclusions

Water plays a vital role in the human life and even in the national life of every nation. The indisputable importance of water in an economy can be traced in the development of infrastructure, economic growth, healthcare, education, energy supply, culture and the population growth of every nation.

This research sought to explore the factors leading to the poor performance of the management system in the GWCL, specifically North West II District-Accra. Drawing on the limited primary and secondary data that was available, this study was approached qualitatively. A semi-structured interview with open ended questions was applied. In addition to the findings, this study recommended some possible ways by which a satisfactory result could be obtained from the effective implementation of PMS. However this study serves as a response to the questions; What factors affect performance management at the GWCL?, and What can be done to improve the current state of performance at the GWCL?

The Northwest II District comprises of; Head of the District, Head of Customer care Unit, Head of the Distribution Unit with about thirty junior staff members. The respondents included the three senior officials and a junior staff from the district and a senior officer from the Human Resource Department of GWCL, headquarters. Other targeted respondents were not available but useful relevant information to the study was provided.

The NPM concept which came as a tool to refresh public administration procedures and practices is also believed to be the promoter of the performance oriented concept. Literature reviewed has proven that while a significant amount of literature examines the various characteristics of a

performance management system, other developed PMS models by authors such as Alan Clardy's general PMS framework can contribute significantly when exploring the factors slowing the progress of a current PMS under implementation. HRM, TQM and ICT literature shows that the success of a PMS is highly dependent on the type of selected people the job requires, how they are supported and maintained, the type of management style being used by senior officials and state of technology used by management for accessing, storing, protecting and the circulating of important information for production.

Senior officials were very appreciative at the contributions and the roles of performance management system. They established that if the supporting mechanisms and resources needed for the implementation of PMS are made available, it could promote change in the general performance of the district. This study concludes that the goal of an effective PMS is to consistently sustain the quality of performance by allocating the right resources at the right jobs and assigning the right people the right task. However, a PMS, no matter how well designed, will definitely encounter certain inhibiting factors that will counter progress, and the PMS of the Northwest II District is no exception. The factors observed in the categorization were internal factors/system factors: Perceptions of PMS by management; Human Capital; Performance measurement, and the external factors include: Information Communication and Technology ICT; Power Outage Government Support and Traditional Culture.

As it was noted previously, this study established that an action is determined by certain way of thinking, and as such, understanding the term PMS and its role can assist management to develop strategies and appropriate decisions. Officials and their years of experiences in service as senior officials were found daunting at their attempt at defining the term PMS. This is aggravated by lack of knowledge skills or a requisite capacity in terms of management, the poor design of the PMS or lack of management commitment.

Every recorded success of an organization can be attributed to the number of skilled personnel and expertise. In terms of growth in demand of services of an organization, there is the need for more to be employed as a remedy of reducing excessive workload or carry out duties beyond employee control as this study establishes. The concerns of staff shortage are aggravated by weak HR policies and practices in operation. Improper and unprofessional practices and

procedures of measuring performance were identified as major challenge. In addition, managers were not capacitated enough to discharge their responsibility effectively.

Antiquated technologies, and the lack of integration of the general IT systems allowing easier access of staff to important information for daily and official use was identified as an external hindering factors. This study established that such a factor stemming from the leadership style in practice and the lack of political support, attract questions of information protection.

Traditional culture as a factor was identified as an external system that also has an impact on the operations of a PMS. This study established that knowing or understanding the lifestyle of a community directly affects managerial mechanisms such as decision making.

6.2 Recommendations

The findings of this study serve as a basis for the following recommendations. To an extent this recommendations can counter some of the constraining factors that contribute to ineffectiveness of a PMS.

6.2.1 Capacity Development and the Implementation of a Performance Management System

The Northwest II District and the Ghana Water Company Limited as whole faces a shortage of staff and other skills. It is therefore recommended that the work-force, which includes senior officials or managers, should be well educated and trained. Skills acquired during educational programmes prepare the individual for a specific assignment which in turn makes such individual an organizational asset and value-adding personnel. Also it advantageously positions the organization for competition due to its body of expertise employed. The training standard of an organization is highly recommendable to sustain organizational resources, influence behaviours towards new innovations such as the implementation of new technologies.

6.2.2 Incentives as a Motivator for Excellent Performers

Authors such as Fuest and Haffner noted that the general employees of GWCL receive bad salaries and also with little incentives. Incentives as one of the benefits of an effective performance system are highly recommended for the implementation of a PMS. Incentives in the

form of money or other form of awards can motivate staff to be committed to job assignments and also prevent staff from resigning. Contextually it is recommended that further studies be considered to explore further challenges and possible success factors.

6.2.3 Traditional Culture

The lack of environmental scanning or cultural studies in terms of the socio-economic life of a region can pose challenges to performance. However, in the context of the cultural impact on performance and organizational strategic objectives, findings of this study suggest that further studies should be conducted or this topic should be revisited for analysis.

6.2.4 Performance indicator

For a PMS to produce a desired result, it is crucial that the organization develop a clear performance indicator. From the analysis, it was clear that the lack of performance indicators result in the unprofessional practices and procedures used at the Northwest II district in measuring performance. It is therefore recommended that necessary performance indicators be developed based on key performance areas identified in the Northwest II District and the entire GWCL Support managers and line managers measuring performance and targets.

6.3 Experiences of Performance management systems in Some African Countries

PM as a system is still uncommon to some African countries. Many African countries are currently interested in the experimentation of PMS to reform the public sector. For example, De Waal (2007) noted that a country like Burkina Faso is desperately in need of the Balance Score Card (BSC) to improve their state-owned companies. On the other hand a country like Botswana experimenting the use of PMS, have encountered great transformation (Dzimhiri, 2008). According to the same author, despite the inhibiting challenging factors in the case of Botswana, there is much to be learnt by other countries in their encounter with the PMS concept. Furthermore, the benefits from the use of PMS in Botswana's case highlighted was; the design of Botswana's PMS encouraged visioning and strategic management of ministries and independent departments, which in turn enabled ministries to justify their budget and funding requirement; and also open communication as a factor of enhancing superior performance was highly encouraged by the system. (Dzimhiri, 2008). In the same spirit it is recommended that such

lessons drawn from the case of Botswana and other success stories from other African countries should serve as a motivation for GWCL to reform its departmental setup.

6.4 Areas of further research

The finding of this study was based on limited data and as such it may not clearly depict the general performance of the Northwest II District and GWCL as a whole. However, ‘Government support and Accountability in the public sector’ cannot be overlooked. Further exploratory studies on the role of government in the implementation of performance management systems and the utilization of accountabilities such as the balance score cards and performance indicators could be conducted. Findings from such information should inform senior officials in government about their entrusted important roles and what they are accountable for.

REFERENCES

- Adjei, S. & Boachie-Danquah, Y.(2003). *The Civil Service Performance improvement Programme (CSPIP) In Ghana: Lessons of Experience*. .
- Adombire, A. M. (2007). *Water Supply for the Consumer: A Concise Practical Guide*. Science Press, CSIR, Institute of Scientific and Technological Information (INST), Accra, Ghana.
- Aguinis, H. (2005).Performance Management. Edinburgh Business School, Heriot-Watt University, Edinburgh, United Kingdom. Available at <https://www.ebsglobal.net/documents/course-tasters/english/pdf/h17pe-bk-taster.pdf> [Last Accessed 10 October 2013].
- Amanthis, J. (2012). *How the private sector didn't solve Ghana's water crisis*. [ONLINE] Available at: <http://www.pambazuka.org/en/category/features/83909>. [Last Accessed e.g. 31 October 12].
- Amoah, T. S & Yahaya, A. (2013). Evolution of Water Systems and its Challenges in the Wa Municipal of Ghana. *Journal of Environment and Earth Science*.3 (7), pp.15-24.
- Anantharaman, R. N., Chandrasekharan, R. & Sureshchandar, R.(2001). A conceptual model for total quality management in service organizations. *Total Quality Management*. 12(3): pp.343-363.
- Armstrong, M (2009). *Armstrong's Handbook of Performance Management: An Evidence-Based Guide to Delivering High Performance*. 4th Ed. London and Philadelphia, Kogan Page.
- Balint, B. E., Forkutsa, I., & de Freitas, A. C. R. (2002). Indicators for the Measurement of Institutional Performance Concerning Water Management. Application for Uzbekistan and Ghana. *Center for Development Research*.
[ONLINE] available at: http://www.pasad.unibonn.de/indicators_of_institutional^erformance.pdf.
- Bento, A.L. & Bento R.(2006).Factors affecting the outcomes of performance management systems.*Journal of Information Technology Management*. 17(2), pp.23-32.
- Bhattacharjee, S & Sengupta, S. (2011). A Study of Performance Management System in a Corporate Firm . *VSRDInternational Journal of Business and Management Research*.1 (8), pp.496-513.
- Bitici, U. S., Mendibil, K., Nudurupati, S. Garengo, P. & Turner, T. (2006). Dynamics of performance measurement and organizational culture. *International Journal of Operations & Production Management*. 26(12), pp. 1325-1350.

- Broadbent, J & Laughlin, R.(2009). Performance Management Systems: A conceptual model. *Management Accounting Research*. 20, pp.296-302
- Cameron, R. (2009). New Public Management reforms in the South African public service: 1999-2009. *Journal of Public Administration: Special Issue 1*, 44, 910-9
- Clardy, A . (2013). A General Framework For Performance Management Systems: Structure, Design, And Analysis. *International Society for Performance Improvement*. 52 (2), pp.5-15.
- Clemons, E. K., Reddi, S. P., & Row, M. C. (1993). The Impact of Information Technology on the Organization of Economic Activity: The" Move to the Middle55 Hypothesis. *Journal of management information systems*, 10(2), 9-35.
- Creswell, W. J. (1998). *Qualitative Inquiry and Research Design. Choosing Among Five Traditions*. ThousandOaks, CA: Sage Publications.
- Creswell, W. J. (2003). *Research Design; Qualitative, Quantitative, and Mixed Methods Approaches*. 2nd ed . Thousand Oaks, CA: Sage Publications.
- De Waal, A. A. & Counet, H. (2009). Lessons learned from performance management systems implementations. *International Journal of Productivity and Performance Management*. 58 (4) pp. 367 – 390.
- Denscombe, M. (2007). *The Good Research Guide for small-scale social research projects*. 3rd ed. Berkshire: Open University Press.
- Dzimhiri B. L. (2008). Experiences in New Public Management inAfrica: The Case of Performance Management Systems in Botswana. *Africa Development*.33 (4), pp. 43–58.
- Ferreira, A & Otley, D. (2009). The design and use of performance management systems: An extended framework for analysis. *Management Accounting Research*. 20, pp 263–282.
- Fryer, K., Antony, J. & Ogden, S (2009). Performance management in the public sector. *International Journal of Public Sector Management*. 22 (6), pp. 478 – 498.
- Fuest, V. & Haffner, S. A. (2007). PPP – policies, practices and problems in Ghana’s urban water supply. *Water Policy*. 9, pp 169–192.
- Gargallo-Castel, A. & Galve-Górriz, C(2007).Information Technology, Complementarities and Three Measures of Organizational Performance: Empirical Evidence from Spain. *Journal of Information Technology Impact*. 7(1), pp. 43-58.

- Ghana Statistical Service Department (2012). 2010 *Population and Housing Census Final Result*. [ONLINE] available at: [http:// www.statsghana.gov.gh](http://www.statsghana.gov.gh).
- Ghana Water Company Limited (2012).[ONLINE] Available at: <http://www.gwcl.com.gh/pgs/aboutus.php>. [Last Accessed 30 October 2012].
- Hancock, R. D. & Algozzine, B. (2006). *Doing Case Study Research. A practical guide for beginning research*. New York: Teacher College Press.
- Hennessey, J. T. J(1998). Reinventing Government: Does leadership make the difference?. *Public Administration Review*. 56 (6), pp.522-532.
- Hughes, O. (2008) 'What is, or was, New Public Management'. Faculty of Business and Economics Monash University, Melbourne Australia. [ONLINE] Available at <http://www.irspm2008.bus.qut.edu.au/papers/documents/new%20pdf/Hughes%20-%20What%20is%20or%20was,%20New%20Public%20Management%20-%20IRSPM2008.pdf>. [Last Accessed 15 February 2014].
- Hvidman, U. & Andersen, S. C. (2014). Impact of Performance Management in Public and Private Organizations. *Journal of Public Administration Research & Theory*, 24(1), 35-58.
- Kaboolian, L.(1998),. The New Public Management: Challenging the Boundaries of the Management vs.Administration Debate. *Public Administration Review*.58(3), pp.189-193.
- Kaplan, R. S. (2009). *Conceptual Foundations of the Balanced Scorecard. Handbook of Management Accounting Research*. Boston:: Harvard Business School
- Leedy, P.D. & Ormrod, J.E. (2005). *Practical Research: Planning and Design*. 8th Ed. New Jersey:Pearson.
- Map of Accra. [ONLINE] Available at http://mapnall.com/gntxmbaszost.html/map/Map-Accra_85907.html
- Map of Ghana. [ONLINE] Available at <http://ghanacultures.wordpress.com/>
- Mbanjwa, G. S., (2011). *The implementation of performance management system in the Northern Cape. Department of Environment and Nature Conservation* (Unpublished master's thesis). Grahamstown: Rhodes Investec Business School.
- McBurney, H. D. & White L.W. (2007). *Research Methods* (7th Ed), Thomson/Wadsworth, Australia.
- Mendonca, M., & Kanungo, R. N. (1996). Impact of culture on performance management in developing countries. *International Journal of Manpower*, 17(4/5), 65-75.

- Merriam, S. B. , (2009). *Qualitative Research: A Guide to Design and Implementation*. San Francisco: Jossey-Bass.
- Merriam-Webster Online Dictionary (2009). [ONLINE] Available at: <http://www.merriam-webster.com/dictionary/case%20study>. [Last Accessed 30 October 2012].
- Mwita, J. I. (2000). Performance management model: a systems-based approach to public service quality. *International Journal of Public Sector Management*, 13(1), 19-37.
- Najmi, M. Rigas, J. & Fan, I. (2005). A framework to review performance measurement systems. *Business Process Management Journal*. 11(2), pp. 102-122.
- Nel, P. Werner., A. Poisat., P., Sono.T., Du Plessis, A. & Ngalo, O. (2011). *Human Resources Management* (8th Ed). Cape Town: Oxford University Press.
- Neuman, W. L. (2011). *Social Research Methods: Qualitative and Quantitative Approaches* . 7th ed. Boston: Pearson Education, Inc.
- Nii Consult (2003). Study on Provision of Services provided by GWCL-final report, Accra, unpublished document.
- Nyarko, K. B. (2007) *Drinking water sector in Ghana: drivers for performance*, Doctoral Dissertation, UNESCO – IHE Delft, the Netherlands.
- O’Flynn, J. (2007). From New Public Management to Public Value: Paradigmatic Change and Managerial Implications. *The Australian Journal of Public Administration*. 66 (3), pp. 353–366.
- Ohemeng, F.L. (2009). Constraints in the Implementation of Performance Management Systems in Developing Countries, the Ghanaian case. *Public Performance & Management Review*. 34(4) pp. 467–488.
- Ohemeng, F.L. (2010). The new Charter System in Ghana: the 'holy grail' of public service delivery?. *International Review of Administrative Sciences*. 76(1) pp. 115-136.
- Ohemeng, F.L. (2011). Institutionalizing the Performance Management System in Public Organizations in Ghana, Chasing a Mirage?. *Public Performance & Management Review*. 34(4) pp. 467–488.
- Ohemeng, K. L. F.(2009). Constraints in the implementation of Performance Management Systems in Developing Countries: The Ghanaian Case. *International Journal of Cross Cultural Management*. 9(1), pp.109-132.
- Owusu, F. (2006). On Public Organizations in Ghana what Differentiates Good Performers from Poor Performers?. *African Development Review*. 18(3), pp. 471-185.
- Quinlivan, A. & Schön-Quinlivan, E. (2006) 'Best Practice in Local Government Training: The Dublin City Council Model' *Political Science Working Paper Series*, 5. [ONLINE]

Available at
http://www.google.co.za/url?sa=t&rct=j&q=&esrc=s&source=web&cd=3&ved=0CDoQFjAC&url=http%3A%2F%2Fwww.ucc.ie%2Fga%2Fgovernment%2FResearch%2FDepartmentWorkingPapers%2FDocumentFile-14393-ga.doc&ei=3A5FU5GvJY-f7gbGwoDoAQ&usg=AFQjCNFPyrtpmIIz9b4xIQUEfakzh72_MQ&sig2=jWUKBSqOsBLFG8DLnYubkA&bvm=bv.64507335,d.Yms. [Last Accessed 30 February 2014].

- Qureshi, A. J. Shahjehan, A. Zia-ur-Rehman & Asfar, B. (2010). Performance Management Systems: A comparative analysis. *African Journal of Business Management*. 4(9), pp. 1856-1862.
- Radnor, Z & McGuire, M., (2004). Performance Management: in the public sector: fact or fiction?. *International Journal of Productivity and Performance Management*. 53 (3), pp.245-260.
- Rantanen, H., Kulmala, I. H., & Lonnqvist., K. P. (2007). Performance measurement systems in the Finnish Public sector. *International Journal of Public Sector Management*. 20(5), pp. 415-433.
- Robert D. & Behn, D. R.(2003). Harvard University Why Measure Performance? Different Purposes Require Different Measures. *Public Administration Review*. 63(5), pp. 586-606.
- Sahoo, C. K. & Jena, S. (2012). Organizational Performance Management System: exploring the manufacturing sectors. *Industrial and Commercial Training*. 44 (4), pp.296-302.
- Sahoo, C. K. & Mishra, S., (2012). Performance Management benefits organizations and their employees . *Human Resource Management international Digest*. 20 (6), pp.3-5.
- Sajjad, F., & Amjad, S. (2012). Role of Benchmarking in Total Quality Management: Case of Telecom Services Sector of Pakistan.*Business Management Dynamics*. .1(8), pp.34-44.
- Sarker, E. A. (2006). New public management in developing countries. An analysis of success and failure with particular reference to Singapore and Bangladesh. *International Journal of Public Sector Management*. 19 (2), pp. 180-203.
- Seleim, A., Ashour, A., & Bontis, N. (2007). Human capital and organizational performance: A study of Egyptian software companies. *Management Decision*. 45(4), pp.789-801.
- Simmons, J. (2011). Employee significance within stakeholder-accountable Performance Management Systems. *The TQM Journal*. 20(5), pp.463-475.
- Sole, F . (2009). A management model and Factors driving performance in public organizations. *Measuring Business Excellence*.13 (4), pp. 3-11.

- Schwartz, K. (2008). The New Public Management: The future for reforms in the African water supply and sanitation sector?. *Utilities policy*, 16(1), 49-58.
- Taticchi, P., Tonelli, F. & Cagnazzo, L. (2010). Performance measurement and management: a literature review and research agenda. *Measuring Business Excellence*.
- Tellis, W. (1997). *The Qualitative Report*. [ONLINE] Available at: <http://www.nova.edu/ssss/QR/QR3-2/tellis1.html#noteone>. [Last Accessed 30 October 2012].
- Vernous, G. (2007). *Study of Information Technology (IT) impacts on Public Administration Performance: Survey of Haitian Information Systems, case of a developing country*. Doctoral Thesis, The School of Science and Engineering, Atlantic international University
- Yin, R., (1994). *Case Study Research: Design and Methods*. 1st ed. Thousand Oaks, London: New Delhi: Sage.
- Youndt, M. A., & Snell, S. A. (2004). Human Resource Configurations, Intellectual Capital, and Organizational Performance. *Journal of Managerial Issues*. 16(3), pp. 337-360.

Appendix 1

Interview Questions

INTERVIEW QUESTIONS: North West II District respondents (3 senior officials and a field worker (Junior Staff Member)

1. What is your understanding of performance management systems?
2. How would you describe the role of PMS in GWCL
3. What are the key objectives of the current PMS
4. In what ways are you facilitated to pursue specified targets
5. How is performance reviewed and evaluated.
6. What do you find challenging in implementing PMS
7. What are the systems that affect you in the pursuit of achieving specified targets
8. How do you see future of the PMS? Do see it as a success or it will malfunction?
9. In your own opinion what can be done to improve the current PMS at the GWCL and also address the challenges.

INTERVIEW QUESTIONS: Human Resource Management Respondent

1. What is your understanding of performance management systems?
2. What is the role of HRM in implementing PMS
3. What are the challenges you encounter in playing your role
4. What are the challenges faced by senior managers in developing strategies to manage performance
5. In your own opinion what can be done to improve the current PMS at the GWCL and also address the challenges.