















## **LIST OF ACRONYMS / ABBREVIATIONS**

DACF	District Assemblies Common Fund
HRM	Human Resource Management
IGFs	Internally Generated Funds
KPI	Key Performance Indicators
MMDAs	Metropolitan Municipal District Assemblies
MCE	Municipal Chief Executive
SWMA	Sefwi Wiawso Municipal Assembly
MLGRD	Ministry of Local Government and Rural Development
RCC	Regional Co-ordinating Council
PMS	Performance Management Systems
PNDC	Provisional National Defence Council
PARDIC	Public Administration Restructuring and Decentralisation Implementation Committee

## ABSTRACT

Performance management remains a test for numerous organizations. The study sought to investigate performance management implementation in Ghana's Local Government using the Sefwi Wiawso Municipal Assembly as a case study. Specifically, the study investigated the current performance management system of the Sefwi Wiawso Municipal Assembly as well as the challenges faced by the Assembly in implementing its performance management system. The study adopted a qualitative approach and was undertaken from an interpretivist perspective as this offered explanations to the implementation of performance management systems in the Assembly from the perspective of both the heads/supervisors and their subordinates. The specific design that was adopted is case study. The primary data were gathered through in-depth interviews conducted. Twenty (20) heads of departments and employees were selected and interviewed. A purposive sampling technique was used in selecting the interviewees. The data gathered from the interviews was analysed using the Miles & Huberman (1994) approach to qualitative data analysis. The study reveals that, to some extent the performance management system has not been effective as the focus of most supervisors has always been limited to appraising the employee which has become an annual ritual for employees and their supervisors. The revealed challenges include wrong design, poor communication, poor integration, low commitment by the top officials, absence of training, inadequate capability for setting clear objectives and goals, cultural issues, absence of rewards for good performance, financial constraints, weak and highly bureaucratic management systems and others. The study therefore concludes that though the Assembly has not been able to fully implement its performance management system to the expectation of all stakeholders, it has the opportunity to turn its fortunes around by adopting a complete and an all-inclusive system which will not only serve the interest of the Assembly but that of the employees as well.

## **CHAPTER ONE GENERAL INTRODUCTION**

### **1.0 Introduction**

As an introductory chapter, this chapter presents the study background, the problem statement, the study objectives, research questions and the justification for the study. It also presents the scope of the study together with the arrangement of chapters of the entire study.

### **1.1 Background of the Study**

The success of every organization, be it public or private, depends largely on its human resources. Public sector organizations are now more focused on the need to get more from their employees in order to achieve the objectives or purposes for which they were established. Improved employee performance has a positive impact on organisational performance (Aguinis, 2007; Cascio, 2006). Therefore the management of human resources in organisations is one of the important activities undertaken by organisational managers. One of the key responsibilities of effective leaders is to support their employees expand job performance on a continuous basis (Aguinis, Joo, & Gottfredson, 2011). Carrying out this responsibility requires managers to implement performance management systems that are designed to align performance at the individual, unit, and organizational levels (Aguinis, Gottfredson & Joo, 2012).

Performance management is therefore a continuous process which involves *“identifying, measuring, and developing the performance of individuals and teams and aligning performance with the strategic goals of the organization”* (Aguinis, 2013, p.2). Individual performance is seen by Aguinis et al. (2011) as the building block of organizational success, and virtually all organizations globally have some type of performance management system. Performance management serves a dual purpose in organisations both public and private alike. For example,

Anthony & Govindarajan (2007) posit that performance management systems are envisioned to aid organizations plan and organize their activities, provide accurate and timely feed forward and feedback on their employees' performance, and reassure remedial behavior at the right time.

Performance measurement has a long history beginning from the 1800s, but it is predominantly in the last two decades that public institutions have shifted the focus of their performance management systems. As it stands today most public institutions measure results and reward good performance (Heinrich, 2003; Radin, 2000). Performance management has been very vital to public management reform at the beginning of the twenty-first century (Moynihan, 2008). Public sector organizations are faced with numerous pressures which includes meeting the hopes and aspirations of citizens as well as delivering improved services to the citizenry in addition to the goals set by governments. Some of these challenges can be addressed if effective performance management systems are in place.

Performance management as a tool has also been utilized in Ghana's Public sector for a number of decades. For instance, Ohemeng (2011) posits that performance management has turn into an essential part of endeavors to improve the effectiveness, efficiency, and responsibility of public institutions in the past 30 years. Supporting a performance-driven culture in public institutions is a disquieting mission, yet dynamic organization-wide performance management systems displays numerous opportunities for such institutions (Ohemeng, 2011). The liberalisation in the Ghanaian economy has forced the public sector to implement performance management system as a way of ensuring efficiency and effectiveness in organisations (Ohemeng, 2009). The study by Ohemeng (2009) revealed that, despite such efforts, the consensus is that performance management has not made tremendous contribution to organisational efficiency and effectiveness in Ghana which is

not quite different from the African case. de Waal & Counet (2008) note that despite the increasing interest in performance management the failure rate of 56 percent in the implementation process is still relatively high.

Measuring the performance of organisations is important because it is an essential part of the monitoring of programs and provides a platform to closely examine the performance of employee (Sandhu, Baxter & Emsley, 2008; Northcott & Smith 2010). Even though studies on performance measurement in the public sector have indicated that it is difficult to measure performance (see, Johnsen 2005; Modell 2005). Although performance measures are tough to implement in public organisations, an appreciation of these measures is essential because they are valued decision-making tools (Modell 2004; Lee 2008), even though performance management systems are no new phenomenon, it has been rejuvenated with the dawn of the New Public Management (van de Walle & van Dooren, 2008). Performance management has become so popular because it provides useful information needed for decision making in other human resource management and development activities. In the view of Osmani & Maliqi (2012), performance management as a process helps organizations to identify their objectives, the necessary results to achieve these objectives, and the drivers that enable them to achieve these goals. Many organisations have systems labelled performance management but they are only performance appraisal systems which emphasize the assessment of employees without considering the improvement in performance of employees in the future. Therefore a study of this nature will not only highlight the weaknesses in the current performance management systems of Local Governments in Ghana but will also throw more light on the prospects of implementing performance management systems from the perspectives of both supervisors and employees of the Sefwi Wiawso Municipal Assembly.

## 1.2 Research Problem

Decentralization has been practiced in Ghana since the pre-independence period. As per Ahwoi (2010), local government in Ghana has for quite a while been a piece of the nation's lifestyle, its legacy and society. The historical backdrop of local government in Ghana is traceable to the pre-independence period where the organization of neighborhood issues was in the hands of traditional authorities (Ahwoi, 2010). The Government of Ghana has over the years pursued decentralization reform as part of its good governance enhancement programs. The objectives of decentralization reform are enshrined in Article 240 (2a) of the 1992 Constitution of Ghana which stipulates that *“Parliament shall enact appropriate laws to ensure that functions, powers, responsibilities and resources are at all times transferred from the Central Government to local government units in a co-ordinated manner”*. This requirement in the constitution was further articulated in the Local Government Act of 1993 (Act 462) with mandates including legislative, administrative, development planning as well as service delivery. The Assemblies are responsible for the implementation of government policies in their areas of jurisdiction. These responsibilities include environmental sanitation, education, primary health care, provision of water and infrastructure. It is therefore important to recognize the important role being played by the local authorities.

Local governments in Ghana assume vital roles in the development at the local level. The acknowledgment of local governance by the 1992 Constitution makes a structure for residents' support in choice making and governance. The Decentralization Policy of Ghana transfers power, capacities and obligation and in addition human and money related assets from the Central Government to the local level. Ghana's decentralization system as preserved by the Constitution assigns District Assemblies as the most noteworthy political, legislating, budgeting and planning authority at the local level and all things considered much is expected of them. As noted by Eckardt

(2008) local government performance progressively shifts relying upon the degree to which local governments exploited the opportunities offered by decentralization. Decentralization is regular in numerous developing nations. Local governments are becoming numerous in such countries and are increasingly required to play larger roles in provision of services, alleviation of poverty, and facilitation of development. The challenge facing local governments in Ghana and most developing countries is to emerge as a valuable force to effect the development so as to improve the living conditions of the people in their catchment areas or communities. The need for local governments to measure and improve their performance is therefore necessary for the survival and development of the local people.

Therefore managing effectively the performance of employees is not a choice but a necessity if local governments are to achieve their objectives or the purpose for which they were established. Performance management incorporates activities adopted by an organization to enhance the performance of its employees. Performance management processes or systems are sometimes developed to motivate employees. This can be achieved by establishing expectations and providing feedback on an employee's progress toward meeting those expectations. Organizations can target training to address the weaknesses identified or areas of potential growth (Aguinis, 2013; Selden & Sowa, 2011; Mathis & Jackson, 2010). In addition, organizations can adopt compensation systems which seek to reward employees when goals are achieved. The management of employee performance ought to impact on employee satisfaction and morale and lower employee turnover, a process that has been demonstrated in research on public organizations (Mathis & Jackson, 2010). Selden & Sowa (2011) also believe that Performance management involves providing both formal and informal performance- related information to employees. According to Selden & Sowa (2011), the emphasis of a performance management framework is ordinarily the performance

appraisal, a formal and deliberate procedure for exploring performance and giving oral and composed input to staff about performance in any event yearly. This procedure is regularly intended to supplement the casual, continuous assessment forms that exist in an organisation.

Several papers have been published on performance management in the last decade even though most of them have focused on performance appraisal (see, Gudyanga, Shumba, & Wadesango, 2014; Cascio & Aguinis, 2008). Performance appraisal and feedback was found by Cascio & Aguinis (2008) to be the third most popular topic researched in the *Journal of Applied Psychology* from 2003 to 2007 and second most popular in *Personnel Psychology* for the same time period (Cascio & Aguinis, 2008). Historically, when examining performance, scholars have largely focused on its measurement, almost to the exclusion of any other issue (Aguinis, 2013; Budworth & Mann, 2011; Cascio & Aguinis, 2008). For instance, Budworth & Mann, (2011) state that a significant part of the early research on performance management concentrated on performance management. For sure Industrial/Organizational psychologists invested decades debating tools and techniques that would upgrade rating exactness (Budworth & Mann, 2011).

Contemporary difficulties confronting organisations have driven a large number of them to refocus consideration on their performance management systems (Buchner, 2007) and investigate how to enhance the performance of employees (Gruman, & Saks, 2011). Public sector organizations face a number of challenges especially during these difficult times which has resulted in the reduction of budgets and rising public expenditure. They face increasingly unpredictable demand on their services, and public scrutiny of how taxes or revenues are spent. In addition stakeholders such as citizens, service users or consumers as well as the media have become increasingly vocal in their

expectation to see an improved performance in service delivery comparable to that of the private sector.

Research by Accenture (2010) found that public organisations by and large perceive the advantages of performance management, however they encounter challenges in effectively aligning and embedding it within their organizations' culture in order to enhance performance and responsibility. Performance management as a tool has been utilized extensively in the private sector and therefore most of the studies on performance management have in one way or the other focused on the private sector (see, Aguinis et al, 2012; Aguinis et al, 2011; Adler, 2011; Budworth & Mann, 2011; Cascio & Aguinis, 2008; Buchner, 2007) as compared to that of the public sector (see, Pradhan & Chaudhury, 2012; Selden & Sowa, 2011; Soss, Fording & Schram, 2011). Again most of the studies on performance management have been conducted in developed countries (e.g. Aguinis et al, 2012; Baird, Schoch & Chen, 2012; Adler, 2011; Moynihan & Pandey, 2010) compared to developing countries (Machingambi, Maphosa, Ndofirepi, Mutekwe, & Wadesango, 2013; Ohemeng, 2011; Ohemeng, 2009; de Waal & Counet, 2008; de Waal, 2007) creating an imbalance which calls for further studies. There seem to be a growing bias towards the specific area in the public sector where performance management studies have been conducted. A review of literature reveals a wide variation in the specific areas in the public sector where studies have been conducted. Almost all the papers were on areas such as education, health, housing and others (see, Nath & Sharma, 2014; Hvidman & Andersen, 2013; Machingambi, et al., 2013; Melo, Sarrico & Radnor, 2010; Helm, Holladay, & Tortorella, 2007) with a few on local governance (Baird, et al, 2012; Padovani, Yetano & Orelli, 2010). Therefore there is the need for contemporary research to focus on the implementation of an effective performance management system. The few studies on performance management in local governance point to the fact that an effectively implemented

performance management has a series of implications on the operations of the local government bodies even though the performance management systems have not been all that effective. For example, the study by Baird et al. (2012) revealed that the performance management systems of Australian local councils are only moderately effective in relation to performance related outcomes, and less effective in relation to the achievement of staff related outcomes which therefore implies that there is a need for the managers of local government councils to improve the effectiveness of their performance management systems.

Despite the numerous benefits derived from an effectively implemented performance management system, it looks like most local government institutions in Ghana have not focused on its implementation. Indeed a well implemented performance management presents numerous benefits to organizations. A study by Cascio in 2006 found that organisations with formal and deliberate performance management frameworks are 51% more inclined to outflank others with regards to financial performance and 41% more prone to beat others with respect to extra results including consumer loyalty, employee retention, and other vital measurements (Cascio, 2006). This implies that if organisations such as District Assemblies implement an effective performance management system, there is the likelihood that their performance will improve considering the enormous developmental responsibilities placed on their shoulders. This study therefore seeks to fill the gaps in literature by examining the performance management system of the Sefwi Wiawso Municipal Assembly in the Western Region of Ghana. This study describes and draw lessons from local government experiences in the implementation of performance management systems. Moreover, it aims to find out how the assembly improve its performance in the delivery of services at the local level in the midst of global economic challenges and pressures from the citizenry.

### **1.3 General Objective**

The general objective of the study is to investigate performance management implementation in Ghana's Local Government using the Sefwi Wiawso Municipal Assembly as a case study.

### **1.4 Specific Objectives**

This research seeks to achieve its purpose by addressing the following specific objectives:

1. To investigate the implementation of current performance management system of the Sefwi Wiawso Municipal Assembly.
2. To identify the challenges faced by the Assembly in the implementation of performance management system.

### **1.5 Research Questions**

The following questions were answered:

1. How has the Assembly implemented its Performance Management System?
2. What are the challenges facing the Assembly in implementing its Performance Management System?

### **1.6 Justification of the Study**

Management in wide terms includes controlling assets to deliver a fancied result. Performance management is about controlling all the progressions of a procedure to guarantee a proficient and powerful result. This includes examining a process from start to finish. The utilization of performance management in organisations in developing countries is relentlessly expanding, particularly in Africa (Elzinga et al., 2009; de Waal, 2007). de Waal (2007) refers to various studies, which demonstrate that as of late, there is an expanding enthusiasm for performance management in many organisations in Africa. Performance management like compensation has

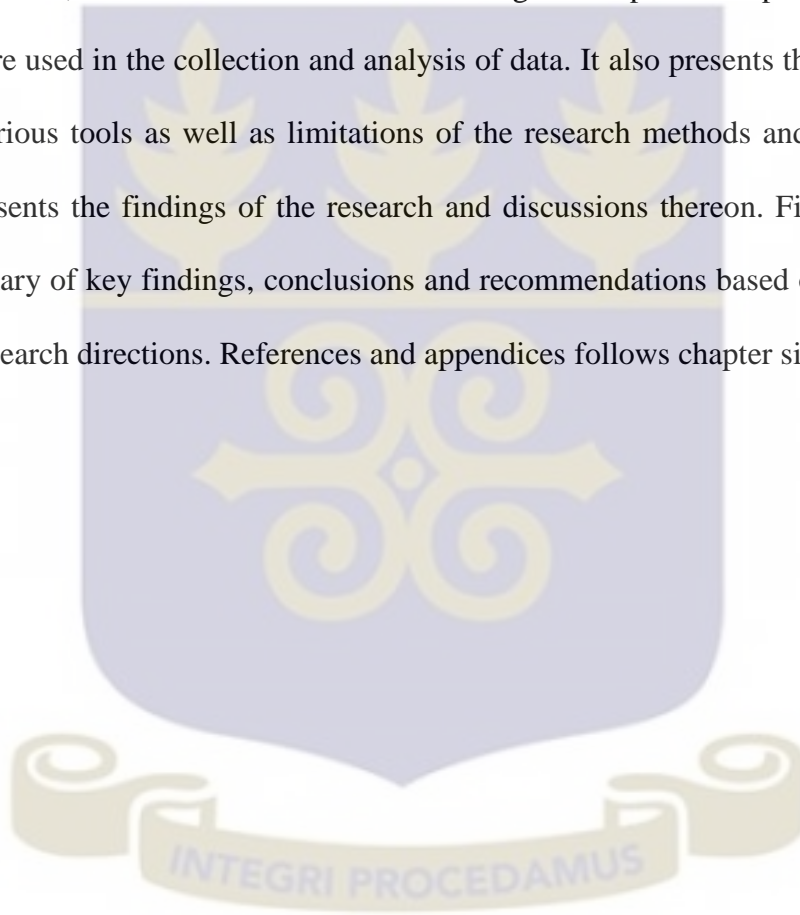
long been regarded as one of the most critical yet troubling areas of HRM which creates nightmares for organisational managers both public and private. There are high expectations during the implementation of performance management system and most often these high expectations associated with organisational practices end up being destroyed by the reality of the system in that it produces more conflicts, problems and resistance than positive results. The evidence by de Waal (2007) points to the fact that most developing countries which have tried to implement performance management have mainly focused on employee performance appraisals yet performance management goes beyond employee performance appraisals. The findings from the study has offered a deeper understanding of performance management systems in local governance administration especially from a developing country perspective. The study sheds more light on the concept of performance management; its fundamental construct, implementation, challenges and the benefits to a public institution. Again, the study has extended the literature on performance management in developing countries and reveals the challenges within the performance management system in such countries. This study has implications for researchers as it will promote a better understanding of public sector management issues, specifically performance management.

### **1.7 Scope of the Study**

The scope of this study was limited to the examination of the performance management systems implemented by the Sefwi Wiawso Municipal Assembly.

## **1.8 Organisation of the Study**

The study is structured into six chapters. Chapter one contains the introduction to the entire study, statement of the problem, research objectives, significance and scope of the research. Chapter two presents a review of literature on performance management. It discusses applicable theories and models based on which the data gathered was analysed. Chapter three concentrates on the local governance in Ghana, its relevance as well as challenges. Chapter four presents the various methods that were used in the collection and analysis of data. It also presents the justification for the choice of various tools as well as limitations of the research methods and tools employed. Chapter five presents the findings of the research and discussions thereon. Finally, chapter six covers the summary of key findings, conclusions and recommendations based on the findings as well as future research directions. References and appendices follows chapter six respectively.



## CHAPTER TWO LITERATURE REVIEW

### 2.0 Introduction

This chapter presents both theoretical and empirical literature on performance management. It discusses in detail the various definitions of performance management, the purpose of performance management, the features, benefits as well as the challenges of implementing performance management systems in organisations. It also discusses performance management in public sector after which it was narrowed to that of Ghana. Also presented in this chapter is a conceptual framework upon which the findings of the study was situated.

### 2.1 Performance management defined

Performance management like any other term has been defined differently by different scholars even though the basic understanding as performance related activity cuts across. Over the years some people have understood the term as an appraisal process, others as performance-related issues or activities and still others as training and development (Budworth & Mann, 2011; Cascio & Aguinis, 2008; Armstrong & Baron, 2005). To really appreciate the concept so as to put it in a context, several definitions from different scholars over the years have been discussed. For example Walters in 1995, defined performance management as “*directing and supporting employees to work as effectively and efficiently as possible in line with the needs of the organisation*”. Walters (1995) supports his argument by further stating that organisations be they public or private have certain goals for which they were established to achieve with the support of their employees. In view of that, the organisation should be able to guide the employees or teams to achieve these goals. Specific issues such as the job tasks and how to carry out the job tasks in an effective way (Walters, 1995, as cited by Armstrong & Baron 2005, p.2). According to Bernardin, Hagan, Kane & Villanova (1998) performance management in organisations is seen as

the aggregate arrangement of gathering pertinent data, giving feedback to employees and work groups and applying such data for the improvement of organizational effectiveness. DeNisi (2000) on his part sees performance management as a set of activities adopted by an organization to enhance the performance of their employees. Poister (2003) also adds that performance management is about the integration of performance measurement in the management of the programs of organizations in order to achieve desired results. To DeNisi & Pritchard (2006) it is a set of activities which helps the organizations in improving the performance of individual employees.

Armstrong & Baron (2005) also defines performance management *“as a natural process of management contributes to the effective management of individuals and teams to achieve high levels of organisational performance. As such, it establishes shared understanding about what is to be achieved and an approach to leading and developing people which will ensure that it is achieved”* (p, 2). Performance management to Halachmi, (2005) *“is about assuring a greater likelihood for reaching desired outcomes by addressing issues that have to do with the business process that is expected to generate the sought after results, the organizational and environmental contexts in which these process and outcomes take place and the involved behaviours of various stakeholders.”* (p. 509). From the organisational perspective, performance management is perceived by Briscoe & Claus (2008) as a strategy where an organization formulate their goals and evaluate performance standard in addition to work assignment and evaluation, feedback about performance, conduct training and development analysis so as to reward deserving employees.

From the perspective of the public sector, Bouckaert & Halligan (2008) emphasize that *“performance management has to be located within a broad construction of organisational life, which recognises that performance management cannot be considered in isolation from other*

*factors that make up public management and the more general public administration system” (p. 2). Fryer, Antony & Ogden, (2009) posit that performance management is an action, based on performance measures and reporting, which results in improvements in behaviour, motivation and processes and promotes innovation. Armstrong (2009) also defines performance management as “a means of getting better results from the whole organization or teams or individuals within it, by understanding and managing performance within an agreed framework of planned goals, standards and competence requirements”.*

Competition is another important issue when discussing performance management in organisations. Pradhan & Chaudhury (2012) concur that performance management is a procedure of examining advancement toward accomplishing foreordained objectives for the accomplishment of corporate objectives through meeting and surpassing clients’ needs better than their competitors. Hawke (2012) also notes that performance management is an interrelated strategies and activities to improve the performance of individuals, teams and organizations. Performance management is seen by Aguinis, (2013) as *“a continuous process which involves identifying, measuring, and developing the performance of individuals and teams and aligning performance with the strategic goals of the organization”* (p.2). For the purposes of achieving the study objectives, the definition by Aguinis (2013) will be adopted as a working definition. The conclusion drawn from these definitions is that performance management is a never ending process and as such it is not a one-time activity which can be easily implemented and also it is aimed at improving the performance of employees as well as the organisation. This implies that for organisations to achieve their objectives, there is the need to pay reasonable attention to the management of the performance of employees.

## **2.2 Purpose of Performance Management**

There are several reasons why the performance information will be collected. To Aguinis (2009), performance information may be used for salary administration, performance feedback and feed-forward, identification of employee strengths and weaknesses, training and development amongst others. Cleveland & Murphy (1989) on the other hand, believe that performance management serves six purposes namely strategic, administrative, informational, developmental, organisational maintenance, and documentational purposes (as cited by Aguinis, 2007). According to Armstrong & Baron (2005; 2), the purpose of performance management is to achieve high performance by organisation and employees. The focus here is to achieve organisational goals such as speed in service delivery, quality of service delivered, amount of productivity, higher profits, maximization of shareholders wealth and others. Pulakos (2009; 5) states that if the performance of employees are managed effectively, the outcomes can be motivating employees to put maximum effort into the work, improve productivity in the whole organisation, align performance with organisational goals and strategy, and others. An ineffectively managed performance on the other hand can lead to higher turnover rate, decrease in productivity and profits, demotivation among employees, waste of resources (in terms of time and money) on training, and other negative consequences (Pulakos, 2009).

## **2.3 Features of Performance Management System**

Effective performance Management systems share certain characteristics. A purposeful performance management system comprises of set of elements that are critical for the accomplishment of an association and a predetermined number of markers that are a measure for organizational performance. Preferably, an effective performance management system has various elements which can be copied. According to Fryer et al. (2009), literature identifies some key

features of a successful performance management system which includes but is not limited to the following:

- continuous observing, feedback and making good use of the results,
- leadership commitment,
- alignment of the performance management system with organisational goals and strategies,
- a culture which is seen as an approach for enhancing and recognizing good performers and not a weight that is utilized to discipline poor performers and
- stakeholder participation

This has been supported by several scholars (see, Wang & Berman, 2001; De Waal, 2003; Franco & Bourne, 2003). In addition, Bititci et al., (2006) note that essentially a performance management system must not be still but must mature as the management style and organizational culture advances. Chang (2006) also states that *“the key to successful performance management is ensuring congruence between all operational activities, covering employees at all levels in all departments and requires total management commitment to teamwork with the sole aim of achieving organisational objectives”* (p. 765).

#### **2.4 Importance / Benefits of Implementing Performance Management Systems**

Several studies have revealed the enormous benefits associated with the implementation of performance management systems in organisations. According to Amaratunga, Baldry & Marjan, (2001), performance management involves *“the use of performance measurement information to effect positive change in organisational cultures, systems and processes, by helping to set agreed upon performance goals, allocating and prioritizing resources, informing managers to either confirm or change current policy or directions to meet those goals and sharing results of*

*performance in pursuing goals*” (p. 181). This implies that it helps organisational managers to effectively take decisions. In fact performance management offers organisations the opportunity put in place actions and strategies and also allows them to determine the extent to which they are achieving the said pre-determined targets or goals (Amaratunga et al, 2001).

A study by Lawson et al. (2003) explored 150 organisations of which 66% concurred that significant benefits had been realised from utilizing a PMS. The study found that executing a PMS has made employees more mindful of the organization's system and strategy for achieving their objectives, and that the system has served to adjust operational changes to the general strategy of the organisation. Performance Management makes critical commitment to individual and organisational learning and aides authoritative adequacy and advances development (Adhikari, 2010). Armstrong (2008) contends that the utilization of performance management prompts a change in the performance of employees by adding to the capacity of the organisation and its individuals. Armstrong (2008) likewise includes that this can be accomplished through a vital and coordinated framework which can urge organisations to work effectively. In the view of Mathis & Jackson (2005), organisations regularly create performance management systems to inspire employees. As indicated by Mathis & Jackson (2005) this procedure can inspire workers by building up desires and giving feedback on a worker's advancement towards meeting those desires. Armstrong-Stassen & Cameron (2003) additionally include that, overseeing individual execution brings about higher worker fulfillment and assurance and lower employee turnover. Performance management includes giving both formal and casual information on performance to employees. Performance appraisal is one of the important components of performance management, which is seen as a formal and orderly process for examining performance and giving oral and composed criticism to staff about performance at regular intervals. The formal procedure is frequently

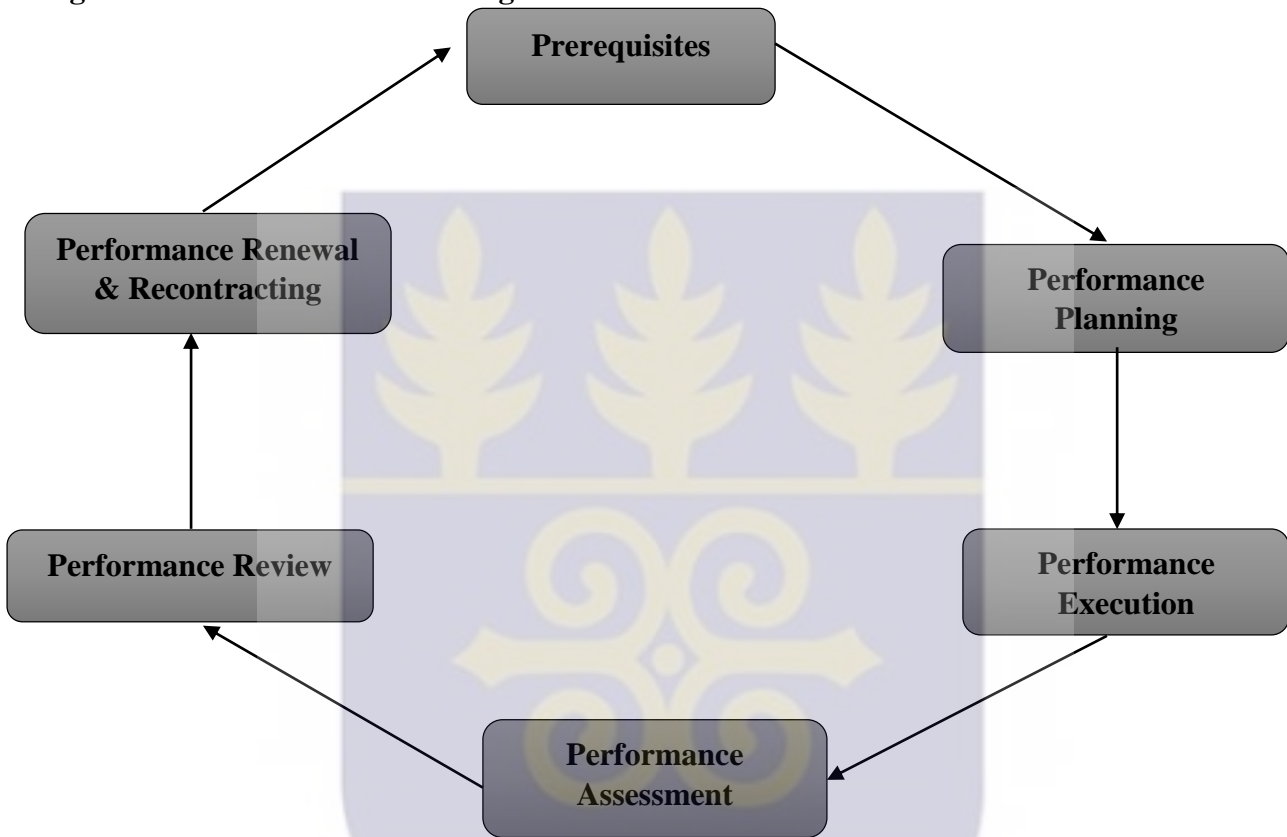
intended to supplement the casual, continuous feedback process used by organisations. Feedback from performance is likewise utilized as a premise for advancement and change (Cameron, 1982). A few organisations additionally actualize PMS as it helps organisations to enhance their competitiveness and to ceaselessly respond and adjust to external changes (Chau, 2008; Cocca & Alberti, 2010). In sum, it can be said that performance management is a mechanism of fostering improvement in service delivery especially in the public sector all over the world.

## **2.5 Performance management process**

As presented by Aguinis (2009), performance management is an ongoing process that involves six main stages namely: prerequisites, performance planning, performance execution, performance assessment, performance review, and performance renewal and re-contracting. These stages occurs in a cyclical and an ongoing manner which implies that it is never-ending. The first stage as indicated by Aguinis (2007) is prerequisites, which alludes to having knowledge of the organisation's central goal and core objectives as well as information on the job being referred to. Information of the organisation's mission and vital objectives is a consequence of strategic planning. This permits the organisation to obviously characterize the reason for which it exists, where it needs to be in future, the objectives it needs to accomplish, and methods it will use to achieve these objectives. Once the objectives for the whole organisation have been set up, different divisions or offices additionally build up their own in order to help the organisation's general mission and destinations. The following essential is to comprehend the job being referred to through job analysis or work investigation. Work investigation is a procedure of deciding the key parts of a specific employment, including exercises, assignments, services, and procedures. Data with respect to the task undertakings and the Knowledge, Skills, and Abilities (KSAs) needed of a

specific employment is ordinarily uncovered at this stage (Aguinis, 2007). Figure 2.1 below presents the performance management process.

**Fig. 2.1 Performance Management Process**



**Source: Aguinis, 2007**

The following stage after the prerequisites is performance planning which includes a dialog and understanding between the supervisor and the employee with regards to what should be done and how it ought to be done (i.e., a thought of both results and practices), and also a formative arrangement (Pulakos, 2004; Aguinis & Pierce, 2008). Results describes to what should be done or the end result a worker must deliver. A thought of results needs to incorporate the key accountabilities, or expansive ranges of a job for which the employee is in charge of delivering results. This data is regularly gotten from the set of working responsibilities (Aguinis, 2007).

Despite the fact that it is critical to gauge results, and selective accentuation on results can give a skewed or fragmented picture of employee performance. For example, for some jobs it may be difficult to come up with the precise objectives and standards. For some jobs, employees may have control over how they carry out their tasks however not over the outcome of their practices. Thus, practices, or how the task is done or undertaken is a critical part of the planning stage. A thought of practices incorporates examining capabilities, which are quantifiable group of KSA's that are important in deciding how results will be accomplished (Aguinis, 2009). Another vital step is for the boss and worker to concur on an advancement arrangement which ought to incorporate the recognition of areas that need change and setting objectives to be accomplished in every area. Advancement arrangements generally incorporate both results and conduct.

The third stage is performance execution. At this stage employees work at producing the desired results as well as showing practices settled upon before notwithstanding the work on formative needs. As per Grote (1996), at the execution stage, the accompanying variables must be available.

1. ***Commitment to great accomplishment:*** The employee must be focused on the objectives that were agreed upon. One approach to improve commitment is to permit the worker to be a dynamic member during the goal or objective process (Grote, 1996).
2. ***Ongoing performance feedback and mentoring:*** The worker ought not to hold up until the review cycle is over to request for feedback on his/her performance. Additionally, the employee ought not to hold up until significant issues develops to request for direction. The employee needs to take a proactive part in requesting for information from supervisor (Grote, 1996).

3. ***Communication with manager:*** Managers are occupied with numerous commitments. The onus lies on the employee to communicate willingly and frequently with the supervisor (Grote, 1996; Aguinis, 2009).
4. ***Collecting and sharing performance information:*** The employee ought to give the supervisor normal reports on advancement towards the accomplishment of objectives with respect to both practices and results (Grote, 1996; Aguinis, 2009).
5. ***Preparing for performance audits:*** The employee ought not to hold up until the end of the review cycle approaches before they prepare. Despite what might be expected, the employee ought to take part in a progressing and practical self-examination, so that quick corrective actions can be made if essential. The convenience of self-evaluation procedure can be upgraded by collecting performance information from informal sources which may include colleague employees or even customers (Grote, 1996; Aguinis, 2009).

Performance appraisal/assessment includes both the employee and the supervisor and the assessment of the degree to which the craved practices have been shown, and whether the sought results have been accomplished (Wexley, 1986; Pulakos, 2004). Albeit numerous sources can be utilized to gather performance data (such as colleague employees, subordinates), much of the time the immediate supervisor gives the data. This additionally incorporates an assessment of the degree to which the objectives expressed in the development plan have been accomplished (Aguinis & Pierce, 2008). It is imperative that both the employee and the supervisor are extremely dynamic simultaneously. The way that both sides are included in the evaluation gives good data to be utilized as a part of the audit stage. At the point when both the employee and the supervisor are active members in the assessment process, there is a more prominent probability that the data will be utilized profitably as a part without bounds (Brutus, London & Martineau, 1999). The

performance audit/review stage includes the meeting between the employee and the boss to assess their evaluations. This meeting is normally known as the appraisal meeting. This meeting is vital in light of the fact that it gives a formal setting in which the employee gets criticism on his or her performance. The discussions concentrates on the past (what has been done and how), the present (what remuneration is gotten or denied accordingly), and the future (objectives to be accomplished before the forthcoming audit session) (Aguinis, 2009).

The last stage in the performance management process is renewal and re-contracting. This stage is like that of the performance planning stage. The distinction on the other hand, is that the renewal and re-contracting stage utilizes the experiences and data picked up from alternate stages. Case in point, a portion of the objectives may have been set unrealistically high, given a sudden financial downturn. This would prompt setting less goal-oriented objectives for the forthcoming period (Aguinis & Pierce, 2008). The performance management process is a cycle beginning with requirements and closure with renewal and re-contracting. The cycle actually is ceaseless yet starts from the very beginning once more. This infers that there should be an examination of essentials considering the organisation's central goal and vital objectives and in addition the occupation being referred to. On account of the changing way of nature in which organisations work, there is a need to ceaselessly screen the essentials so performance planning, and all the resulting stages, are consistent with the organisation's future (Aguinis, 2009).

## **2.6 Performance Management Challenges**

Despite the numerous advantages associated with performance management implementation there are still a number of challenges to organisations. Challenges identified in literature include: low responsibility by the top authorities, lack of training, social issues and universal organisational

obstruction (Ohemeng, 2009), absence of rewards for good performers (Ohemeng 2009; de Waal 2007), the absence of full commitment to the performance management systems (de Waal, 2007), monetary limitations (Shun et al., 2006), frail and exceptionally bureaucratic systems (de Waal 2007; Mendonca & Kanungo, 1996), top management's convictions and corporate culture (Hussain & Hoque, 2002), over-bureaucratization of the performance management procedure, limited importance and time assigned the performance management system (Winstanley & Kate, 1996) and absence of aptitude to plan and execute complex performance management systems (de Waal, 2007; Mendonca & Kanungo, 1996).

A study by de Waal & Counet (2008) demonstrates that the disappointment rate of performance management systems has diminished in the previous decade from 70% to 56%, and that the most extreme challenges faced by organisations are: absence of top administration duty; not having a performance culture; performance management getting a low need or its utilization being deserted after any significant change; management putting low need on the usage; and individuals not sufficiently seeing advantage from performance management. Behn (2005) also argues that some implementation challenges ensue because *“managers implement a performance system with rules and regulations and then leave it to run, rather than take a hands-on operational approach, and use leadership skills to motivate people to produce more, or better, or more consequential results that are valued by citizens”* (p. 64). Again, Khan, Ishaq, Nawaz & Hussain (2013) have identified a number of problems faced by Pakistani organizations while implementing PMS which can be likened to some other countries which includes low priority on implementation by the management, insufficient resources, more effort and time required in implementation than expected, unstable phase, unclear goal for PMS implementation, negative attitudes towards PMS, PMS and information-communication technology (ICT), organizational strategy, definition of

Critical Success Factors and Key Performance Indicators, goals for lower levels, linkage between KPI, individual employee, team and departments, change management process, reward system and PMS, updating PMS system and others. From the above it is evident that performance management implementation comes with a number of challenges despite the nature of the organisation. This implies that both public and private sector organisations do face some challenges in the implementation of performance management systems.

## **2.7 Performance management in the Public sector**

Performance management has been touted as the most commonly chased public sector reform in modern times (see, Moynihan 2008; Heinrich 2007; Radin 2006; Hood 2006). For example, Moynihan (2008) believes that performance management was followed as portion of the wider bundle of reform commonly referred to as the new public management. Discussing the evolution of performance management in the public sector, an account by Williams (2003) shows that it is not a modern day invention as it was existing even in the early 1900s. Williams (2003) argues that the New York Council in the early 1900s was breaking down information and setting focuses to report recorded action and figure future performance which suggests that performance management was a key administrative part then as it is today.

Armstrong & Baron (2005) state that while the term “performance management” was not used until the 1970s, it is currently a set up part of public administration with journals delivering uncommon releases on the subject (Ferlie & Steane, 2002). Rhodes et al. (2012) note that performance management in the public sector is topical both for professionals and academics and that there are various publications and advisor driven projects on the topic.

Several studies have been conducted on performance management in the public sector (see, Ferlie & Steane, 2002; Williams, 2003; Fryer et al., 2009; Rhodes et al, 2012). For example, a study by Fryer et al. (2009) uncovers that the normal enhancements in performance, responsibility, straightforwardness, quality of service and value for money have not yet appeared in public administration. To them, there are three classes of issues with performance management in public administration – specialized, systems and inclusion. Fryer et al. (2009) additionally include that externally forced restructurings and redesigns confine the effective usage of performance management systems. Another study by Rhodes et al (2012) found that administrative culture is a key element impacting the pace of change and that the mentality of elites (lawmakers and public administrators) is additionally a key bit of the riddle. Rhodes et al (2012) additionally agree that monetary and political emergencies happening together quicken the presentation of incorporated performance management systems, yet that trust in government does not seem, by all accounts, to be a huge variable. The study additionally indicates that in absence of political crises / responsibility, governments will prioritize “external” performance measures, for example, client service, support and transparency objectives over “internal” performance measures, such as, financial, employee management and entire of government reporting.

## **2.8 Performance Management Implementation in Ghana**

Performance management has been implemented in a number of countries including Ghana. Performance management implementation began in the Civil Service with a number of issues associated with its full implementation. It is argued that the implementation of the performance management system in the civil service has been undermined by a number of problems and challenges (see Ohemeng & Owusu, 2011; Ohemeng, 2009; Issachar, 2009). Ohemeng & Owusu (2011) for example have identified the lack of political commitment, failure to move from

workforce administration to human resource management, powerless linkage between performance management and the national spending plan, the absence of respect for change management, and continuous change of civil service heads as some of the difficulties confronted by Ghana's Public Sector in the usage of Performance Management. Ohemeng (2009) further uncovers that difficulties such as culture, institutional discontinuity, the absence of organized rewards and punishments, absence of commitment among key managers, and absence of political will has incredibly influenced the execution of PMS in Ghana's public administration. Issachar (2009) on his part has presented a number of challenges including:

- the low level of official responsibility/contribution in and support for the framework,
- the poor capacity for setting clear targets and objectives, and measuring and assessment criteria for performance evaluation,
- the failure of the assessment system to differentiate between effective from ineffective performers,
- employees finding the process worthless because it did not contribute to career progress, advancement, and motivation in the organization,
- the absence of a visibly defined, pronounced, and enforceable performance management policy, and
- the appraisal forms concentrating exclusively on promotion, and not on training and retention.

Despite the above challenges, Appiah-Adu & Aning (2012) note that another performance management framework was proposed in year 2007 which looked to build up systems and procedures for adequately inspiring and evaluating employees in the public, particularly Chief Directors and Directors, and also institutional performance in Ghana's Public Administration

setup. As per Appiah-Adu & Aning (2012) the objective was to guarantee the full standardization of the new framework in the public administration system and a strategy for compensating and endorsing performing and punishing non-performing employees amongst others. Despite its prospects notwithstanding, Cabinet neglected to support the strategy for two principle reasons (Ohemeng, 2012; Ohemeng & Owusu, 2011). As per Ohemeng & Owusu (2011) the first reason was that the draft policy was finished close to the end of the last term of the President, considering that the attention of the President was more on the elections than improving upon the administrative system of the country (Ohemeng & Owusu, 2011). The second reason talked about by Ohemeng & Owusu (2011) is the rate of turnover among Heads of the Civil Service. They believe that the frequent changes in the leadership of the service has in one way or the other contributed to Ghana's inability to adopt a policy on performance management. Based on the challenges encountered previously, a new performance management system has been developed even though it is yet to undergo full implementation.

## **2.9 Policy Implementation Models**

The notion of policy implementation has attracted the attention of a good number of people when it comes to political and administrative dialogue. The success or otherwise of a policy to a greater extent depends on the implementer which implies that implementation is a very important activity that cannot be taken for granted (Hill & Hupe, 2002). Policy implementation has been extensively defined. For example Howlett and Ramesh defined policy implementation as *“a stage whereby programs or policies are carried out, the translation of plans into practice”* (Howlett and Ramesh 2003:185). Implementation is also seen by Majone and Wildavsky as *“a process of interaction between the setting of goals and the actions geared to achieving them”* (1978:104). A number of models have been formulated and can be used for the implementation of policy by a number of

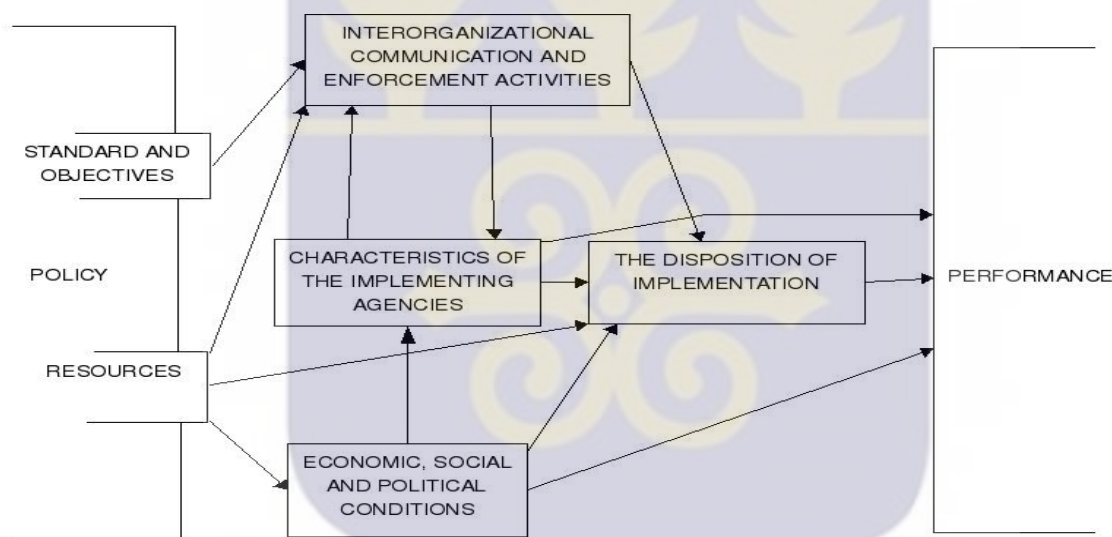
authors (Van Meter & Van Horn, 1975; Thomas & Grindle, 1990; Rothstein, 1998; Hewlett & Ramesh, 2003; Kingdon, 1984). To situate the study in theory, the researcher examined some of the models proposed by these authors after which a conceptual (factor-based) framework was constructed. Discussed below are some of the models:

### **Van Meter and Van Horn's Model**

Van Meter and Van Horn (1975) argue that policy makers should be able to establish the differences that exists between policy implementation, impact, and program performance so as to ensure that discussion about the effectiveness of policy implementation is enhanced. Policy implementation “*encompasses those actions by public and private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions*” (Van Meter & Van Horn, 1975). Van Meter and Van Horn define policy impacts as the “*consequences of a policy decision*” whereas program performance is described as “the degree to which anticipated services are actually delivered” (Van Meter & Van Horn, 1975). The model discusses six main factors that impacts policy implementation: three out of the six factors focus on the policy and the second three factors concentrate on aspects of the policy's implementation. The first factor of the model examines the policy itself in four categories: goals and objectives, definition of key terms, and the policy's target groups. The second factor looks at the policy's resources including funding, technical or legal support, and political assistance. The third factor deals with policy enforcement and compliance which details what compliance means in the context of the law, what institutions are involved, and delineates sanctions for not non-compliance.

The fourth factor investigates characteristics of the implementing agency, including its bureaucratic structure, type of managerial power, organizational culture, and intergovernmental

relations with other agencies and stakeholders. An organisation’s bureaucratic structure is a mirror image of how the organisation is organized as well as the distribution of power. The fifth factor looks at economic, social, and political conditions as a factor affecting policy implementation, including the general economic environment, dominant societal philosophies, public views and media attention, and political support. The last factor assesses the nature of implementers, which is made up of the implementers reasoning ability and readiness to appreciate the policy, technical know-how, care for the policy, and values like efficiency, effectiveness, equity, ethics, and empathy.

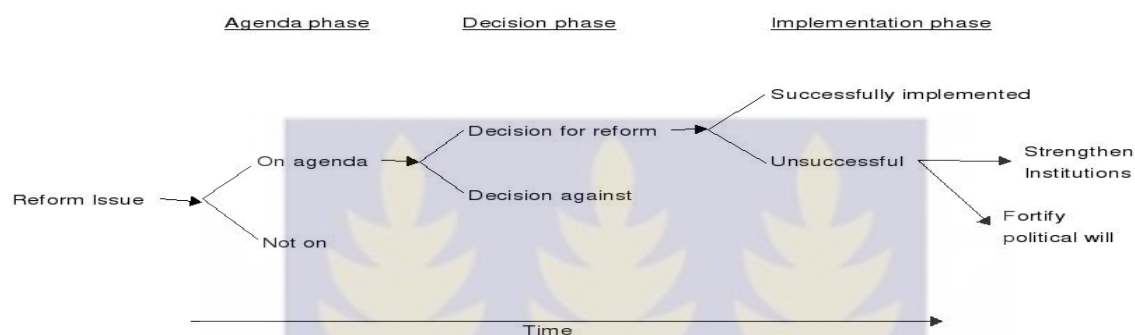


**Source:** *Van Meter and Van Horn (1975:463)*

### **Thomas and Grindle Model**

According to this model, “a proposed reform gets on the agenda for government action, a decision is made on the proposal, and the new policy or institutional arrangement is implemented, either successfully or unsuccessfully” (Thomas and Grindle 1990:1164). In this model, the choice is the discriminating decision and pulls in the consideration of the policy makers and donor partners. Here execution is overlooked or thought to be the errand of different

gatherings. The model sees policy change in three stages: these are Agenda stage, Decision stage and Implementation stage. Implementation is seen as what happens after the choice stage, and fruitful execution is seen as an issue of regardless of whether the execution establishment is sufficiently solid for the task.



**Source: Thomas and Grindle (1990:1165)**

Thomas and Grindle (1990) have questioned this model of change on the basis that policy execution is not as easy we see. A policy may be modified or turned around at any stage in its life cycle by weights and responses of the individuals who contradict it. As they contended, a few intrigues may be more viable at impacting abnormal state authorities in government, others at influencing the administrators of the execution process or the individuals who control the assets required for implementation (Thomas and Grindle, 1990).

Another model is defined in relation to policy streams. Kingdon (1984) advocates that policy change originates from three streams difficulties, politics, and policies. The model by Kingdon indicates that whereas the three streams might be working individually, for a policy to be initiated the three streams needs to be integrated. As noted by Kingdon the three different streams have their own set of factors which can negatively or positively affect them. The policy streams model highlights the significance of the timing and stream of arrangement activities. The streams do not simply get together accidentally instead from reliable and maintained activity by policy

proponents. Each of these models has regular parts that arrangements rise up out of issues and affirmation on the part of policymakers and different partners in proposing strategies and following up on all the possible alternatives before making the right choice.

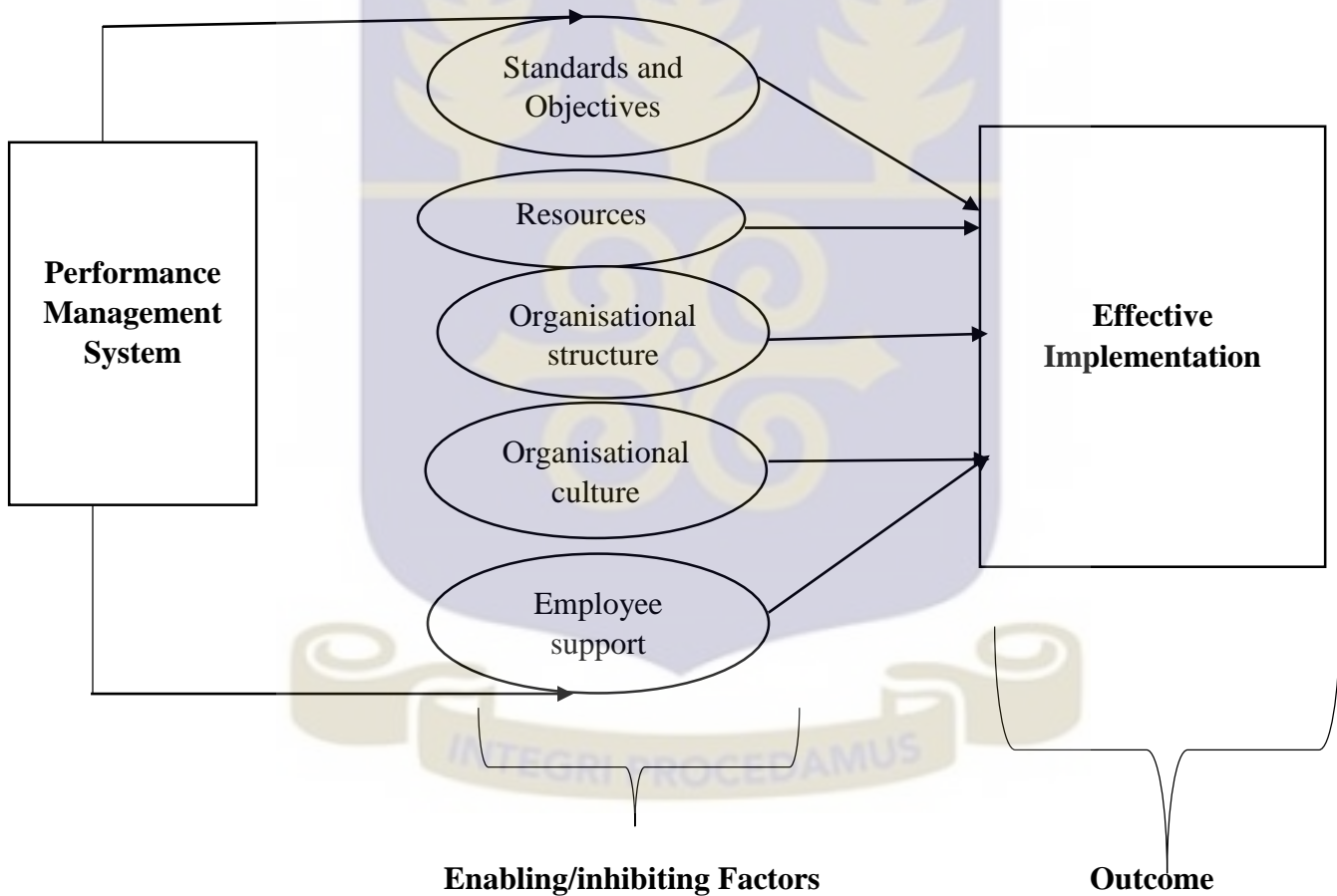
## **2.10 Conceptual Framework**

From the review, the researcher constructed a factor-based framework. It has been argued that policy implementation in any context depends largely on a number of factors (Van Meter & Van Horn, 1975; Thomas & Grindle, 1990; Rothstein, 1998; Hewlett & Ramesh, 2003). From the reviews, it was revealed that performance management implementation can be affected by factors such as standards and objectives; resources; processes and procedures; local factors as well as organisational culture (Torres, 2004; Pollitt & Bouckaert, 2004; Guthrie, Humphrey, Jones, & Olson, 2005). The presence or absence of these factors will affect implementation of any given project or programme. Standards and objectives are the core thrusts of every policy. To illustrate this, Van Meter and Van Horn (1975) have stated that all public policies have standards and objectives that elaborate the overall goals. It can be hypothesized that if a policy has no clear standards and objectives, it is bound to fail.

For programmes to be successful, resources needs to be readily available. Therefore if the required resources are not present, the probability of the programme failing is extremely high. Resources come in the form of financial and human which are all necessary conditions for programmes to survive. According to Hewlett & Ramesh (2003), for policies to be effectively implemented, financing should be provided, people assigned, and directions and actions developed. This is supported by Van Meter and Van Horn (1975) who posit that for implementation to be effective, there is the need for policy implementers to make available resources which may include funds

and other incentives to encourage or facilitate effective implementation. This is especially so when policies are being implemented in developing countries. Since their inception, local governments in Ghana have consistently blamed their failure to implement their programmes on inadequate financial as well as human resource. It is highly possible that financial constraint is likely to affect the implementation of the performance management system of the Sefwi Wiawso Municipal Assembly.

**Figure 2.2 conceptual framework**



An important variable that affects the implementation of programmes is the structure of the organisation. According to Rothstein (1998), the appropriateness or otherwise of the organisational structure tasked with the execution of policy will certainly impact on the success or otherwise of any given programme. To him, even though it is important to have appropriate policy design, it is

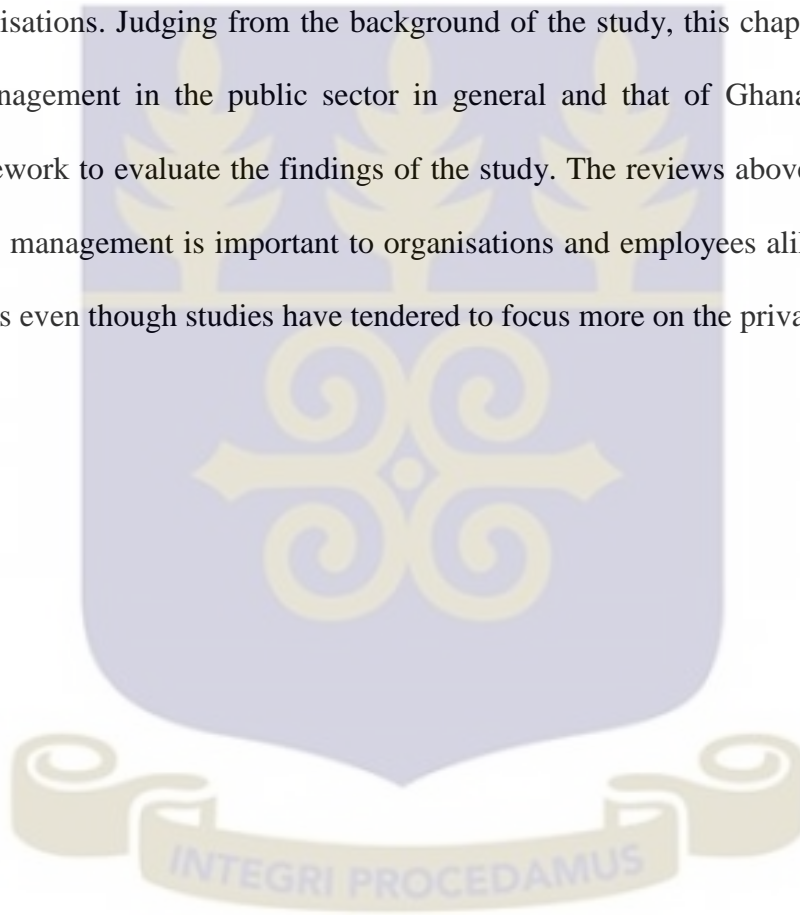
equally central to successful policy implementation to have suitable implementation structure. In this study, the structure of the Assembly will be examined as it can affect the success or otherwise of the performance management programme. Schein (1985) has contended that culture comprises of three measurements – beliefs, qualities and relics. Suspicions are generally held, imbued intuitive perspectives of human instinct and social connections that are underestimated. Qualities speak to inclinations for option results and in addition method for accomplishing those results. Relics are the more strong or physical representation of society that incorporate customs, trademarks, conventions and myths.

Culture has been described as vital to the implementation of locally based programmes due to its ability to facilitate or impede the process. Culture is an important determinant when it comes to the implementation of changes or reforms such as performance management systems (Torres, 2004; Pollitt and Bouckaert, 2004; Guthrie et. al, 2005). For example, the study by Torres, (2004) revealed that the Napoleonic society has been portrayed as having a starting suspicion towards administrative changes on account of its solid legitimate code introduction and its conventional state administrations. It is strongly believed that culture has a series of implications which can affect the success or otherwise of performance management systems. Successfully implementing a programme cannot be achieved without the contribution or participation of employees. In view of that employees are one of the drivers of a successful organisational programme. Employees will always have to buy into the idea being implemented before it can see the light of the day. As held by Aguinis (2009) and Armstrong (2008), employees are the backbone and pillars behind the success or otherwise of organisations. Considering the role employees have to play, it is anticipated that employee support is highly recommended if the programme is to succeed. It is believed that

the factors discussed above will affect the implementation of the performance management system of the Sefwi Wiawso Municipal Assembly.

## **2.11 Conclusion**

The chapter has dealt extensively with the various definitions of performance management, the purpose, the features, benefits, and the challenges of implementing performance management systems in organisations. Judging from the background of the study, this chapter also discussed performance management in the public sector in general and that of Ghana together with a conceptual framework to evaluate the findings of the study. The reviews above point to the fact that performance management is important to organisations and employees alike both in private and public sectors even though studies have tended to focus more on the private sector.



## **CHAPTER THREE**

### **OVERVIEW OF LOCAL GOVERNANCE IN GHANA**

#### **3.0 Introduction**

The focus of the study is on the implementation of performance management in Ghana's local government system, therefore is the need to shed more light on local governance from evolution to the current state so as to contextualize the study. In view of that, this chapter provides an overview of local governance in Ghana. It begins with the concept of local government, history of local government and decentralisation in Ghana, and discusses other issues such as the legal and policy framework of local governance in Ghana, powers and responsibilities of local governments, the composition and structure of Ghana's local government system, local government financing and local government staffing.

#### **3.1 The Concept of Local Government**

The concept of Local Government like other concepts, has been defined differently by different scholars even though the focus has been on the management of local affairs by local people in a particular geographical area. For example, Stones (1964), defines local government as *"part of the government of a country which deals with those matters which concerns people living in a particular locality and includes those things which parliament considers being of national interest but which has been decided to be administered by local bodies under the control of the central government"*. Dukhira (1995) also defines local government to mean the administration of the affairs of a local, or a specific area, within a country.

Drawing inspirations from the above definitions, Shah (2006) define local government as *"specific institutions or entities created by national constitutions ..., by state constitutions..., by ordinary legislation of a higher level of central government..., by provincial or state legislation ..., or by*

*executive order ... , to deliver a range of specified services to a relatively small geo- graphically delineated area” . This is supported by several scholars (see, Rhodes 1997; Thurmaier & Wood, 2002; Berry et al. 2004) who understand local government as the traditional, territorially defined, multipurpose elected local authority, while local governance is conceived as networks of typically single-purpose actors and organizations operating outside the realm of the local government organization to provide public services. Again, the International Encyclopaedia of the Social Sciences defines Local Government as “a public organization authorized to decide and administer a limited range of public policies within a relatively small territory which is a subdivision of a regional or national government”. In totality local government can be seen as full-fledged government possessing sovereignty to make whatever decisions, policies and regulations desired locally without any control by any government or rigidly supervised by the central government.*

### **3.2 Local Government and Decentralisation in Ghana: The Historical Perspective**

Since the British colonized the Gold Coast, successive governments have grappled with how to build the power of local government while maintaining central government control. Decentralisation in Ghana has a long standing history which dates back to the 1870s (Ayee, 2000). It can be linked to the institution of indirect rule by the British in 1878 which kept going until 1951. Amid this period the colonial masters administered by implication through the local chieftancy system, constituting the chiefs and elders in a given area with powers “to establish treasuries, appoint staff and perform local government functions” (Crawford, 2004; Nkrumah, 2000). In the view of Crawford (2004), the British governed the Gold Coast colony through the indirect rule system where local authorities or chiefs were used as the agents. The frontier government decided and endorsed the central and divisional chiefs and remunerated those most faithful to the crown with authority positions on city and local councils. At first, the British set up

local councils as elected bodies responsible for the oversight of public health, peace and order in the colony (1859 Municipal Council Ordinance), but rapidly realized that assigning followers to native councils was more responsive to achieving their interests and they abandoned elections. For more than 90 years, the British generated and removed managerial, financial and legal obligation to the traditional authorities they selected (Hoffman & Metzroth, 2010).

Nkrumah (2000) also observes that, under indirect rule, descending responsibility of rulers to the people was replaced by upward answerability to the colonial powers: “the democratic ideals underlying chieftancy in Ghana, which made chiefs accountable to their people, began to suffer as the recognition by the central government was more crucial to the chief than the support of his people”. In the post-freedom period from 1957 onwards, native government was by and large feeble and subject to the centralisation of force that was average of the post-colonial state in Africa (Tordoff, 1997). Endeavors at decentralization changes were presented at distinctive times, for occasion in 1974 under the military administration of Gen. I. K. Acheampong, by and large described as deconcentration, and went for fortifying central government control at the native level (Nkrumah, 2000).

The decade leading up to Ghana’s independence in 1957 was filled with tension and conflict over British rule in the colony. The unrest during the late 1940s focused on poor living conditions and a lack of representation in the civil service. The British realized they were losing control over the colony and commissioned Aiken Watson to investigate the causes of the 1948 Disturbances. Following the Watson Report, the English charged Sir Henley Coussey to head an advisory group to survey Watson's proposals and, partially, investigate the likelihood of presenting a fair arrangement of local government. As an aftereffect of the distress and the suggestions of both the

Watson and Coussey commissions, the British rolled out vital improvements in administration of the province. In 1950 and 1951 the British allowed the Gold Coast internal self-government, representation, and more noteworthy cooperation in native government (Boafo-Arthur 2001).

The progressions the British actualized were a between time measure before autonomy. After independence in 1957, the Convention Peoples Party (CPP) drove by Dr. Kwame Nkrumah came to power. Nkrumah endeavored to sideline local authorities in light of the fact that the most effective ones upheld the opposition United Gold Coast Convention (UGCC). The opposition between the UGCC (later turned National Liberation Movement (NLM)) and Nkrumah's administration turned out to be clear when he endeavored to start local government changes. The CPP government made five regional, autonomous assemblies, but chiefs and the NLM forced the CPP to abolish the policy within a year (Knierzinger, 2009).

The CPP tried once more to implement local governance change through the 1960 constitution. The constitution encompassed the Local Government Act of 1961, which affirmed that native government be autonomous, representative and accountable for its own financing. It divided Ghana into city, municipal and local councils. The CPP introduced council elections and made the leaders of the assemblies paramount chiefs who were appointed by the Ministry of Justice. Just as the British had done, Nkrumah quickly realized the importance of manipulating the chieftaincy institution to accomplish his intentions regardless of changes predestined to democratize local government structures (Crawford 2004). The CPP was thrown out of government in 1966 by the National Liberation Council (NLC), which developed from affiliates of the earlier NLM opposition (Knierzinger, 2009). During this period, there was a noticeable swing in the tactic to local governance due to the NLM's ties to powerful traditional authorities. A verifiable viewpoint was

the decentralization changes presented in the early time of Rawlings' populist military control (1981-92). In 1983, Rawlings' PNDC government declared an arrangement of authoritative decentralization of central government services, alongside the setting-up of People's Defense Committees (PDCs) in every village and town. The PDCs, made up of nearby PNDC activists as self-distinguished guards of the 'transformation', viably assumed control local government obligations, however regularly constrained the implementation of self-improvement projects (Nkrumah 2000), while the deconcentrated services assumed a more critical part. Ayee (2000) states that, in spite of the PNDC's populist talk, its enthusiasm for decentralization mirrored that of past administrations, that is, an enthusiasm for the regulatory decentralization of central government and not the devolution of political power to the native level.

Rawlings' military government quickly organized elections, and held elections that declared Dr. Hilla Limann as President in 1979. Dr. Hilla Limann was the leader of the People's National Party (PNP). The constitution that followed included Chapter 20, which dealt specifically with issues of local governance. It announced polls for two-thirds of councilors serving the local assemblies, with traditional authorities retaining the capacity to appoint the other one-third. The PNP was not able to enact the policy as Rawlings and his Provisional National Defence Council (PNDC) overthrew the PNP in 1981. The PNDC's dedication to participatory majority rule government and decentralization was essential to its philosophy. Rawlings set up the Public Administration Restructuring and Decentralization Implementation Committee (PARDIC) to audit all the progressions and initiatives of local governance that had been discussed and taken place since independence. In 1987, the Akuse group was commissioned and provided a blue print for the advance the local administration (Crawford 2004). The 1992 Constitution incorporated the laws on native governance passed during PNDC rule and it remains the foundation of the current system

of decentralization. The 1992 constitution included chapter 20 (altered slightly from the 1979 constitution) on decentralization and local government. The constitution reflected (at least on paper) the PNDC belief in grassroots participatory democracy at the local level (Ayee, 2000). Article 240 laid out the specifics of the District Assemblies: the appointment of a District Chief Executive (DCE) by the president, elections for 70% of assembly members, and presidential power to choose the remaining 30% in consultation with chiefs and particular vested parties. Discussions for designated individuals seldom happen, in any case. Rather, these positions have a tendency to go to gathering supporters (Ahwoi, 2010, Crawford, 2004, Boafo-Arthur, 2001).

### **3.3 The Legal and Policy Framework of Local Governance in Ghana**

Ghana's local government system is backed by the 1992 Constitution (Article 240). The procedure of decentralization increased political prominence in the late 1980s, with the finish of studies joining local government change endeavors with political procedures of preparation and equitable representation. Pivotal to this was the establishment of Local Government Law 207 in 1988, supported by an archive named the "Blue Book", which was utilized as the premise of exchange with different segments of the populace in regards to the crucial elements of decentralization in Ghana. The standards fundamental the present building design of decentralization flourished from the 1988 provisions of the Local Government Law (Decentralisation Policy Review Final Report 2007).

The fourth Republican Constitution in Chapter 20 stipulates that Ghana shall have “...a system of local government and administration which shall, as far as practicable, be decentralized,” and Article 35 (6d) requires the state “to make democracy a reality by decentralizing the administrative and financial machinery of government to the regions and districts and by affording all possible

*opportunities to people to participate in decision-making at every level in national life and government.*” These provisions and others have been given further backing by enactments such as:

1. Local Government Act 462 of 1993;
2. District Assemblies’ Common Fund Act 455 of 1993;
3. Civil Service Law 1993 (PNDCL 327);
4. National Development Planning (System) Act 479 of 1994;
5. National Development Planning Commission Act 480 of 1994;
6. Local Government Service Act 656 of 2003;
7. Institute of Local Government Studies Act 647 of 2003;
8. Local Government (District Tender Boards) Establishment Regulations and others.

The Constitution additionally provides that a District Assembly might be the most astounding political power in the area, and that District Assemblies should have deliberative, administrative and executive powers. The Constitution endorses that Ghana might have an arrangement of local government and administration which should, to the extent practicable, be decentralized. The synthesis, forces and obligations of the diverse sorts of District Assemblies are recommended in the Local Government Act 462 of 1993.

### **3.4 Powers and Responsibilities of Local Governments**

The District Assemblies provide many services at the local level, yet with changing degrees of power and obligation regarding the administration provisions. The segment enactments and administrative instruments setting up the District Assemblies give as a rule covering obligations to the District Assemblies and to the focal government. The District Assemblies deliver many

services, for example, pre and primary education, social welfare, wellbeing facilities, cemeteries, galleries and libraries, water and sanitation, ecological security and transport, however with differing degrees of power and political obligation regarding service provision. The obligations of the sub-area local government structures are to an expansive degree hazy and they have basically no personnel or budgetary assets to perform capacities and obligations (Local Government Act 1993, Act 462; 1992 Republican Constitution of Ghana).

The Local Government Act of 1993 recommends to the District Assemblies broad mandates. Notwithstanding, it is quiet on the particular activities, and does not indicate which ones ought to fall under the obligation of the District Assemblies. Also, neither the Constitution nor the Local Government Act make qualifications between capacities that must be done and which functions the District Assemblies may attempt deliberately in the event that they decide to do as such (Local Government Act 1993, Act 462; 1992 Republican Constitution of Ghana). Moreover, every District Assembly is set up by an authoritative instrument, which characterizes its locale and determines the capacities that it ought to attempt. The Local Government Act gives that the District Assemblies may make by-laws for the reasons of undertaking a capacity presented on it by the Local Government Act or whatever other establishment. The by-laws must be submitted to the Minister in charge of local government for approbation (Local Government Act 1993, Act 462; 1992 Republican Constitution of Ghana). The objectives and importance of Ghana's decentralization policy, both under the PNDC Law 207 (1988), the Local Government Act 1993 (Act 462) and the Local Government Service Act 656 (2003) together with Chapter 20 of the 1992 Republican Constitution of Ghana are basically the same. According to these legislations, local governments are:

1. Constituted as the planning Authority for the district.

2. established as the central managerial and development-oriented decision-making body in the district and the basic unit of government administration.

3. Recognized as a solid structure to which is given the responsibility for the entirety of administration to bring about the integration of political, administrative and developmental support desirable to accomplish a more reasonable distribution of control, wealth and physically spread development in Ghana (Local Government Act 1993, Act 462; 1992 Republican Constitution of Ghana).

4. Assigned with deliberative, legislative and executive functions.

These functions have been further explained in Section 10(3) of Act 462 as follows:

*a) Be responsible for the overall development of the district and shall ensure the preparation and submission through the regional coordinating council for approval of the development plan to the commission and budget to minister of finance for the district.*

*b) Formulate and execute plans, programmes and strategies for the effective mobilization of the resources necessary for the overall development of the district.*

*c) Promote and support productive activity and social development in the district and remove any obstacles to initiative and development (Local Government Act 1993, Act 462; 1992 Republican Constitution of Ghana).*

*d) Initiate programmes for the development of basic infrastructure and provide municipal works and services in the district.*

*e) Be responsible for the development, improvement and management of human settlements and the environment in the district.*

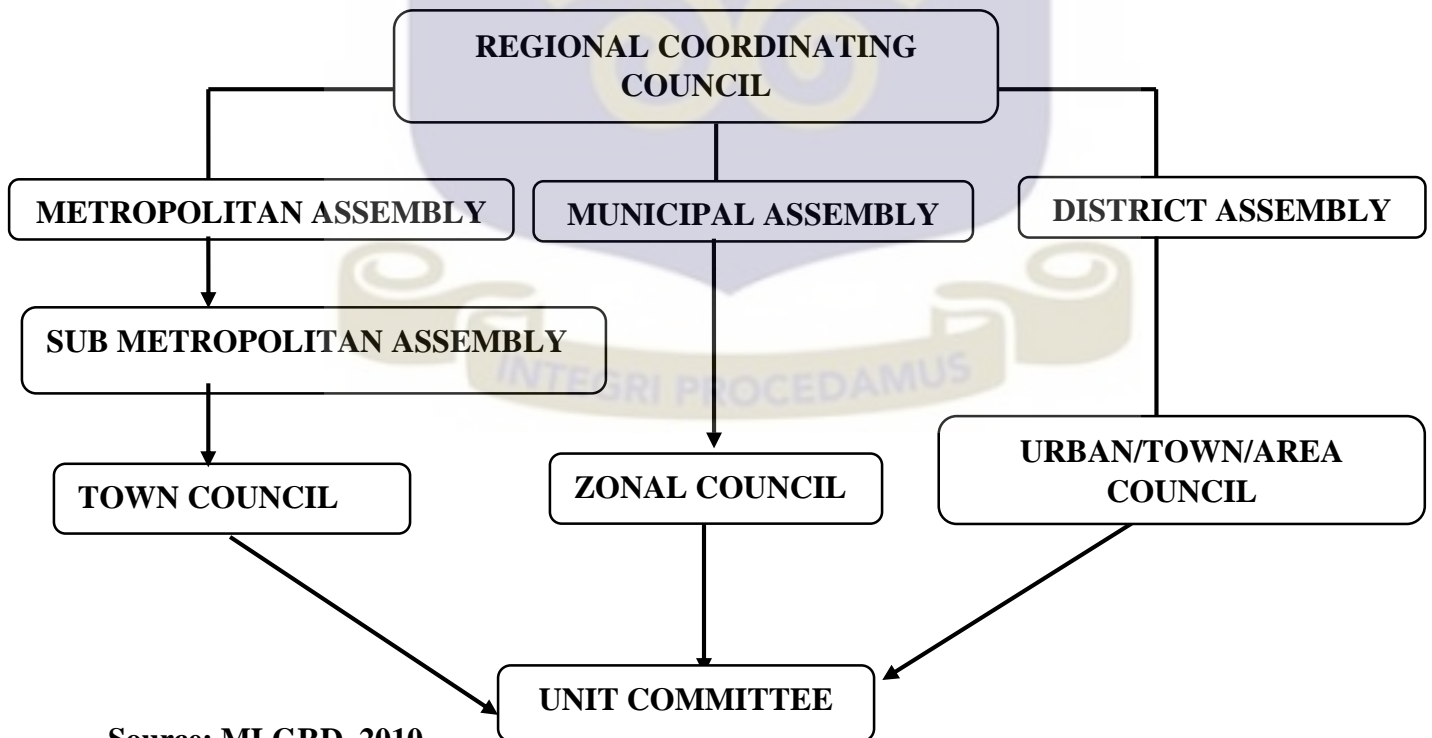
*f) In cooperation with appropriate national and local security agencies, be responsible for the maintenance of security and public safety in the district.*

- g) Ensure ready access to the courts and public tribunals in the district for the promotion of justice.*
- h) Initiate, sponsor or carry out such studies as may be necessary for the discharge of any of the functions conferred by this Law or any other enactment.*
- i) Perform such other functions as may be provided under any other enactment (Local Government Act 1993, Act 462; 1992 Republican Constitution of Ghana).*

### 3.5 The Composition and Structure of Ghana’s Local Government System

Ghana’s local government has a unique structure and this structure is made up of: A four (4) tier Metropolitan and a three (3) tier Municipal / District Assembly. On top of the structure is the Regional Coordinating Council acting as intermediary between the central government and the various Assemblies.

**Fig. 1 Current local government structure**



### **Regional Coordinating Council**

According to Ahwoi (2010) “the Regional Coordinating Council (RCC) per the regulations comprises of the Regional Minister as chair and his Deputy/Deputies, the Presiding Member (PM) of every District Assembly, the District Chief Executive (DCE) of every area, two chiefs from the Regional House of Chiefs and the Regional heads of the Regional Coordinating Council without voting rights. RCCs are set up for each of the ten (10) Administrative Regions of Ghana. They are regulatory and coordinating as opposed to policy-making bodies” (p. 107).

### **Metropolitan, Municipal and District Assemblies**

Metropolitan, Municipal and District Assemblies comprise of the Chief Executive, 70% of the directly elected, the Member/Members of Parliament representing constituencies within the district and 30% of the members are appointed by the President in consultation with the chiefs and other interest groups in the district. In practice, “the process for the appointment of the 30% is carried out by the Minister responsible for Local Government. The Chief Executive is nominated by the President, approved by two-thirds of the members of the District present and appointed by the President. The Assembly has a Presiding Member who is elected from among the Assembly members by two-thirds of all the members of the Assembly” (MLGRD, 2010; Ahwoi, 2010).

### **Metropolitan Assembly**

The Metropolitan Assembly is established for districts with a population of 250,000 and over. According to Ahwoi (2010), the threshold of 250,000 was decided on using the 1984 National population census figure of 12.3 million, even though the national population had increased to 18.9 million in the 2000 population census, the threshold has not changed. Currently there are six (6) Metropolitan Assemblies in existence (MLGRD, 2010; Ahwoi, 2010).

### **Municipal Assembly**

The Municipal Assembly is created for solitary dense areas with inhabitants of 95,000 or more and consequently referred to as “one-town Assemblies”. Currently, there are 56 Municipal Assemblies in Ghana (MLGRD, 2010; Ahwoi, 2010).

### **District Assembly**

District Assemblies exist for geographical areas with population of 75,000 and above. There are 154 District Assemblies in existence bringing the total MMDAs to 216 (Ahwoi, 2010).

### **Sub-Metro District Councils**

Sub-Metro District Councils are immediately below the Metropolitan Assemblies. The Sub-Metro District Councils arrangement has been dictated by the complex and peculiar socio-economic, urbanization and management problems that confront the metropolis (MLGRD, 2010; Ahwoi, 2010).

### **Urban Council**

As per regulations “Urban Council consists of not less than 25 and not more than 30 members, made up of not more than 8 persons elected from among the members of the relevant District Assembly, not more than 12 representatives from the unit Committees in the area of authority of the Urban Council and not more than 10 persons ordinarily resident in the urban area” (MLGRD, 2010; Ahwoi, 2010).

### **Zonal Council**

The Zonal Council exists in the Municipal Assembly areas only. It is made up of a minimum of 15 members and a maximum of 20 members. The constituent members are 5 persons elected from

among the members of the relevant Municipal Assembly, maximum of 10 representatives from the unit Committees and a maximum of 5 ordinary citizens residing in the zone (MLGRD, 2010; Ahwoi, 2010).

### **Town/Area Council**

“The Town/Area Councils consist of not less than 15 and not more than 20 members made up of not more than 5 persons elected from among the members of the relevant Assembly, not more than 10 representatives from the unit Committees and not more than 5 persons ordinarily resident in the town or area” (MLGRD, 2010; Ahwoi, 2010).

### **Unit Committee**

“The Unit Committee consists of not more than 15 members made up of 10 elected persons resident in the unit and nominated by the District Chief Executive acting on behalf of the President” (MLGRD, 2010; Ahwoi, 2010).

## **3.6 Local government financing**

Chapter 20 of the 1992 Constitution, posit in Article 240(2)c, that “*there shall be established for each local government unit a sound financial base with adequate and reliable revenue*”, and Article 252(1) defines the District Assemblies Common Fund, its basis, and its operations. The Constitution also states in Article 252(2) that: “*subject to the provisions of this constitution, Parliament shall annually make provision for the allocation of not less than five per cent of the total revenues of Ghana to the district assemblies for development*”. The Local Government Act 462 (1993), incorporates various vital statements on local government funding, especially on the ten classes of Internally Generated Funds (IGFs), the system for raising funds through loans, the budgetary administration framework and the District Assemblies Common Fund (DACF). The

Sixth Schedule (Section 86) of the Local Government Act 462, 1993, spells out the Revenue of Local Government bodies in Ghana. Income from these sources is depicted as Internally Generated Funds. According to the Local Government Act, these includes but not limited to:

1. *Income Tax (Registration of Trade, Business, Profession or Vocation) Law, 1986 (PNDCL 1560);*
2. *Entertainment Duty under the Entertainment Duty Act, 1962 (Act 150);*
3. *Casino Revenue under the Casino Revenue Tax Decree, 1973 (NRCD 200);*
4. *Betting Tax under the Betting Tax Act, 1965 (Act 268);*
5. *Gambling Tax under Gambling Machines Decree, 1973 (NRCD 174);*
6. *Rates and Levies: levies on crops other than cocoa, coffee, cotton and sheanuts (Local Government Act, 462).*

Fees as described in the Sixth Schedule (Section 86) of the Local Government Act includes “*Cattle ponds, Conservancy, Slaughter house, Market dues, Market stalls/stores, Lorry park dues, Advertisements, Trading kiosks, Restoration of conservancy service, Graveyard receipt, Bread bakers, Chop bars, Corn mills, Dressing stations and others can also raise revenue for local assemblies*” (Local Government Act, 462). Licenses also plays a very important role in revenue generation and examples are “*Dog licenses, Hawkers, Extension of hours, Hotels and restaurants, Beer and wine sellers, Petroleum installation, palm-wine sellers, Akpeteshie distillers/sellers, Herbalists, Taxi cabs, Lorry parks overseers, Taxi drivers (driving license), Self-employed artisans, Fishing tolls, Birth and deaths*” (Local Government Act, 462). Taxes chargeable on the revenue of self-employed individuals also form part of the chunk of revenue generated by local governments and they are: “*Spare parts dealers, Chemical sellers, Tailors and dressmakers, Sandcrete blocks manufacturers, Musical spinners, Radio and television repairers, Gold and silver*

*smiths, Drinking bar operators, Professional photographers, Chop bar keepers and cooked food sellers, Butcher, Refrigeration and air conditioning workshop owners, Hairdressers, Garage owners, Video operators, Cornmill owners, Co-operative distillers, Scrap dealers, Livestock breeders and traders, Traders and Liquor sellers. District Assemblies can also raise revenue through Town Hall/Community centre receipts, District hearse hiring, Dislodging of latrines, Hire of bulldozers/grader, Collection of sand/grave/stone, Slot machines, tool land revenue, Toilet receipts and others” (Local Government Act, 462).*

### **3.7 Local Government Staffing**

Local government employees were formerly hired through the Office of the Head of the Civil Service. With the passage of the Local Government Service Act 2003, “appointments, promotions and disciplining of local government personnel now come under the Local Government Service Council” (Ferrazzi, 2006, p. 13). There are three categories of employees at the local level. They are:

- Local Government Employees recruited by the Local Government Service
- Civil Servants employed by the Office of the Civil Service and the Public Service and,
- Local employees recruited and paid locally by the District Assemblies (Local Government Service Act, 2003).

The District Assemblies are expected to have a specific number of officers, specifically the law mandates Assemblies to have “*District Coordinating Director (the leader of the paid administration), the finance officer, the development planning officer, and the Local Government Inspector*”. The town/area/zonal councils must have a secretary, an accounts officer and a typist. A hefty portion of these councils are not completely staffed. In addition, local governments can

also recruit internally. For example, cleaners, revenue collectors, clerical staff etc. These category of employees are paid from the IGFs generated by the Assemblies (Ferrazzi, 2006; Kuusi, 2009).

### **3.8 Conclusion**

Local governments are at the forefront of development in Ghana especially in rural areas and supplementing central government's efforts in providing development policies to the disadvantaged communities. This chapter has given the overview of local governance in Ghana right from its inception to date. The regulatory framework as well other relevant issues pertaining to local governance in Ghana have been discussed.



## CHAPTER FOUR RESEARCH METHODOLOGY

### 4.0 Introduction

This chapter presents the methodology adopted for the study. It presents details of how the research was carried out. It discusses the research paradigm, research approach, target population, the sample technique, sample units and size of the research. In addition, it also discusses the sources of data, data collection methods as well as the method of data management and analysis.

### 4.1 Research Paradigm

A research paradigm is *“a set of fundamental assumptions and beliefs as to how the world is perceived, which then serves as a thinking framework that guides the behaviour of the researcher”* (Jonker & Pennink, 2010, p. 3). The study aimed at examining performance management systems in local governments in Ghana using the Sefwi Wiawso Municipal Assembly as a case. This study was therefore undertaken from an interpretive perspective as this offered explanations to the implementation of performance management systems in the Assembly from the perspective of both the heads/supervisors and their subordinates. Interpretivism according to Wahyuni (2012), is at the far extreme of postpositivism, and contributes to constructivism. As noted by Saunders, Lewis & Thornhill (2009), *“interpretivism advocates that it is necessary for the researcher to understand differences between humans in their role as social actors and this emphasises the difference between conducting research among people rather than objects”*. Interpretivists have always argued that reality is constructed by social actors. In support of this position, Hennink, Hutter & Bailey (2011) assert that, since social viewpoints and experiences are subjective, truth may change and can have multiple viewpoints. Judging from these positions, it is therefore not surprising that interpretivists reject objectivity and a single truth as proposed in postpositivism. In addition to the above, Neuman (2011) posit that interpretivists adopt a descriptive procedure of

analysis to describe essentials and highly comprehensive explanations of a particular truth being studied, rather than seeking to generalize. During the study, the experiences and values of both research participants and the researcher substantially influenced the collection of data and its analysis thereof. This paradigm is relevant as it helped the researcher to pose the what, the why and how questions so as to probe the issue of performance management in a local government setup drawing inspirations from previous studies.

#### **4.2 Research Approach**

The study adopted a qualitative approach. Despite the fact that several studies have been conducted in the performance management arena, little has been done on local governance and therefore approaching this study from a qualitative perspective was in the right direction taking into consideration the experiences of the supervisors and employees as well. In support, Cresswell (2014) posits that qualitative approach is where “the inquirer often makes knowledge claims based primarily on the multiple meanings of individual experiences socially and historically constructed, with an intent of developing a theory or pattern or advocacy/participatory perspectives (i.e., political, issue-oriented, collaborative, or change oriented) or both” (p. 183). As further noted by Cresswell (2014) “a qualitative approach uses strategies of inquiry such as narratives, phenomenologies, ethnographies, grounded theory studies, or case studies” (p. 187). The study sought to understand performance management implementation from the perspectives of the supervisors and employees of Municipal Assembly. In view of that the researcher gathered open-ended with the essential expectation of creating relevant themes from the information. Qualitative studies is particularly compelling in acquiring socially specific data about the qualities, sentiments, practices, and social settings of specific populace. Using a subjective methodology enabled the researcher to utilize open-ended and probing questions which gave the respondents the chance to

react in their own words, instead of compelling them to select from given alternatives. The open-ended inquiries stirred reactions that were: important and socially notable to the members; unanticipated by the researcher; and rich and logical in nature. Another point of preference of this methodology is the way that the researcher had the adaptability to probe further a number of the responses, for example, why, why not or how. The researcher listened carefully to what respondents said after which they were locked in to expand further on their answers.

### **4.3 Research Design**

The specific design that was adopted is case study because the study examined in detailed the challenges facing the Sefwi Wiawso Municipal Assembly in the implementation of performance management system. The study focused more on the “why” and “how” questions with respect to the Assembly’s performance management system. The context of the study was also relevant and so there was the need to select a case so as to examine in detail the issue at stake. As noted by Yin (2009) “a case study design should be considered when: the focus of the study is to answer ‘how’ and ‘why’ questions; you cannot manipulate the behaviour of those involved in the study; you want to cover contextual conditions because you believe they are relevant to the phenomenon under study; or the boundaries are not clear between the phenomenon and context”. The focus of the study was to examine in detail how and why the Assembly is implementing the current performance management system. In the view of Baxter & Jack (2008) ‘qualitative case study’ is a way to deal with studies that facilitates investigation of a phenomenon within its normal setting utilizing an assorted sources of information. This guarantees that the issue is not investigated through one viewpoint, rather a mixture of perspectives which takes into account various features of the issue to be uncovered. Specifically, the descriptive nature of the study made it possible for the researcher to describe the current state of the implementation of performance management

systems in the Assembly. This position is supported by Yin (2012) who believes that a case study enables a profound study of a real-life current phenomenon in its ordinary setting. Case study is considered suitable when little is known about the issue, or hidden findings in an earlier research suggest a need for a new viewpoint. This affirms the choice of the case study approach. This approach provided detailed and extensive data on the subject of the study.

#### **4.4 Sources of data**

The data for the study were acquired from two principal sources specifically primary and secondary sources of data. Primary information are most by and large seen as information accumulated from the data source and which have not experienced any form of analysis. Put differently, primary information are gathered by the researcher himself/herself utilizing a scope of collection tools, for example, interviews, observations and questionnaires instead of essentially depending on existing data (Wilson, 2010). The primary sources of data for this study was gathered from the in-depth interviews conducted. Interviews are relevant as it provides access to the context of the behaviour of the people and also provides a way for the researcher to understand the meaning of that behavior in relation to performance management. A basic hypothesis in in-depth interviewing study is that the connotation people attach to their knowledge affects the way they carry out that knowledge (Seidman, 2006). To Wilson (2010), interviews have the ability to engage in verbal communication which provides interesting insights into respondents' feedback and their general behaviour which often allows respondents to answer questions in an in-depth way and also permits them to elaborate on specific questions and key themes.

Secondary data is a data that has been collected by other investigators which comprises everything from yearly reports, publicity materials, available case reports, periodicals, journal articles and newspaper reports as well as government printed sources (Wilson, 2010). The secondary data for

this study was collected from policy documents, annual reports, performance appraisal reports, research results, articles, textbooks and other publications on the subject of this research. The main benefit of using secondary data is the huge savings in terms of resources, for example time and money (Ghauri & Grønhaug, 2005). It is also less expensive to use secondary data than to gather the data personally. Again it is relatively easier to investigate far bigger information sets, for example, those gathered by government reviews. Utilizing secondary information within organisations may also have the advantage that in that they have been gathered already, and therefore they give an unpretentious measure (Saunders et al, 2009). Notwithstanding the advantages or justifications above, Denscombe (2007) believes that a secondary data will have been gathered for a specific reason that may be different from one's study with different research question(s) or objectives. Despite this, the secondary data used was in line with the objectives of the study.

#### **4.5 Target Population**

A research population is defined by Wilson (2010) as “the entire set of cases from which a sample is drawn”. The population for the study was mainly made up of all employees of the Sefwi Wiawso Municipal Assembly.

#### **4.6 Sample size**

The sample size is a critical element of any experimental study in which the objective is to make derivations around a populace from a sample. The decision of sample size is as critical as the decision of sampling plan on the grounds that it likewise decides the degree to which the researcher can make factual and/or expository speculations (Onwuegbuzie, & Collins, 2007). In reality, the sample size is subject to the expense of data gathering, and the need to have enough data. Per

regulations, each assembly should have seventeen (17) departments namely Central Administration; Finance; Education; Youth and Sports; Health; Waste Management; Agriculture; Physical Planning; Social Welfare & Community Development; Natural Resource Conservation; Works; Trade, Industry and Tourism; Budget and Rating Legal; Transport; Disaster Prevention (NADMO); Urban Roads; and Birth and Death. Even though these departments are supposed to work under the central administration with the Municipal Coordinating Director as their Administrative Head, almost all these departments reports to their central / head offices in the national capital. In view of that, most of them still rely on the performance management system developed at the centre. In view of that, the interviews were limited to some few departments. In view of that 20 heads of departments and employees were selected and interviewed. The interviewees were made up of the Municipal Coordinating Director, Human Resource Manager, Municipal Finance Officer, Municipal Works Engineer, Head of Planning, Budget, Internal Audit, Chief Local Government Officer, Town and Country Planning Officer while the remaining were subordinate employees.

#### **4.7 Sampling Technique**

The study adopted the purposive sampling technique. A purposive sampling technique was used in selecting the interviewees (Principal officers / heads of department and some employees). The principal officers were chosen for the interview due to the fact that they have first-hand experience, information and requisite knowledge on the subject matter. Purposive sampling is a non-probability sampling method sometimes called judgmental, selective or subjective sampling. The main goal of judgmental sampling is to concentrate on familiar features of the population under study, which will best help to answer the research questions.

#### **4.8 Data Collection Process**

The study begun with a review of secondary data from multiple sources with direct bearing on the research objectives. Primary data was collected for the study through interviews. The questions were prepared to cover the thematic areas of the study so as to obtain as much information as possible. The questions were carefully designed so as to ensure suitability for the research as well as capture some of the problems that may be encountered during the data instrumentation process. To make the data collection easier, tools such as recorders, field log, pens and others were used so as to provide a detailed account of the process, and the transcription and analysis of the data. Due to the nature of the study, observations were recorded in detail in addition to experiences and perceptions throughout the research process.

#### **4.9 Data Management**

Analyzing qualitative data fundamentally includes disassembling, fragmenting and reassembling information to shape significant discoveries so as to draw relevant conclusions (Boeije 2010). The information gathered from the interviews was analysed utilizing the Miles & Huberman (1994) approach to analyzing qualitative data. The data was coded to categorize and describe patterns and themes from the viewpoint of the interviewees, so as to comprehend and describe these patterns and themes. During data analysis the data was structured categorically and chronologically, reviewed repeatedly, and recurrently coded. A list of key thoughts that surface were recorded. Recorded interviews were transcribed verbatim. Field records and diary entries were regularly reviewed to ensure correctness of the data collected.

#### **4.10 Limitations of the Study**

The limitations of the study are discussed along three main issues namely generalization, validity and reliability.

##### **4.10.1 Generalization**

Qualitative researchers have mostly been criticized on the basis of their inability to generalize the findings arising out of the study beyond the selected case (s). According to Gibbs (2007), the term qualitative generalization is used in a narrow way in qualitative studies since the intent of this form of research is not to generalize results to entities, sites, or places outside the scope of the study. The value of this qualitative research lies in the particular account and themes developed in this setting. Although this study does not seek to draw general conclusions, the shortcomings have been well noted. Notwithstanding these limitations, the study was able to examine in detail the performance management system of the Sefwi Wiawso Municipal Assembly as well as the challenges facing the implementation process.

##### **4.10.2 Validity**

Validity deals with two issues and these are initially, the degree to which the data collection strategies precisely measure what they were planned to quantify and second, the degree to which results are true about what they maintain to be about (Saunders et al, 2007). To this end, the researcher made use of multiple and different sources of evidence. The researcher did solicit the views of interviewees with the view of enhancing the credibility of the data collected and the findings and interpretations from the study. The researcher relied on some of the respondents who were useful in reviewing the findings and reports to ensure validity of the data and findings.

### **4.10.3 Reliability**

Reliability on the other hand addresses, the extent to which the data collection methods will yield constant/reliable results, and comparable observations or inferences can be made by other researchers, or whether there is transparency in how the raw data was analysed. Reliability requires consistency in data and findings and it involves demonstrating that the data collection process and data produced can be repeated with the same results (Saunders et al., 2007). In this study, the data collected was coded and the emerging themes examined in detail. Notwithstanding the issue of consistency discussed above, it is extremely possible to have findings using the same methods which is one of the features of qualitative studies such as this.

### **4.11 Ethical Considerations in the Study**

To make the study more purposeful, ethical issues were highly respected. In the view of Saunders, et al, (2007), ethical issues in research relate to getting access, gathering data, processing, data management and writing up the findings of the study in an ethical and responsible way. In this study, an introductory letter was obtained from my supervisor in order to gain access to data from the Assembly and its employees which was further approved by the Municipal Coordinating Council before actual data collection was initiated.

#### **4.11.1 Informed Consent**

The issue of informed consent is imperative in any study and therefore relevant steps were taken by the researcher to ensure that respondents participated freely. It is imperative for all and sundry who partakers in a study to willingly assent to partaking, without being forced or unfairly pressurized. This implies that they should be educated on what partaking entails, and reassured that failure to participant constitute no offence and therefore will not affect any benefits they

receive. The respondents for the study were duly informed and as such their consent was sought before the interviews were conducted. Specifically, the researcher described the purpose of the study to all respondents as well as what is expected of them. In addition, the implications of the study were fully explained to the understanding of the respondents. Sufficient information regarding the purpose of the study, duration of the study, procedure, discomforts, and benefits associated with the study were provided to enable participants make informed decisions about participation.

#### **4.11.2 Confidentiality**

To ensure the privacy of the participants, they were assured that their names as well as their portfolios or details would not be made public and that their responses will be used purposely for this study and nothing else. They were also assured that the study would not be inimical or unfavourable to them as employees or the Assembly. The respondents were informed of the fact that, the research is purely for academic purposes and that information provided would be treated with strict confidentiality.

#### **4.12 Profile of Sefwi Wiawso Municipal Assembly**

##### **Background**

The Legislative Instrument LI 1386 creating the Sefwi Wiawso District Assembly was enacted on the 23<sup>rd</sup> November, 1988 under PNDC Law 207 and substituted by Local Government Act 462, 1993. It was elevated to a municipal status in March, 2012 by Legislative Instrument, L.I 2015 (Municipal Composite Budget, 2014). The Sefwi Wiawso Municipal is the seventh largest in the Western Region lying in the north-eastern part of the region. It is bordered by Juaboso and Bia District and by Aowin / Suaman to the South. It is bordered by Bibiani – Anhwiaso –Bekwai to the coast and Wassa Amenfi to the South-east. The Sefwi Wiawso District Assembly as the

political and Administrative Authority is located at Sefwi Wiawso, the District Capital (Municipal Assembly Profile, 2013).

### **Mission Statement**

The Sefwi Wiawso Municipal Assembly exists as the highest political, administrative and planning authority to improve upon the quality of life of the people in the municipality by harnessing and utilizing all resources for Sustainable development (Municipal Composite Budget, 2014).

### **Vision Statement**

To achieve total socio-economic growth and rural development through harnessing human and material resources and full participation of the citizenry in decision making and implementation processes manifest in the quality of life of the people (Municipal Composite Budget, 2014).

### **Vegetation and Forest Reserve**

The Sefwi Wiawso Municipality falls within the moist semi-deciduous forest zone of Ghana. The forest type consists of the celtic triplochito association. Common species found are Onyina, Odum, Wawa, Mahogany, Sapele, Emile, Asamfena, Red Cedar, among others. The municipality has several Forest Reserves, most of which are Muro (covering an area of 167.84skm; located at Boako, a ten (10) minutes' drive from Sefwi Wiawso, the municipal capital), Suhuma Forest Reserve (covering an area of 359.78skm; located at Old Adiembra/ Amafie, 20 minutes' walk from Sefwi Wiawso) and Tano Suhien (covering an area of 84.60skm; located at Punikrom, less than 20 minutes' drive from Sefwi Wiawso (Municipal Composite Budget, 2014).

### **Agricultural Activities**

Agriculture is the main economic activity in the municipality, with about 80% of the working populace engaged in this sector which constitutes the core source of domestic revenue in the municipality. There are three (3) prominent types of farming activities in the municipality (Municipal Composite Budget, 2014). These are livestock farming, food and cash crop farming. The most principal amongst these cash crop productions is cocoa which constitute a greater percentage of the farmers in the municipality. The municipality is one of the largest producers of cocoa in the Western Region and has potentials of expanding. Livestock farming is carried out on a limited scale as compared to cash crop farming (Municipal Composite Budget, 2014).

### **Traditional Set Up**

The Sefwi Wiawso District has one traditional council, that is, the Sefwi Wiawso Traditional Council, which is headed by the Paramount Chief of the Traditional Area (Omanhene), with the title Okogyebour (Municipal Assembly Profile, 2013). The traditional Area also includes the whole of the political Districts of Juaboso, Bia and Akontombra. The Traditional council has a membership of 65 Chiefs. The inheritance system is matrimonial. The chiefs and people of the District celebrate Yam Festival – or Aluelue. It is celebrated in December in the District Capital. Other towns celebrate the festival on convenient dates between December and February (Municipal Assembly Profile, 2013).

### **4.13 Conclusion**

This chapter has presented the methodology adopted for the study. It has described and justified the methods and processes that were used to collect data for answering the research questions. Pertinent issues such as the research paradigm, approach, design, sources of data, sampling

techniques, methods of data collection as well as methods of data management have been discussed. The next chapter presents the analysis and discussion of findings gathered.



## **CHAPTER FIVE ANALYSIS AND DISCUSSION OF FINDINGS**

### **5.0 Introduction**

In this chapter, the data gathered have been analysed and presented. The analysis and the discussions focused on two main themes which form the objectives of the study. Specifically, the presentation and discussion were done under the implementation of the Assembly's performance management system and the challenges of implementing performance management.

### **5.1 Background information of respondents**

The interviewees were all stationed in the Sefwi Wiawso Municipal Assembly. Most of the interviewees hold a bachelor's degree, a few of them had professional qualifications while the remaining had Master's degree. It is clear from the responses that all the respondents are well educated and have the capacity to discuss the issue at hand. It was also important to find information on the duration of service the employee had been with the Assembly. The responses indicate that the majority of them have worked for less than 5 years in the Sefwi Wiawso Municipal Assembly even though they have been in the local government circle for more 20 years. This is so because senior level employees in the local government setup and of course most public institutions cannot stay at a particular station for more than four (4) years. That notwithstanding, most of the interviewees exhibited a high level of maturity with respect to the issue at hand. The number of years an individual remains in employment enhances or attests to his/her level of experience. It can therefore be said that majority of the employees are experienced.

## 5.2 Implementation of Performance Management System

Under this objective, the key issues that were discussed are employees understanding of performance management, features and purpose of the Assembly's performance management system, the process of implementation and the effectiveness of the current system.

### 5.2.1 Understanding performance management systems

As a necessary starting point, there was the need to examine the understanding of the interviewees on performance management. The definition given by the interviewees varied even though the focus was on performance. Most of the definitions however centred narrowly on the assessment of employee performance leaving behind all the other activities relating to performance management. For example an interviewee defined performance management as:

*“a way of assessing staff and how they meet departmental goals. They are standards or guide that are set to measure the performance of employees”.*

In addition an interviewee had this to say:

*“I see performance management as a way of appraising staff within this organisation”.*

Notwithstanding the narrow definition given by some of the respondents, others also gave a comprehensive definition which more or less encapsulates the whole concept of performance management as recognized in literature. An interviewee had this to share:

*“I see performance management as a more of a process than a one-time activity. The individuals and teams within the Assembly's setup have to be managed very well if we want to achieve our objectives. Therefore I will say it is a process of managing employee performance so as to contribute to the achievement of enviable organisational performance”.*

Another interviewee who was thinking in the same direction also added that:

*“performance management establishes a shared responsibility and understanding of what is to be achieved in a given year and what can be done to achieve that through the leading and developing of employees”.*

The various definitions confirm the fact that the interviewees had the capacity to respond to the subsequent questions.

### **5.2.2 Purpose and features of PMS**

The purpose of an organisation’s performance management system has to be made known to all employees if it is to be achieved. There are countless motives why performance measures will be instituted. Whatever the case may be the reasons could range from financial to developmental. Therefore interviewees were asked to indicate the purpose of the Assembly’s performance management system. An interviewee hinted that:

*“It is used for the purposes of promoting staff such that those who fall short will be given the necessary training. It is used to evaluate how individual employees are working and whether there is the need for improvement in terms of capacity building”.*

This view was supported by most of the interviewees except some few ones who believe that it goes beyond just the promotion of staff. They were of the view that the system focuses on the achievement of the goals of the Assembly which therefore calls for the active involvement of employees. In support of their argument this is what an interviewee retorted:

*“the focus is to manage the performance of employees so that they will feel motivated and belonged which will then push them to improve the productivity levels. It also ensures that right salaries are paid while giving information on employee strengths and weaknesses”.*

The responses indicate the varying nature of the purposes for which a performance management system will be instituted or implemented. The responses again reveal that the performance management system helps the organisation to address salary issues, get feedback and feed-forward with respect to employee performance. In addition, it also identifies employee strengths and weaknesses, as well as training and development needs. Performance Management systems have certain distinguishing features which separates a bad from a good one. A worthy performance management system entails of a well-adjusted set of factors that are vital for the success of an organisation and a limited number of indicators that are a measure for organizational performance. An interviewee stated that:

*“the current performance management system consists of issues such as job descriptions, expectations, evaluations, corrective policies as well as commendations and continuously monitors the performance of the employees, provides feedback, as well as direction to the Assembly even though not all the elements are applied”.*

Another interviewee added his voice by saying that:

*“the performance management system describes the processes and procedures used by the supervisors of the Assembly to evaluate their employees’ job performance and it’s also aligned to the existing systems and strategies of the assembly”.*

From the responses it is evidently clear that the current performance management system deals with a mixture of systems, procedures and actions undertaken by the Assembly to assess the performance of employees. The performance management system involves of components such as job descriptions, performance potentials, appraisals, corrective policies and recommendations. The respondents were quick to add that the Assembly does not practice all the above elements.

### 5.2.3 Implementation of PMS

Performance management is an ongoing process that involves planning, developing, coaching, providing feedback and evaluating employee performance. Ideally, performance management systems spans a year. In view of that, respondents were asked to indicate the duration of the implementation of the current PMS. While some were of the view that the current PMS was implemented throughout the year, others saw it as a half yearly activity with a few indicating that it was a one-time activity. To these employees, there is nothing like performance management, it is just a performance appraisal system. Those employees who see the current system as a year round activity indicated that the Assembly goes through series of activities from the beginning of the year to the end mostly crowning it with a performance appraisal meeting. This is what a respondent shared:

*“..... as a head of department we meet at the beginning of the year to determine the goals of the Assembly for the year before I communicate it to my subordinates and ensure that it is achieved before the year ends. I have been doing this ever since I was posted here”.*

In support of this an interviewee opined:

*“..... Oh we normally meet our supervisors at the beginning of the year for them to inform us of the goals of the department as well as the Assembly and we also do our best to achieve those we can because of the challenges we face”.*

According to another interviewee:

*“management expect all departments to come out with their goals when we begin every new year so that it can be added or fused with the overall goals of the Assembly. Because of that our supervisors always put a lot of pressure on us to deliver or else we fail our appraisal”*

To the half yearly employees, most of the performance issues are never communicated or discussed until the second half of the year when the appraisal period is getting close. In a reaction an employee said:

*“..... it is a year round activity on paper but half yearly in practice. I’m saying so because my supervisor and even other supervisors hardly talk about performance issues at the beginning of the year. The only time they talk about your performance is when you receive your appraisal forms”.*

In addition to the above, some respondents lamented on the manner in which the assembly looks at performance issues. Most supervisors of the assembly focus narrowly on performance appraisal to the neglect of other important activities. An employee thinks:

*“our supervisors don’t care about how we undertake our activities. They are only interested in filling our appraisal forms and giving us low marks. For me I don’t see anything yearly about this system”.*

Because most organisations and managers need to acquire the greatest return on their investment and employees are undoubtedly the most costly and valued asset they have, it only makes sense to do everything humanly possible to get the best performance from them. But some respondents who felt the assembly has a performance appraisal and not a performance management system shared this:

*“..... as employees we have to know what is expected of us, we also like to know how we are performing against the expectations of the Assembly and we want to develop ourselves to address the gaps in performance and to move toward greater responsibility so that we get rewarded. But we don’t see that over here. The only time we experience a bit of the so-called performance management system is the appraisal period”.*

The process of implementing performance management systems vary across organisations. In view of that, there was the need to examine the process of implementation in the assembly. Normally, the process begins with performance planning and ends with performance review or renewal. Even though majority of the respondents viewed the performance management system of the Assembly as a process, they were a bit divided as to the specific processes adopted by the Assembly. Some of the respondents hinted that it is a three-stage process which involves the planning of performance, implementation and performance assessment and review. Respondents also noted that there are guidelines to help supervisors offer continuing support to the subordinates, and in relation to the performance management responsibilities of both supervisors and subordinates to avoid focusing on the year-end performance assessment.

This is what an interviewee had to say:

*“I can't say it is a comprehensive or complete process, but to the best of my knowledge, we meet at the beginning of the year to plan what we want to achieve for the year in question after which our supervisors enforce performance standards require to achieve those objectives. When the year is coming to an end we review our performance with the help of the appraisal forms”.*

Fundamentally, a performance management system is composed of process and people components. The process component is made up of job descriptions, assessment standards, the appraisal discussions, and reward and recognition systems. A key constituent of the people component is the supervisor or manager, who drives the system by setting expectations, communicating plans, inspiring progress, and giving and receiving feedback from subordinates.

Some of the interviewees felt it is just a two stage activity or process - performance planning and performance evaluation. To these people, there is actually nothing like performance

implementation because when the goals are formulated hardly does someone ensures its implementation. The only thing supervisors do is to mark the appraisal forms filled by the employee just because it is an annual ‘ritual’ or requirement. To this end an employee noted:

*“..... as for planning the Assembly is very good but the problem is the implementation. Getting people to oversee the implementation of the plans has always been a problem. It looks like no one cares about our performance, the only thing they care is the filling of the appraisal forms”.*

On the other hand some of the respondents who had earlier on indicated that the current performance system is a one-time activity and not a process felt the system lacks so many components which needs to be addressed. For example, an interviewee observed:

*“Communication is the critical item. None of the so called processes matters if the communication with an employee is not done effectively. The interesting thing is that most employees have more detail than most supervisors on what they do every day and how they perform but the supervisors fail to listen to us”.*

It looks like, there is a variation in the system of implementation across departments. For some departments such as accounts/finance and Internal Audit, the respondents were able to give responses regarding its implementation as compared to other respondents such as the typists. Pilot tests provide a formal and structured process in a controlled environment for evaluating a programme. The process allows an organization to evaluate a programme without the extensive financial investment required for a full implementation. Pilot tests produce data about how the programme will meet its intended objectives. This information aids the implementation team in deciding what changes need to be made and whether or not to fully implement the programme. Pilot testing is very important in programmes implementation. There was therefore the need to examine whether the system was pilot-tested before full implementation. The respondents

unanimously indicated that there was no pilot-testing prior to full implementation. This is what an interviewee had to say:

*“it was designed from the office of the head of civil service, so our business was to implement it. That notwithstanding it works closely with the objectives of the assembly through clear planning”.*

Because there was no pilot test, employees did not have the opportunity to criticize the system. An interviewee disclosed this:

*“No issues were raised before implementation. Employees were not given chance to assess to the system before roll-out”.*

A vital figure guaranteeing a fruitful implementation of a system is to pilot test the new process in several units preceding huge scale execution. Pilot tests gives a chance to determine whether the system will work easily and effectively. It will likewise indicate if administrators and workers comprehend and bolster the procedure, or if further change-management endeavours are needed. Once more, managers can gage responses to the framework and make changes that will encourage organisation wide execution. The reactions from respondents indicates that the benefits connected with pilot-testing was never acknowledged which infers that the framework can confront a few results.

#### **5.2.4 Effectiveness of the current system**

Performance Management has apparently been one of the characterizing patterns in HR as of late.

A decent system goes a long ways past execution examination. Successful systems ought to be concerned with positive advancement, from the points of view of both employees and the organisations being referred to. Performance appraisals can make employees feel they are being held under a spotlight and can in some cases influence their confidence. On the issue of the performance management system’s effectiveness, the respondents were divided as some felt it is

grossly ineffective whereas others were of the view that it is effective to some extent. To those respondents who felt the system was ineffective, the system lacks certain key characteristics which is supposed to be present in all effective systems such as clear description of jobs, alignment of employees' goals to those of the Assembly as well as communication. To this end, some interviewees shared their views. An interviewee remarked that:

*".....the job descriptions for each and some of the positions in the Assembly are not clear and easily defined as expected and also our goals as employees' are not aligned with those of the Assembly because it is not even considered"*.

In addition to that, another interviewee exclaimed:

*"I don't think the system is effective. An effective system should involve collaboration between supervisors/ heads and employees. To me I think this two-way communication is essential to the effectiveness of the system as it fosters an open environment that allows for freedom of discussion and therefore if it is not being practice then I can see this as effective"*.

Summing up, an interviewee hinted:

*"In my view, the current system is not effective at all. Seriously speaking an effective system should encourage collaboration, teamwork, and communication among the employees and supervisors in this assembly but what do we see .... a total mess. Frankly speaking we need to up our doing"*.

Other respondents were of the view that even though the system does not address all the relevant performance issues of the assembly, the system is somewhat effective. To these employees, the Assembly makes use of the appraisals when an employee is due for promotion and therefore acts as a check on employee behaviour even it is a bit selective. This is what an employee shared:

*"It is effective to some extent. Normally done when someone is going for promotion his or her appraisal is required before the person is interviewed"*.

To some extent it has not been effective as the focus has always been just appraising the employee which always come as an annual ritual for employees and their supervisors. The actual design was participatory even though the posture of some supervisors and employees have limited or reduced the level of participation. Some employees are not given feedbacks with respect to how they performed which does not auger well for the proper functioning of the system. Seriously speaking, some of employees value the performance management system of the Assembly. Implementing an effective performance management system may require a fair amount of work at the onset, nonetheless when the essentials are well established the system will not struggle to survive or run.

### **5.3 Implementation challenges facing the Assembly's Performance Management System**

Performance management systems, which typically include performance appraisal and employee development, are the weak or vulnerable activities of human resources management which can actually or potentially lead to downfall. They suffer flaws in many organizations, with employees and managers regularly lamenting their ineffectiveness. Ideally, the basic objective of performance management systems is to develop and improve the performance effectiveness of employees so as to improve that of the Assembly. The managers of the organisation and the employees must work together to plan, monitor, and review the system not forgetting the appraisal of these employees' work objectives and overall contribution to achieving the organization's goals. Both formal and informal communication are used to provide feedback. A lot of time and energy is spent in crafting the right vision, mission and goals of a performance management system. Yet, the success of programme is not assured. In view of the above respondents were asked to indicate whether the performance management system has been implemented successfully. Most of the respondents indicated that the system has not been successfully implemented looking at the challenges confronting the assembly. Effective performance management systems brings change into

organisations and as such the employees of the Assembly expected management to manage strategically the change aspect of the system which to most of them, has been woefully managed. The change management aspect of performance management should be managed strategically. Generally speaking, organisation's top leadership must drive the change process if the system is to succeed which involves the proactive management of resistance as well. A communication process should be put in place which will explain the benefits of the performance management system, provide updates so as to reduce the suspicions surrounding implementation. But from the responses gathered managers have not been able to effectively plan and implement the performance management system of the Assembly. A respondent shared this:

*“oooooh I don't think it has been successful. In fact all of us don't respect the implementation time frames, how can it be successful? All documentation and forms are not properly completed. We do it anyhow”*

Commenting on the poor implementation of the system, an interviewee hinted that:

*“Mechanisms that must be put in place to ensure the objectivity of performance ratings and judgements, and to reduce favouritism and bias is not there so supervisors just give any mark and its worse when you and your supervisor are at war”.*

The responses above indicate that there is a problem with the current performance management system of the Assembly. In view of the above, there was the need for respondents to indicate the particular challenge facing the Assembly. Some of these challenges revealed by the respondents include the following: wrong design, poor communication, poor integration, low commitment by the top officials, absence of training, inadequate capacity for setting clear targets and objectives, and measuring and evaluation criteria for performance assessment cultural issues, absence of

rewards for good performance, financial constraints, over-bureaucratization of the performance management process, and the limited importance accorded to it. Discussed below are some of the dominant challenges presented by the respondents.

The performance management system and devices must be intended to address the specific needs of organisations for this situation the objectives of the Assembly. The design ought to include intensive discussion with all partners and particularly employees and supervisors who always utilizes the framework. Discussion and collaboration are important to nurture trust and organisations with workers and managers. Trust is a flat out necessity for the achievement of the objectives of the performance management system. Individuals included in the outline of the framework must have aptitude in performance management and an understanding of the context in which the Assembly finds itself but this is not the case at Sefwi Wiawso Municipal Assembly. Recounting how the issue has affected the implementation of the current system, an interviewee fumed:

*“I think the current system was wrongly designed. The performance management system and tools does not fit with the specific needs of the Assembly. The heads of department only see it as a requirement which needs to be fulfilled annually and not something to help improve the performance of the Assembly as well as its employees”*

Some respondents especially the supervisors maintained that some of the employees are not supportive at all. They believe strongly that the system is not working to perfection because of the behaviour of some of these employees. Describing the situation, a supervisor shared his views:

*“employees are supposed to cooperate with their supervisors always, unfortunately some employees don't do that to the extent that they sometimes fight some of us. It is really an unpleasant experience and does not auger well for the Assembly”.*

The above remarks indicates the extent to which cooperation is important in the performance management system. The respondents also indicated that it is a two-way relationship and therefore both parties (employees and supervisors) must all play their role if it is to succeed. Interestingly some employees also blamed their supervisors for the inability of the system to achieve its intended objectives:

*“some of supervisors don’t help at all, they just assess us anyhow without recourse to our actual performance. Some of us have not been promoted because our bosses do not like us and so we always don’t pass. I have been complaining about this thing for years but to no avail”*

A practical communication plan and procedure must be adhered to during the execution of the system. Communication is a very important feature of performance management systems. Right from the planning and design stages of the programme, there will be the need to effectively communicate with the major stakeholders such as employees. During implementation, good communication enables managers to effectively deal with resistance to change and building confidence of stakeholders in the system. This implies that communication and training are inevitable if the performance management system is to succeed. Describing the relevance of communication and how it has negatively, an interviewee revealed that:

*“Communication is one of the most critical success factors of the entire performance management system because it reduces resistance to change, and generates commitment to the system but the Assembly has failed to do that and employees are at a lost”.*

The performance management system needs to be fused with the strategic plans, culture, structure and other relevant components of the Assembly as well as the human resource management systems. The absence of integration can negatively affects the success of the system. In the opinion of an employee:

*“The current performance management system fails to link individual performance, departmental performance and service delivery and so things are done haphazardly”.*

The above remark on lack of alignment is due to the fact that various programmes of the Assembly have been segregated. There is no link between the Assembly’s strategy, budgets and operational plans mainly due to the fact that it was undertaken by different people with varying objectives. Performance management has to be approached from a unified standpoint. Cooperation must exist between the Assembly’s strategy, budgets and operational plans, its culture and structure and as well as human resources. In the absence of harmony, it will be extremely difficult if not impossible for performance management system to prosper no matter how detailed the programme may be.

Commitment is a vital concern with respect to the success or otherwise of a programme. Some of the respondents indicated that the low commitment has negatively affected the success of the Assembly’s performance management system. The execution of the performance management system must be reinforced and motivated by top management of the organisation in question. Managers must create a vision that is shared by all members of the organisation, motivate employees and build a performance management system that pushes the organisation towards the intended destination. Successful organisations have strong value and vision-driven leaders at the top who motivate employees, create and communicate the vision, take risks, and provide support and rewards. An interviewee mentioned that:

*“There is total lack of commitment on the part of the Assembly’s top officials who are supposed to inspire us to give our all. Seriously speaking leadership commitment and support is a must for smooth implementation of the system. Top officials must drive the process and make performance management an integral part of the management of the Assembly. Leaders contribute not only in*

*setting the strategic direction and performance measures but also in monitoring and reviewing performance across the Assembly. They also reinforce the performance cycle by recognizing and rewarding performance”.*

The leadership challenge has an enormous effect on coordinating and adjusting a system of management to convey an extensive performance. Leadership commitment to the comprehension of the necessities for accomplishing a workable performance management system is critical to its success especially to local governments considering the enormous responsibilities placed on their shoulders. In addition to the above challenges, some of the respondents were also of the view that the Assembly does not have the required financial resources to effectively implement the system. To these respondents, even if the top officials are ready to fully implement the system, it is financially constrained and for that matter it has been struggling to fully implement any meaningful programme. An interviewee revealed that:

*“the Assembly is seriously constrained. As you may be aware we are yet to receive our share of last year’s common fund and we also finding it difficult to raise money internally. You know that if there is no money, there is no way the system can be effective. So that is one of our numerous challenges”.*

Due to the financial constraint, some interviewees noted that there is a total absence of rewards for employees even if they perform well. Employees are sometimes motivated to perform if there are reward systems for them but this does not happen in the Assembly. An employee bemoaned how this problem has affected the successful implementation of the current system:

*“I believe that a reward system that rewards high performance and discourages low and mediocre performance must be put in place because there is nothing of that sought over here. A*

*comprehensive and holistic reward system which can motivate employees as done in the private sector is missing in the Assembly's performance management system”.*

Employees normally expect their performance to be linked with pay. Ideally performance management systems should be connected to reward, whether it is a certain percentage rise on the employee's contribution to the performance of the organisation.

Performance management is an endless process and not an action taken at the end of the year. Incentive packages both monetary and non-monetary in nature, should be developed to reward high performers with systems in place to deal with non-performers. When performance management systems are not implemented effectively, staff will normally see the process as valueless because such systems do not contribute to career development, advancement, and motivation in the organization. On what can be done to improve the system, some of the respondents hinted that there is the need to pilot-test all future systems. The system should be fair and equitable. It is extremely important to recognize the performance management system as a continuous process and not an activity conducted at the end of each year. Systems for rewarding performance and handling poor performers was highly recommended.

#### **5.4 Discussion of Findings**

##### ***Purpose and features of PMS***

The purpose of a performance management system is one of the important issues that must be made known to employees. For instance if employees know the purpose of a programme such as performance management system, they are more likely to buy into the idea than an ignorant employee. The results from the interviews indicates that the purpose of the Assembly is varying but the most dominant ones are the promotion of staff, addressing salary issues, get feedback and

feed-forward with respect to employee performance. In addition, it also identifies employee strengths and weaknesses, as well as training and development needs. The responses support the view of Pulakos, (2009) and Armstrong & Baron, (2005). According to Armstrong & Baron (2005; 2), “the purpose of performance management is to achieve high performance by organisation and employees”. The response point to the fact that the focus is to achieve the goals of the Assembly such as speed in service delivery and others.

Respondents once again indicated that the performance management system consists of elements such as the description of the jobs performed by employees, the level performance expected of employees, evaluations, corrective measures and commendations. This has been supported by several scholars such as Wang & Berman, 2001; De Waal, 2003; Franco & Bourne, 2003; Chang, 2006. Chang (2006) for example states that “the key to successful performance management is ensuring congruence between all operational activities, covering employees at all levels in all departments and requires total management commitment to teamwork with the sole aim of achieving the goals of the organisation”. The respondents were quick to add that the Assembly does not practice all the above elements.

### ***Implementation of PMS***

In order to examine how the current system is being implemented, there was the need to look at the duration as well as the process of implementation. With respect to the duration for the implementation of the system, respondents were divided. While some were of the view that the current PMS was implemented throughout the year, others saw it as a half yearly activity with a few indicating that it was a one-time activity. To these employees, there is nothing like performance management, it is just a performance appraisal system. Those employees who see the

current system as a year round activity indicated that the Assembly goes through series of activities from the beginning of the year to the end mostly crowning it with a performance appraisal meeting. Performance management systems are composed of process and people components. The process component is made up of job descriptions, assessment standards, the assessment deliberations, and reward systems. A key constituent of the people component is the supervisor who pushes the system by establishing the expectations, communicating plans, stimulating growth, and giving and receiving feedback from subordinates. Normally performance management processes involves stages such as “performance planning, performance execution, performance assessment, performance review, and performance renewal and re-contracting” (Agunis, 2009; Pulakos, 2009). These stages occurs in a cyclical and an ongoing manner which implies that it is never-ending. The case of the Assembly to some extent does not follow this normal procedure as it is done haphazardly. Mostly, the Assembly plans its performance but fails to implement it fully. In most cases, the assembly focuses narrowly on performance appraisal to the neglect of other important activities.

Even though majority of the respondents viewed the performance management system of the Assembly as a process, they were a bit divided as to the specific processes adopted by the Assembly. Some of the respondents hinted that it is a three-stage process which involves the planning of performance, implementation and performance assessment and review. Some of the interviewees felt it is just a two stage activity or process of performance planning and performance evaluation. To these people, there is actually nothing like performance implementation because when the goals are formulated hardly does someone ensures its implementation. The only thing supervisors do is to mark the appraisal forms filled by the employee just because it is an annual ‘ritual’ or requirement. The performance management framework requires the contribution of

numerous players. The fruitful implementation of the framework obliges a definite appreciation of how the framework functions and a reasonable understanding of its advantages from the alternate points of view of all included. Fruitful execution requires wide authoritative backing and acknowledgement. Prior to the implementation, a fruitful correspondence arrangement must be actualized that will reduce resistance and galvanise support for the system. The system should also be pilot-tested as held by scholars such as Pulakos, 2009; Aguinis, 2009; Carney, 1999 and Neely et al., 1996. In addition, training programmes should be organized for supervisors so as to minimize errors and biases. Unfortunately the case of the Sefwi Wiawso Municipal Assembly is a bit of deviation from the views held by some scholars as discussed above.

Neely et al., (1996) and Carney (1999) for instance accepts that as a continuous procedure that includes both employees and supervisors, performance management frameworks ought to distinguish the vision, mission and additionally the objectives; recognize and depict key employment capacities and relating them to the mission and objectives of the organisation; create reasonable and proper target measures of performance; actualize methods for measuring performance contrasted with target performance; communicate constructive performance assessments; and advancement prospects to upgrade the performance of employees. The employees of the Assembly expected that performance management process will give a chance to them and their supervisors to examine how the goals of the Assembly can be improved as well as the professional development of employees.

As supported by several scholars, in an increasingly competitive world of today, performance improvement is not optional considering the enormous responsibilities place on the shoulders of the Assembly; it is essential for Assembly to enhance its effectiveness and competitiveness. In the

era of globalization, capability and performance of public sector employees need substantial improvement. As observed from the findings, the Sefwi Wiawso Municipal Assembly needs a very much explained system configuration on in-depth understanding of complex human nature and effective management of such programs is a key to success. Having a smart thought is insufficient as a smart thought must be caught up by system improvements and sound practices. As noted by Hernandez (2002), if performance measurement is basically seen as an information gathering and reporting activity, it will fill minimal need to a group and this is the reason the employees do not value the system.

### ***Effectiveness of the current system***

To some extent it has not been effective as the focus has always been just appraising the employee which always come as an annual ritual for employees and their supervisors. The actual design was participatory even though the posture of some supervisors and employees have limited or reduced the level of participation. Some employees are not given feedbacks with respect to how they performed which does not auger well for the proper functioning of the system. Seriously speaking, some of employees value the performance management system of the Assembly. As indicated earlier, the implementation of an effective performance management system might necessitate a reasonable amount of work at the onset, nonetheless when the essentials are well established the system will not struggle to survive or run.

In the view of Bouckaert (1993) “*the level of effectiveness of a PMS can be evaluated in terms of its validity, legitimacy and functionality. Validity refers to the strength of PMS; in other words, valid performance measures are sound, cogent, convincing, and telling*” (p. 31). In this sense, the

technical soundness guarantees valid measures (Bouckaert, 1993). Sanger, (2008) also believes that measures must be clear, accurate, and credible to internal and external audiences.

Effective systems will certainly improve the performance of employees as well as the organisation. This view has been supported by scholars such as Armstrong (2008). Armstrong (2008) pointed out “that the application of performance management is to improve the organization members’ performance by developing the capability of the team and its members through a strategic and integrated system which can encourage organizations to operate successfully”. Lin & Lee, (2011) adds that performance-based regime has become fundamental to executing the essence of new public management and enhancing national effectiveness. Generally, the system of the Assembly is not all that effective as it is not helping the Assembly to achieve its goals as expected.

### ***Challenges of the Performance Management System***

The interviewees indicated that the Assembly has not been able to successfully implement its performance management system due to a number of challenges. Some of these challenges revealed by the respondents include the following: wrong design of the system, poor communication, poor integration, low commitment by the top officials, absence of training, inadequate ability for establishing clear goals and objectives, and assessing and evaluation standards for performance assessment, cultural issues, absence of rewards for good performance, financial constraints, over-bureaucratization of the performance management process, and the limited importance accorded to it. Most of the respondents felt that the system was imposed on them and for that matter they were not consulted at its inception. The revelation that employees of the Assembly were not contacted at the beginning of the system has vital consequences in relation to employees’ assurance and attitudes towards the system. Non-involvement of employees in the

designing of performance management system creates the impression that employees are not significant role players in the policy-making process of the Assembly. Employees will normally reject the performance measurement systems that are imposed on them because such types of measurements are often misconstrued as devices to punish them. An interviewee stated that:

*“I think the current system was wrongly designed. The performance management system and tools does not fit with the specific needs of the Assembly. The heads of department only see it as a requirement which needs to be fulfilled annually and not something to help improve the performance of the Assembly as well as its employees”*

Such comments indicates how mechanical the system has been which will certainly not push employees to deliver their best. It looks like the employees do not value the system. In addition employees were also of the view that the Assembly is financially challenged and as a matter of fact there are no rewards for good performers. This situation does not inspire creativity and hardwork among employees. The responses presupposes that there is a tension between employees and their supervisors primarily due to the promotions associated with performance. In fact the focus of the Assembly’s system has always been on appraisals to the neglect of other important issues. These revelations are in line with previous studies. Studies indicates that even though performance management systems in private organisations have chalked a lot of successes, their public sector counterparts are still in the dark. Several scholars such as Ohemeng & Owusu, (2011), Ohemeng (2009), Issachar, (2009), de Waal (2007), Mendonca & Kanungo (1996) have indicated most public sector organisations have not been able to fully implement their performance management systems because of challenges which includes of low commitment to the performance management processes by supervisors, inadequate rewards for worthy performance, absence of training, cultural issues and organisation interference, weak, highly bureaucratic management

systems and low level of expertise to design cultured performance management systems. Ohemeng & Owusu, (2011) and Issachar, (2009) for example have indicated that the lack of political commitment, limitation in setting clear targets and goals, and measuring and assessment criteria for performance evaluation, the failure of the appraisal system to distinguish effective from ineffective performers, staff discovering the procedure valueless on the grounds that it does not add to their career advancement, progression, and inspiration in the association, the nonattendance of a plainly characterized, enunciated, and enforceable performance management system, and the appraisal system concentrating exclusively on promotion, and not on training and retention as some of the challenges facing Ghana's Public Sector in the implementation of performance management systems. This implies that the challenges facing the Sefwi Wiawso Municipal Assembly is not too different from the national situation. These challenges have greatly impeded the successful implementation of the system at the Assembly.

A relatively easy and manageable performance management system is likely to produce more positive outcomes than ineffective and difficult ones. Future performance of the assembly must adopt the "SMART" concept. Put differently, performance must be specific, measurable, attainable, realistic and timely. It is important to foster an atmosphere where two-way communication is fortified and where feedback is largely constructive. The Assembly's performance management ought to emphasise employee strength and create prospects for development instead of the annual appraisals connected to promotions and bonus payments.

## **5.5 Conclusion**

The findings emanating from the study has been presented and discussed extensively. The views of both the employees and that of their supervisors were synchronized so as to draw meaningful

conclusions drawing inspiration from literature. The findings point to the extent to which the Sefwi Wiawso Municipal Assembly has been able to implement its performance management system. The findings indicate that the Assembly has not been able to successfully implement its performance management due to a number of challenges ranging from capacity to resources. The next chapter presents the summary, conclusion, recommendations, contribution of the study as well as future research directions.



## **CHAPTER SIX**

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

#### **6.0 Introduction**

This chapter presents a summary of the study, conclusions arising as well as the recommendations. In addition, the directions for future research and the contribution of the study have also been provided.

#### **6.1 Summary of Key Findings**

The study sought to investigate performance management implementation in Ghana's Local Government using the Sefwi Wiawso Municipal Assembly as a case study. Specifically, the study investigated the current performance management system of the Sefwi Wiawso Municipal Assembly as well as the challenges faced by the Assembly in implementing its performance management system. The study was undertaken from an interpretivist perspective as this offered explanations to the implementation of performance management systems in the Assembly from the perspective of both the heads/supervisors and their subordinates. This paradigm is relevant as it helped the researcher to pose the what, the why and how questions so as to probe the issue of performance management implementation in a local government setup. The study adopted a qualitative approach. Despite the fact that several studies has been conducted in the performance management arena, little has been done on local governance and therefore approaching this study from a qualitative perspective was in the right direction taking into consideration the experiences of the supervisors and employees as well. The specific design that was adopted is case study. The data for the study was obtained from two main sources namely primary and secondary data. The primary data for this study was gathered from observations, and the in-depth interviews conducted. Twenty (20) heads of departments and employees were selected and interviewed. A purposive sampling technique was used in selecting the interviewees (principal officers / heads of department

and some employees). The principal officers were chosen for the interview due to the fact that they have first-hand experience, information and requisite knowledge on the subject matter. The data gathered from the interviews was analysed using the Miles & Huberman (1994) approach to qualitative data analysis. The data was coded to categorize and define patterns and themes from the viewpoint of the interviewees, so as to appreciate and describe these patterns and themes.

The study reveals that the purpose of the performance management system is to promote staff such that those who fall short will be given the necessary training. It is used to evaluate how individual employees are working and whether there is the need for improvement in terms of capacity building. From the responses the performance management system consists of elements such as the description of the jobs performed by employees, the level performance expected of employees, evaluations, corrective measures and commendations. The respondents were quick to add that the Assembly does not practice all the above elements. It was again revealed that the Assembly sees the performance management system as a process even though not all the activities are undertaken each year. It looks like, there is a variation in the system of implementation across departments. For some departments such as accounts/finance and Internal Audit, the respondents were able to give responses regarding its implementation as compared to other respondents such as the typists. The responses points to the fact that the benefits associated with pilot-testing was never realized which implies that the system can face some consequences. To some extent it has not been effective as the focus has always been just appraising the employee which always come as an annual ritual for employees and their supervisors. The actual design was participatory even though the posture of some supervisors and employees have limited or reduced the level of participation. Some employees are not given feedbacks with respect to how they performed which does not auger well for the proper functioning of the system. Seriously speaking, some of employees value the

performance management system of the Assembly. Most of the respondents indicated that the system has not been successfully implemented looking at the challenges confronting the assembly. Effective performance management systems brings change into organisations and as such the employees of the Assembly expected management to manage strategically the change aspect of the system which to most of them, has been woefully managed.

Some of these challenges revealed by the respondents include the following: wrong design, poor communication, poor integration, low commitment by the top officials, absence of training, inadequate capacity for setting clear targets and objectives, cultural issues, absence of rewards for good performance, financial constraints, and over-bureaucratization of the performance management process.

An interesting observation was that too often, the term “performance management” is used interchangeably with performance appraisal or associated with discipline as the case has been with most public sector institutions. This is not quite surprising as the focus of the Assembly’s performance management system has always been on performance appraisals to the neglect of other relevant activities.

## **6.2 Conclusions**

Implementing an effective performance management system is not an easy task therefore the Assembly has to put in more efforts than what it is doing at the moment. The basic principle underlying performance management is that if employees recognize what is required of them, they are more probable to accomplish tasks effectually. This results in improved employee performance as well as better organisational performance. The responses gathered call for a complete performance management system which includes: clear vision / mission / values, strategic goals,

job descriptions, clear accountabilities for delivering strategic and day to day tasks, consistent feedback, training and development, reward and recognition, and a more formal performance appraisal which will not only put fears in employees but will push them to think outside the box and deliver an exceptional performance. The study therefore concludes that though the Assembly has not been able to fully implement its performance management to the expectation of all stakeholders, it has the opportunity to turn its fortunes around by adopting a complete and an all-inclusive system which will not only serve the interest of the Assembly but that of the employees as well.

### **6.3 Recommendations**

From the findings and discussions made in the earlier chapter, the following are recommended:

First, looking at the capacity and the ability of some of the supervisors, there is the need for the Assembly to sufficiently provide the necessary guidance and training to the supervisors. One of the most difficult tasks in organisations is the management of employee performance. Training is a prerequisite to guarantee supervisors preparedness to successfully all issues associated with the management of employee performance. It is also important for managers to appreciate human behavior so as to be able to deal with all the issues associated with employee performance. In addition, the supervisors in the Assembly must be able to appreciate the differences in the employees to ascertain the required support and supervision. When the Assembly adequately prepare its supervisors they will be able to provide the necessary support and directions to employees and also deliver a standard and unbiased performance evaluation which will be duly appreciated by employees.

If the Assembly wants to fully achieve the purpose for which it was established, then there is the need to link the performance management system with rewards and recognition. By so doing, the employees will appreciate the system better and do whatever they can to make it a success. This cannot be instituted without the presence of a comprehensive performance management processes that are seen as impartial and non-discriminatory. The Assembly must clearly document the progress of employees against performance expectations as it will also allow proper recognition for a job well done. This can be done through both formal and informal recognition events and some confidentially delivered feedback. Top performers should always be rewarded irrespective of their position in the organisation as other employees who performed poorly will be motivated to put up their best. In this case employees will trust the system and will be ready to work with it.

The Assembly must again change its focus with respect to the implementation of the performance management system so as to continually seek improvement and encourage full participation and success of the programme. The responses suggests that a yearly convention to assess performance cannot be likened to continuing dialogue and feedback in terms of benefits. Providing an on-going feedback as well as feed-forward is very essential if the Assembly is interested in making its programme successful. Feedback/input that is conveyed when it is most significant improves learning and gives the chance to make important accommodations in mind so as to achieve organisational goals. Regardless of frequency, the attitude towards ongoing feedback is crucial. The Assembly must recognize and maintain the need to shape constructive feedback into its activities as even the citizenry will appreciate their efforts more than what is being experienced at the moment. One of the challenges revealed by the respondents had to do with the design of the process. The performance management process should be value-added so as to reduce or possibly eliminate resistance. Successful systems must not cumbersome, it must kept simple and realistic

while addressing the expectations of both the Assembly and its employees. Another important issue that was discussed by the respondents had to do with the commitment of top level officials. This commitment must not only be exhibited verbally but also through cooperation in the same performance management process for assessments. The present culture of the Assembly regarding performance appraisals and management is not welcoming and therefore does not encourage participation. There should be an open system of communication where employees can freely air their views regarding their performance issues. It should be possible for employees to reliably discuss their performance and identify ways of improving upon their performance into the foreseeable future. Such a culture will not only make the system participatory but will make it more accountable and successful.

#### **6.4 Contribution of the study**

This study contributes significantly to literature on implementation and performance management in developing countries. The factor-based framework constructed outlined five main factors which affects implementation. The study therefore sought to examine the case of Sefwi Municipal Assembly using these factors. As has been presented, the findings revealed a number of factors as they impact on the implementation of the performance management system. Some the factors are wrong design, poor communication, poor integration, low commitment by the top officials, absence of training, inadequate capacity for setting clear targets and objectives, cultural issues, absence of rewards for good performance, financial constraints, as well as over-bureaucratization of the performance management process. Some of these factors were part of the framework whereas others were not. For example respondents talked about the fact that poor integration, absence of training, and other factors have affected the implementation of PMS even though they were not part of the framework. To a larger extent the framework has been able to address the

objectives of the study. Some of the factors corroborated literature position on the factors affecting successful implementation of programmes.

This study also contributes to literature by providing specific implementation challenges faced by local authorities regarding their performance management system especially from a developing country perspective. This is because there have not been many studies on performance management systems of local government institutions in developing countries where these institutions are supposed to champion the course of development. It is pretty clear that an effective performance management system has a lot of implications on the assembly and its employees. This study has again made it clear that successful implementation is contingent upon a number of local factors. This study also highlighted the important roles played by major stakeholders such as employees and management.

### **6.5 Future Research Directions**

First, future research can take a positivist approach where hypothesis can be formulated and tested on selected public sector organisations to confirm or disconfirm the findings of studies in this arena. Again, a multiple case studies can also be conducted where more than one district assembly will be selected and studied in detail so as to compare the implementation of performance management systems amongst these institutions. Little has also been done on the impact or effect of performance management on the financial performance of district assemblies or public sector institutions in general and therefore future research can consider that.

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## **APPENDIX**

### **INTERVIEW GUIDE**

#### **TOPIC: PERFORMANCE MANAGEMENT IMPLEMENTATION IN GHANA'S LOCAL GOVERNMENT SYSTEM: EVIDENCE FROM THE SEFWI WIAWSO MUNICIPAL ASSEMBLY**

##### **Current Performance Management System**

1. What is your understanding of a performance management system?
2. What is the purpose of the Assembly's performance management system?
3. What are some of the features of the performance system?
4. How does the performance management system work?
5. How does the performance management system fit in the Assembly's strategies or key initiatives?
6. How does the performance management system benefits everyone in the Assembly?
7. How is the performance management system being implemented?
8. What are the key roles and responsibilities of employees and supervisors in implementing the system?
9. Was a pilot-test conducted before implementation?
10. Were the key issues raised addressed before the final implementation?
11. How often does the Assembly organize training programmes for both employees and supervisors in relation to the performance management system implementation?
12. How effective is the performance management system of the Assembly?
13. How participatory is the performance management system?
14. Are employees given feedbacks with respect to how they performed?
15. Do employees value the performance management system?

### **Challenges of the Performance management system**

16. Has the performance management system been implemented successfully?
17. What are some of the key challenges facing the system?
18. How cooperative have employees and their supervisors been?
19. Is there any tension between employees and supervisors?
20. If yes, what often causes the tension?
21. Is the Assembly challenged financially in the implementation of the performance management system?
22. Does the current Assembly structure impedes the successful implementation of the system?
23. What about the Local Government Act and other supporting regulations?
24. Does the Assembly face any external interferences in the implementation of the performance management system?
25. Does the supervisors or the heads of the Assembly have the needed skills to manage the performance of employees effectively?
26. To what extent has the lack of the requisite skills if any contributed to the implementation of the performance management system?
27. What are some of the challenges associated with the feedback system?
28. In your view, what can be done to improve upon the performance management system of the Assembly?