

**IMPLEMENTATION OF PERFORMANCE MANAGEMENT
SYSTEM IN ZAMBIA'S PUBLIC SERVICE: EXPLORING
AWARENESS, CHALLENGES AND MITIGATION MEASURES**

By

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A thesis submitted in fulfilment of the requirements for the degree of Doctor of Philosophy
in Public Administration of University of Zambia and Zimbabwe Open University

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AUTHOR'S DECLARATION

I, Maxwell Phiri, do hereby solemnly declare that this thesis represents my own work, except where otherwise acknowledged, and that it has never been previously submitted for a degree at the University of Zambia or any other university.

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CERTIFICATE OF APPROVAL

This thesis of Maxwell Phiri is hereby approved as fulfilling the requirements for the degree of Doctor of Philosophy in Public Administration by the University of Zambia and Zimbabwe Open University.

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ABSTRACT

The study sought to explore the implementation of Performance Management System in Zambia's public service with specific focus on exploring awareness, challenges and mitigation measures. The study used qualitative research paradigm and a narrative research design. The study comprised of 30 participants engaged through interviews coupled with three (3) Focused Group Discussions one from each ministry, 6 participants were interviewed from each of the three ministries and four participants were interviewed from each focused group and the method used was purposive sampling procedure. Data was analysed thematically.

Key findings among others revealed that Zambian public service workers were aware of the implementation of the Performance Management System. It was also revealed in this study that the most common challenges involved low level of feedback rate, lack of commitment from top management, lack of resources lack of adequate capacity building and artifacts funding, lack of time, lack of coordinated leadership style, fear of the unknown, unfairness in the performance managements system, lack of an affective reward system, lack of training in performance management system, ineffective supervision and cultural beliefs. The study further revealed that supporting high performance, encouraging and supporting team work, the need to manage under performance, reward system, non-financial rewards (motivation), financial reward system, performance reviews, change in management style and change in communication style were some of the ways of enhancing the implementation of PMS.

The study recommends that top management should engage junior officers in discussing the issues affecting the effective implementation of performance management system and on ways to improve quality service delivery in the public service. The government and stakeholders should increase funds in form of grants to support the implementation of the performance management system. There is need for in-service orientation programmes and training so as to equip public service workers with the knowledge and skills in performance management system.

DEDICATION

I wish to dedicate this work to my parents Mr Habi Zeffinati Phiri in (memory) and Mrs and Pastor Gladys Kamanga Phiri who spoke to my life as a child that I should read for a Doctorate degree in life and whose positive words, effort and sacrifice towards me made this studies a success. They inspired me to work hard.

Finally, I dedicate this work to my wife Mervis N Phiri and my Children Wezi and Christopher Phiri who gave me opportunity to study by being away from them and in some instances where I would steal their precious time of being their father and yet they still appreciated my time stolen from them and dedicated to this study.

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LIST OF ACRONYMS

ACR	Confidential Report
APAS	Annual Performance Appraisal System
BSC	Balance Score Card
APECS	Annual Performance Evaluation Confidential Scheme
EU	European Union
GRZ	Government Republic of Zambia
HPO	High-Performance Organization
HPWP	High-performance work practices
HRM	Human Resources Management
KPI's	Key Performance Indicators
MBO	Management by objectives
MIS	Management information systems
NKRA	National Key Results Areas
NGOs	Non –Governmental organisation
NPA	New Public Management
NRS	New Remuneration Scheme
O C	Organizational Culture
ROI	Return on Investment
MRS	Malaysian Remuneration Scheme

SADC	Southern African Development Community
OECD	Organisation for Economic Co-operation and Development
PBCS	Performance Based Contract System
PBC	Performance-Based Contract
PBSC	Performance-Based Steering Committee
PSMD	Public Service Management Division

CHAPTER ONE

INTRODUCTION

1.1 Overview

This chapter presents the context of the study. This chapter is divided into sections addressing a background of the study, purpose of the study, research objectives, and research questions, significance of the study, delimitations and limitations. Additionally, the theoretical framework and the operational definitions are equally addressed. The chapter ends with a conclusion.

1.2 Background of the study

In Zambia, there has been an outcry from the general public over the poor working culture and performance of workers employed in the public service despite the improved condition of services (Mulenga, 2013; Waal and Mulimbika, 2017). The poor working culture and performance of workers in the public sector is evidently shown in national, regional and international reports (Waal and Mulimbika, 2017; Kamfwa, 2016; Mulenga, 2013). The persistent poor working culture and performance among public service workers over the years has been of great concern to the Government of the Republic of Zambia and the general public. This led the Government of the Republic of Zambia to undertake major policy changes in an effort of mitigating the falling poor working culture and performance among public service workers. Among the major policy changes introduced by the Government of the Republic of Zambia was Performance Management System (PMS).

In the previous study of the performance of Austrian public service Blackman et al (2012) describes a high performance government as composed of three levels. These levels are: (1) High Performance Governance System; (2) High Performance Organisations; and (3) High Performance Groups and Individuals. However, much of the work on performance management and high performance tend to be a level one or two (de Waal 2008 and Blackman 2012) and largely focusing on the private sector which have different structural arrangements and systems which are less complicated than the public sector.

The overall goal of the Public Service Reform Programme (PSRP) in Zambia that was launched in November 1993 was meant to improve the quality, efficiency and cost-effectiveness of the public services to the people of Zambia. Therefore, the major aim was to strengthen the management capabilities, streamlining government operations and improving the delivery of services to the people of Zambia. (Mulimbika, de Waal and Goedegebuure, 2015)

Within the context of the PSRP there was need to incorporate a performance management system that would ensure that organizational and employee performance was to be assessed using objective measures such as work plans and targets. This was meant to guarantee credibility of the appraisal system against which a public service worker's performance could be rewarded, sanctioned or improved upon. This was the major reason for the introduction of the Performance Management Package (PMP) (World Bank, 2016).

It is important to note that performance management systems were not only unique to the Zambian context but world over. Just like in Zambia, in most African countries, the major aim of the performance management system in the Civil Service Reform Programmes (CSRPs) has been to improve the effectiveness and performance of the civil service and ensure its affordability and sustainability over time (Mulikita 2001). The main aim of these reforms was to improve the quality and delivery of public services to the population and enhance government's capacity to carry out core functions. 'Civil Service Reforms (CSRs) are essentially key components of Structural Adjustment Programmes/Economic Reform Programmes (SAPs/ERPs) intended to eliminate constraints which impede the civil service's capacity to function as an agent of progress and change' (Mulikita, 2001).

It is important to note that PMP is an on-going assessment and not a "once a year event" as it was designed to introduce a new Performance Management System (PMS) in the civil service following the restructuring process and was packed in four ways which included the following: (i) performance planning; (ii) delegation/coaching; (iii) reviewing/monitoring, and; (iv) evaluation (Mulimbika, de Waal and Goedegebuure, 2015).

In addition, the re-aligned Six National Development Plan of the Republic of Zambia was implemented in the Public Service Transformation Programme from 2013 to 2016. Later the introduction of the Seventh National Development Plan was adopted as a strategy to make the Public Service more responsive, service oriented and accountable in the delivery of timely and quality services to all Zambians

(GRZ, 2013). To deliver the high performance that citizens demand, government organisations need to shift their focus from the traditional preoccupation with service transactions to creating public value for citizens (Goodman, 2008).

In agreeing with the above statement many researchers, among them including de Waal (2010) argue that by implementing performance management, public institutions are more likely to “achieve their objectives, provide better service to the citizens and increase overall efficiency.” Proponents of NPM reforms link public sector performance to management techniques aimed at improving government processes, reduce waste and duplication, and improving performance of the public institutions (Hood, 1991 and Rosta, 2011).

Performance Management is defined as a set of activities designed to enhance individual’s performance for improvement in the effectiveness of organisations (Biron, Farndale, Paauwe (2011) and DeNisi, 2000). Fryer et al. (2009) argued that performance management is an end collection of reporting, performance measurement and performance appraisal which describe the whole system based on these components. Similarly, Hawke (2012) noted that performance management was a “set of interrelated activities and strategies meant to improve the performance of individuals’ teams and organisations”.

It is important to note that defining Performance of public institutions is complex and problematic as it is never just about numbers, financial or otherwise. Instead, it is multidimensional. It involves complex aggregations of socio-political imperatives, inputs, outputs and outcomes, as well as citizen and user demands and

taxpayers' expectations. Thus addressing all of these is not easy: people expect different outcomes from public services, and there are tensions between individuals' different perspectives in their roles as consumers of services, as citizens and as taxpayers (Parston and Goodman, 2008). The consumer wants responsive, tailored services that meet their needs; the citizen wants universal services that benefit the whole of society; and the taxpayer wants high quality and value for money services. High-performance government institutions must recognise these tensions, seek to establish a clear view of the multiple demands placed upon them, and take that into account in defining their intended outcomes to ensure that they respond to the needs of all stakeholders.

Performance Management Systems have been reported to be crucial in enhancing organizational performance and effectiveness (Buchner, 2007). For example, according to Mwangi (2015) the Performance Management System was introduced in Kenya in 2003 as a management tool that was meant to ensure that accountability for results and transparency in the management of public resources was achieved. A Performance-Based Steering Committee was established in August 2003 and the gazette on 8th April, 2005. The main task of the steering committee was to spearhead the introduction and implementation of the Performance-Based Contract in all public agencies (Trivedi, 2009; Kobia and Muhameed, 2006).

Gautschi (1998) noted that organisations use the PMS for legalistic reasons to document employee performance; b) internal planning of work and performance, and to support merit pay increases, and; c) encouraging a series of private one-on-

one meetings between each subordinate and his or her supervisor to assure mutual agreement on what the subordinate should be doing and how well he or she was doing it.

Furthermore, Longenecker and Nykodym (1996) in their survey of 254 members of a large public sector organisation in the United States of America (USA) concluded that the PMS is aimed at: goal setting (including planning), motivating employees and facilitating discussions concerning employee growth and development. This means that it is a process in which supervisors should engage the subordinates as they plan for their work as well as the improvements that need to be made.

Although Performance Management systems have been viewed by many scholars (Waal and Mulimbika, 2017; Kamfwa, 2016; Mulenga, 2013; Trivedi, 2009; Kobia and Muhameed, 2006) to be a beneficial practice in improving the working culture and performance of public service workers, its implementation by public service workers in Zambia has remained unchecked as evidently shown by the current poor working culture and performance of public service workers. Therefore, there was need to conduct a study to establish the factors affecting implementation of performance management system in Zambia's public service (Waal and Mulimbika, 2017).

1.3 Motivation for the Current Study

This study was influenced by three motivating factors. The first influence relates to the researcher's prior academic background at both undergraduate and postgraduate. At undergraduate and postgraduate human resource management was one of the

courses that were taught. Within human resource management the focus was on performance management systems. Performance management systems address issues of organisational and public service workers' performance.

The second aspect for the motivation was the professional involvement of the researcher in human resource management in Zambia. The researcher worked as Manager Human Resources for Standard Chartered Bank from 1997 to 2010 and thereafter as Director of Human -Resource from 2010 to 2019 for the Rural Electrification Authority in Zambia. Within the Rural Electrification Authority, the researcher coordinated human resource management and administration roles and this direct involves the use of performance management system. The researcher having served both in the private and public sector at management level noticed that it is very difficult to successfully implement performance management system in the public compared to the private sector.

Finally, the third motivating factor for this study was an outcry from the general public over the poor working culture and performance of workers employed in the public service despite the improved condition of services (Mulenga, 2013; Waal and Mulimbika, 2017) and the implementation of the performance management systems in various government departments. There has been scarcity of information on the implementation of performance management system in Zambia's public service with special focus on awareness, challenges and mitigation measures.

1.4 Statement of the Problem

There is extensive research on Performance Management System that has been done in different countries (Malaysia, Korea, India, Bolivia, Kenya, Ghana, Morocco and Senegal) around the world (Mulenga, 2013; Waal and Mulimbika, 2017; Trivedi, 2009; Kobia and Muhameed, 2006; Kamfwa, 2016; Anwar et al., 2016; Shirley and Xu, 2001; Mallon, 1994; Glosh, 1997; Mwangi, 2015; Mutmbei et al., 2014). These studies have indicated that when public agencies implement the Performance Management System there is an increase in the effectiveness and efficiency of an organisation in terms of service delivery to the general public.

There is little empirical research in Zambia on the implementation of performance Management systems in the public service with specific focus on exploring awareness, challenges and mitigation measures. Due to little empirical evidence on the implementation of Performance Management system in Zambia, different public agencies have not benefited from the work that has been done so far the continued misconception of the performance management system. The implications and consequences of having an ill functioning Performance Management system results in low productivity, indiscipline among public service workers, public service workers who never care about accountability, poorly implementation of policies and programmes, lack of effectiveness and efficiency, poor utilisation of the budgets, weak supervision of junior and senior officials and demoralised public officials. These conditions are not desirable hence there is the need to conduct a study on the implementation of the Performance Management System in the Zambia public

service with specific focus on exploring awareness, challenges and mitigation measures. Studies done by Waal and Mulimbika, 2017; Mulenga, 2013; Trivedi, 2009; Kobia and Muhameed, 2006; Kamfwa, 2016; Anwar et al., 2016; Shirley and Xu, 2001; Mallon, 1994; Glosh, 1997; Mwangi, 2015; Mutmbei et al., 2014) Focused on effectiveness, general implementation of PMS & reward system while this study focuses on Awareness, Challenges and Mitigation measures. Further Implication and consequences of poor implementation of PMS leads to abuse of resources, misplacement of skills set, high attrition of staff and underdevelopment among others. Furthermore, there is little empirical research in Zambia on the implementation of performance Management systems in the public service with specific focus on exploring awareness, challenges and mitigation measures. Therefore, this study intends to close the gap arising from other scholars who had focused on general implementation of PMS and reward systems while study focuses on the implementation of Performance Management System in the Zambia public service with a specific focus on exploring awareness, challenges and mitigation measures and this is in line with Vision 2030, SADC protocol on employment and labor and Zambian 7th National Development Plan.

1.5 Purpose of the study

The purpose of this research was to explore the implementation of Performance Management System in Zambia's public service with specific focus on exploring awareness, challenges and mitigation measures in order to contribute to improved service delivery in the public service of Zambia.

1.6 Objectives of the study

The specific objectives of the study were to:

- i. Explore the current awareness status of performance management system in the Zambian public service.
- ii. Explore opportunities and challenges on the implementation of performance management systems in the Zambian public service.
- iii. Describe measures that would help to enhance the implementation of the Performance Management Systems in the Zambian public service.
- iv. Suggest a framework that can enhance implementation of performance management system in the Zambian public service.

1.7 Research questions

The research questions that guided the study were as follows:

- i. What is the current awareness status of performance management system in the Zambian public service?
- ii. What are the opportunities and challenges on the implementation of performance management systems in Zambian public service?
- iii. How could the implementation of the Performance Management System in Zambian public service be enhanced?
- iv. What framework can be used to enhance the implementation of performance management system in the Zambian public service?

1.8 Significance of the study

This study could add to the number of studies already conducted in the past about factors affecting the implementation of PMS.

Further, it is hoped that the findings of this study may contribute to the existing knowledge by generating new insights on factors affecting the implementation of performance management systems.

The study findings could inform government, policy on the current status of the performance management system in the Zambian public service. The study could further inform government on the best practices in terms of performance management systems so as to improve the poor working culture and performance of public service workers.

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The study could further inform government on the best practices in terms of PMS so as to improve the poor working culture and performance of public service workers by adapting the newly proposed framework by this study.

1.9 Location of the Study

This study was confined to three ministries namely: Finance, Health and Energy and was conducted at the headquarters of these ministries in Lusaka. It focused on the public service workers at ministry headquarters on the implementation of the Performance Management System in the Zambia public service with specific focus

on exploring awareness, challenges and mitigation measures. This is because the three ministries have strong human resource structures and are well funded.

1.10 Overview Theoretical Framework

This section presents the theoretical framework of the study. The theoretical frameworks explain the path of a research and grounds it firmly in theoretical constructs. The overall aim of the theoretical framework is to make research findings more meaningful, acceptable to the theoretical constructs in the research field and ensures generalizability. Theoretical Framework applied further in this study under Discussion of the Findings in Chapter six as well as clarifies on the key terms used throughout the study. The highlighted theory are chosen based on their common use and appropriacy in interpreting the emergent issues linked to implementation of performance management systems. This section presents a Resource Based theory.

1.10.1 Historical Perspective on PMS

Performance Management (PM) is a philosophy that dates back to World War II. According to Greiling (2006), performance management began as performance assessment in 1945, when the Hoover Commission recommended to the New York Bureau Municipal Research to "move towards a performance oriented management" (Greiling, 2006). Later, the idea was incorporated into the New Public Management (NPM) scheme, which "focused on outcome steps" (Greiling, 2006). The author observes that the concept's application in the public sector has ignited controversy, with some voicing doubt about its applicability and ability to produce results, while

others arguing that "what gets calculated gets achieved," and that "if you don't calculate results, you can't tell from the failures" (Greiling, 2006). He does not, however, clarify how the device might be used in the public sector to achieve the desired outcomes. Nonetheless, he suggests that more research be done to figure out what's causing the non-response.

Propper and Wilson (2003) write from an empirical perspective that performance management, a term popularized by the 1980s' "reinventing Government" movement, was increasingly being used in the public sector. When looking at its use and applicability, the two authors point out certain unique characteristics of the public sector that they believe should be considered when introducing PM. They point out that in the public sector, officials are needed and under pressure to serve several masters, including service users, taxpayers, and even politicians. They demonstrate that this is exacerbated by the second function, in which officials are supposed to achieve several results and are therefore subjected to multiple tasks, many of which are incompatible (Propper and Wilson, 2003). Based on this finding, they believe that implementing PM in the public sector would be difficult.

Over the last 20 years, according to Radnor and McGuire (2004), there has been a revolution in performance management and evaluation. Performance management systems are not modern, and scholars have discovered references to them as far back as the third century A.D. This has been verified by Furnham in China (2004). He goes on to say that there was evidence of early forms of performance management in both America and Britain in the eighteenth and nineteenth centuries,

and that most Western armies did performance management in the last century. According to the literature, performance management was plain and crude during the industrial revolution. According to Furnham (2004), in the 1950s in America, two-thirds of large corporations had performance evaluation systems, and in the 1960s in Europe, the same was true. Companies in the United Kingdom and the United States were forced to follow some form of scheme through legislation in the 1980s and 1990s (1970s). He also mentions how, in the 1980s and 1990s, performance management schemes were used to try to transform the public sector's culture and ethos.

Traditionally, performance management was only used to assess employee pay and bonuses. Performance management has long been used by businesses to shape employee actions in order to accomplish a particular goal. Most companies, however, would not be able to maintain such a rewards-driven approach to performance management. Furthermore, for technology-intensive manufacturing methods, conventional companies have begun to become knowledge intensive. Performance management has increasingly changed its emphasis to encouraging workplace learning and growth. Since the 1980s, companies all over the world have seen a perceptible shift in performance management. Organizational efficiency had become a major challenge for achieving productivity at this stage, and it was important to think in terms of maximizing human resource utilization. According to Teicher, Leech, and Anderson (2004), Australia's performance management system began as a reform process in the 1970s as a result of the Royal Commission on Public Administration's recommendations. The Royal Commission recommended

that departments improve their performance by clarifying priorities and establishing responsibilities.

In its financial management and implementation strategy, the Hawke Labor government began the process of adopting the recommendations of the Royal Commission on Public Administration. The Hawke Labour government devolved administrative roles to departments and then promoted a performance-oriented culture as a result of this process. Performance-related compensation for senior executives was implemented in the early 1990s to encourage a greater performance emphasis. The performance-oriented public service was emphasized by the Liberal-National coalition government that was elected in 1996. The Public Service Act of 1999 defined a set of values that demanded that outcomes be achieved and performance be managed. Performance management among employees of statutory bodies has been introduced in three stages by Mohd Saudi (2014) in the Malaysian government statutory body. The first structure was the Cabinet Committee, which was replaced by the New Remuneration Scheme (NRS) in 1992. The NRS was created with the aim of evaluating the job output of civil servants. It was in service until November 1st, 2002. Furthermore, the government stated at the time that the NRS supported the new PMS priorities since it resulted in the reduction of levels by combining different grades, salaries, and service groups (Siddique 2006). Yusof (2003), on the other hand, claims that the NRS has induced employee discontent and has been heavily affected by prejudice and unfairness.

The most recent method, the Malaysian Remuneration Scheme (MRS), which went into effect on November 1, 2002, has benefits for civil servants, and it is still in operation. The MRS was a detailed remuneration plan created to meet the K-public economy's service requirements (Embi, MA 2005). According to Embi (2005), it has four core components: first, it has improved service conditions; second, it has assessed competency levels through Key Performance Indicators (KPI); third, it has modified the wage structure and allowances; and fourth, it has improved career growth.

In the case of government agencies, the evaluation's findings may result in salary movement or development in one of four directions: static, horizontal, vertical, or diagonal. Prior to MRS implementation, assessments were often made at the discretion of their immediate superior, and workers were concerned that their pay would not reflect their actual results (Yusof, 2003). The actual performance may have been completely overlooked in the assessment, affecting the workers' attitude as well as morale. One of the four core points in the implementation of the MRS was performance assessment, and the KPI should assess the MRS scheme in terms of all aspects, including pay, allowance structure, career development, and service conditions. The main difference between the public and private sectors, according to Herzlinger and Regina (2000), is that the private sector has placed a greater focus on financial returns of a company, such as returns on investment (ROI), while the public sector has placed a greater emphasis on the welfare of the citizens in the society.

Furthermore, according to Ho and Chan (2002), government managers all over the world have implemented and used public sector management tools in their organizations in order to provide better services to the population, who are the stakeholders. In Malaysia, performance assessment systems such as the Malaysian Remuneration System (MRS) were widely used by MARA and other legislative bodies in the 1990s to boost public sector performance. The public sector should continue to improve its mentality, attitude, culture, and procedures in order to improve service delivery and effectiveness (10th Malaysia Plan Report 2010). However, Yusof (2003) mentioned that the MRS' main goal is to improve the previous system rather than to change the pay structures (NRS). The key explanation for the government's decision to implement this new framework (MRS) is to boost civil servants' job morale. Employees in the public sector benefit from the MRS because it provides more benefits. To put it another way, the Malaysian government should be able to handle and incorporate a new framework to build on the current ones.

The failure of the current performance assessment framework in use by the Malaysian government has resulted in a significant waste of human capital as well as significant financial costs for the government (Siddique 2006). The MRS has been viewed as a framework that incorporates motivational factors in order to boost service quality and employee attitudes in the public sector. In Malaysia, the motivation factor has been found to be insufficient in increasing public sector efficiency. Employees have often challenged the accuracy and validity factors of every performance assessment method (Othman 2002). As a result, a Performance

Management System (PMS) was discovered to be crucial in ensuring transparency for results and driving enhanced performance across the board. According to the Malaysia Plan Report (2010), excellent success in the country is rewarded with accelerated career paths, higher performance incentives, and high-profile recognition. The Malaysian government has been working hard to recruit the best talent so that the public sector, such as MARA, will continue to hire the best and brightest people.

Furthermore, the government has been updating exit policies and mechanisms, according to the Malaysia Plan Report. As a result, the current civil service assessment framework has shown that it has had a minor effect on civil servants. As a result, PMS changes should be a step in the right direction. This is what this study is attempting to promote. 'Malaysian civil servants' work performance, especially in MARA, began to be assessed in 2009 via a new Performance Management System (PMS), the Balanced Scorecard, which includes Key Performance Indicators (KPIs) and National Key Results Areas for each of the six target areas (NKRAs) for each of the NKRAs' distribution plans (The Star, July 28, 2009. p. 6). In addition, a special Delivery Task Force (DTF) has been established to oversee its implementation and ensure that each NKRA meets its goals. As a result, the Prime Minister's implementation of a significantly improved MRS in 2012 should allow government employees to benefit from higher salaries and benefits as incentives to provide better services to Malaysians (The Sun, 9 March 2012).

In their study, Saed and Hassan (2000) discovered a positive relationship between organizational culture (OC) and job performance in Malaysia. Another study by Othman et al. (2006) on telecommunication companies' use of the BSC in Malaysia found that the PMS was not adopted due to management's aversion to change. Employees have also expressed dissatisfaction with the Key Performance Indicators (KPI) that have been placed on them. Malaysian executives were skeptical of the newly introduced PMS because the Malaysian structure, especially legislative bodies, is still dominated by a hierarchical culture that favors non-participation and status distinctions (Kennedy, 2002).

1.10.2 Resource-Based View Theory (RBV)

The resource-based view theory, according to Lockett et al. (2009), offers an overview of how organizations are currently run. Penrose (1959) was the first to propose this theory, and Wernerfelt was the second (1984). It was made famous by Barney (1991). The categorization of resources into tangible and intangible categories is at the heart of the resource-based view theory (Wernerfelt, 1984).

According to Barney (1991), an organization has a range of important, rare, inimitable, and non-substitutable tools. Resources found in an organization, according to the resource-based view theory, are the main conditions that can contribute to an organization's long-term competitive advantage. Various researchers Amit and Schoemaker, 1993; Barney, 1991; Wernerfelt, 1993; Wernerfelt, 1993 and Newbert 2007 discovered a connection between resources and an organization's success. They claim that when an organization's resources and

competencies are integrated, this may explain any performance discrepancies seen rather than just resources. The resource-based viewpoint assumes that higher profits are the product of better resource management. The resource based view perspective builds on the premise that superior profitability stems from inside the organisation.

This supports Combs and Ketchen's (1999) assertion that the core criteria of the resource-based view theory are that the related resources, regardless of their existence (i.e. resources, skills, or complex capabilities), are unique to the service and cannot be easily replicated by competitors (Barney 1991). These programs are the bedrock for sustaining the competitive advantage that has already been established. These programs are the foundation for preserving the competitive advantage gained from the organization's resources bundle. These programs must meet the needs of valuable, rare, inimitable, and non-substitute products, rather than being sourced from outside capital (Barney, 1991; Dierickx & Cool, 1989; Rumelt, 1984; Wernefelt, 1984).

According to Bowman and Ambrossini, a resource is only valuable if it generates revenue that the organization can use (2003). This can be accomplished by considering factors such as fluctuations in demand for products and services, as well as imitation or displacement of competitors, in order to ensure stable sales efficiency (Peteraf, 1993). A rare resource owned by a corporation that generates superior income must not be shared with competitors, otherwise it would become an entry advantage and a non-profit asset (Bowman & Ambrossini, 2000). The

willingness of other companies to replicate a resource's advantage determines its longevity (Bowman & Ambrossini, 2003).

Non-substitutable resources are those that cannot be replaced by another resource that achieves the same result (Bowman & Ambrossini, 2000). Following that, rivals will figure out how quickly a resource can be replicated and devise mitigation strategies. Bowman and Ambrossini (2003) claimed that resources that are "valuable, rare, inimitable, and non-substitutable" contribute to the organization's competitive advantage by providing goods and or services of high quality to consumers or by employing processes that reduce unit costs. If public university administrators do not recognize the value of recognizing and implementing resource-based management practices.

According to Wade (2010), a firm's performance superiority is not from one source but from a package of resources both tangible and intangible. Tangible resources such as physical building and land would only result to a temporal competitive advantage which is inadequate in the long run since the competitors are in a position to obtain crucial resources through substitutes, hence eliminating above average profitability of a firm. Intangible resources are the only resources that are able to produce superior performance since they are valuable, rare, inimitable and non-substitutable (Gamero, Patricinio, Enrique & Jose, 2011; Costa, Cool & Dierick, 2013).

Penrose (1959) was the first to advocate for the Resource Based View, arguing that higher performance is gained when a firm's resources are under its control. The

performance of a public institutions is determined by how it manages its primary resources (Wernerfelt, 1984). The RBV focuses on resource and capability attributes obtained from the source in order to clarify a firm's heterogeneity, performance, and sustainability (Morheney and Pandian, 1992). Resources are ingredients of approach, according to Collini and Montgomery (1998), in that establishing supremacy in a competitive marketplace is based on a firm's capacity to recognize, build up, position, and protect resources that distinguish it from its competitors.

According to Barney, Wright, and Ketchen (2001), every public institution has a broad set of tangible and intangible assets. Barney is a late contributor to RBV who researched and established the presence of critical business resources for exceptional performance. The RBV theory believes that individuals are motivated to make the best use of economic resources available to them, as well as rational decisions made by a corporation that are formed by the economic framework (Barney, 2007). In this study, the Resource Based View theory was used to evaluate and describe the resources and capabilities of a corporation that are capable of creating and maintaining a firm's advantage and hence superior performance among government departments (Sheehan & Toss, 2007).

The RBV hypothesis assists business managers in determining whether or not elements related to better performance exist. This allows them to take advantage of market imperfections to improve their performance. Managers will be placed in a position where they can pool resources to maintain their performance edge. The

Resource Based View idea benefits the organization by identifying elements that contribute to excellent performance (Locket, Thompson, & Morgenstern, 2009).

According to Wade (2010), a firm's performance superiority is derived from a combination of tangible and intangible resources. Tangible resources such as physical buildings and land would only provide a temporary competitive advantage that would be insufficient in the long run because competitors would be able to obtain crucial resources through substitutes, resulting in a firm's above-average profitability being eliminated. Because they are valuable, unique, inimitable, and non-substitutable, intangible resources are the only resources capable of producing higher performance (Gamero, Patricinio, Enrique & Jose, 2011; Costa, Cool & Dierick, 2013). Therefore the Human Resources in the Zambia Public service are a good practical example of intangible resources to drive superior results through the implementation of performance management system with a specific focus on awareness, challenges and mitigation measures.

This section was a review of the Resource-based view theory, according to Lockett et al. (2009), which is well aligned to the effective implementation of performance Management systems in the public service of Zambia with specific focus on exploring awareness, challenges and mitigation measures. The chapter has explained the need of both tangible and intangible resources in an organization with a view to producing superior profits through the application of RBV theory complemented by performance management system. Furthermore the chapter has affirmed that intangible resources such as staff competencies in an organization are a

good drive to produce profits. The next chapter is a discussion on the research methodology that was used in the collection of data.

1.11 Organisation of the Thesis

This study has six chapters. Chapter one was the introduction to the study and focused at bringing out an in-depth explanation of the problem and the contextual background of the study.

Chapter one of this study further explained the motivation of the study, statement of the problem, purpose of the study, objectives of the study, research questions, significance of the study, location of the study and operational definitions.

The second chapter addresses the review of related literature of the study. In the review of related literature various studies that were related to the study problem were reviewed critically. In the review of related literature an explanation was given on philosophical and historical foundation of performance management system, the different awareness held by individuals on performance management system, typology of performance management systems, benefits of performance management systems, challenges to effective implementation of performance management systems, and the identification of gaps that need to be filled in by this study have been explained. Lastly, a summary to the review of related literature has been given.

The third chapter addresses research methodology and explains the methodology that was used in this study. This chapter provides the research philosophy and

paradigm supported by the ontological and epistemological stance of the research. Furthermore, the chapter provides information on the target population, data collection methodologies, ethical issues, triangulation validity and data analysis of the research.

The fourth chapter gives a presentation of research findings.

The fifth chapter addresses the discussion of the research findings. This provided a discussion of the research findings that were presented in the fourth chapter of this study. The discussion was based on the themes that emerged during the analysis of data.

In chapter six, conclusions and recommendations are given. The conclusions and recommendations are coming from the themes of the study. The chapter also has a section on suggestions for further studies.

1.12 Operational Definition of terms

Performance Contracting: Performance contracting is a freely negotiated agreement between government acting as the owner of a public enterprise and the enterprise itself in which the intentions, obligations and responsibilities of the two parties are freely negotiated and then clearly set it out.

Performance management: Performance management is the means through which performance against objectives is reviewed, using appropriate performance measurement information and decisions made regarding direction, required action and resource allocation.

Performance management system: an instrument that enables government ministries and independent departments to conscientiously work towards optimum delivery of public services to the nation.

1.13 Chapter Summary

The main focus of this chapter has been to provide an overview on the implementation of performance management system in Zambian public service with a specific focus to explore awareness, challenges and mitigation measures. The chapter explained what motivated the researcher to undertake this type of study, it also brought out the statement of the problem, the purpose of the study, the objectives of the study, the research questions, significance of the study, location of the study, organization of the thesis operational definition terms.

CHAPTER TWO

LITERATURE REVIEW

2.1 Overview

This chapter is the review of related literature on the implementation of Performance Management System in Zambia's public service with special focus on awareness, challenges and measures. The purpose of this review of related literature is to gain theoretical perspectives on the barriers towards the implementation of Performance Management System in Zambia's public service. The review of related literature paid attention to the gaps that existed in previous studies on the barriers towards the implementation of Performance Management System in Zambia's public service.

2.2 Challenges on Performance Management

As in Brazil, a study showed, Pacheco, Portulhak, and Espejo (2017) investigated hospital management, studies were conducted on the south of Brazil's hospitals on how the performance was monitored and performed (expressed in the form of performance results and measurements) as a specific as possible, the study was undertaken with the aim of learning everything that was thought to be relevant to performance management within the institution, and all the theories associated with it.

This research used a qualitative method, a research strategy that combined qualitative design elements with narrative strategies. Interviews, document research, participant observation, and document analysis were employed in the data collection

process the results of the study showed a lack of coherence in all three primary areas: strategy, business management, and decision-making. The study also revealed that the absence of adequate artifacts and the reward system was a hindrance to progress. Finally, Pacheco, Portulua and Espejo (2017) noted that the significance of these results with regard to the institutions' long-based strategic plan, as well as well as their performance management strategy connection, which is aligned.

The implementation of performance management systems was studied by Pacheco, Portuweol, and Espejo (2017), which allows them to contribute to the literature on implementation of those systems. One thing of importance is to note is that Pacheco, Portul & Espejo (2017) used qualitative research as well as well as a case study design approach, which used data. However, this study did not look at the understanding, modifying, raising, and dealing with the perceived challenges as well as with the execution of the performance management system, which is the system's current issue. In addition, the study by Pacheco, Portu Larrain, Portuje, and Espejo (2017) reports on the hospital, but do not include any discussion on the public or private nature of the institution. In other words, workers in public institutions have diverse and diverse working attitudes, and workers in the private sector have different ones. Current research used public services as a basis to collect information on awareness, as well as measuring the challenge and mitigation implementation of the performance management process, to develop a benchmark of performance.

Additionally, in Indonesia, Jurni Sitiha and her team performed a study in the process of institutionalizing PMS, as well as the drivers, accelerators, and blockages, and also a study looking at factors that facilitate or hamper its success. Indonesia is an example of a PMS implementation studied in this paper was to see how successful it is at delivering the general program objectives. Through these findings, it was revealed that employees believed that a performance management system could be bettered by senior management's directives, as well as by creating training and supervising mechanisms for lower-ranking team members, it was discovered that adoption occurred. Additionally, the Mayor was also found to be important in terms of institutionalizing the PMS as the center of reporting, reporting, and reporting in order to guide, reporting on, and finally delivering the organization, evaluating the outcomes. As a result, the report came to the conclusion that the management systems implemented by the local governments in Indonesia have not reached their intended benefits.

The above study by Jurnal Sitiha and Sitiha (2015) had made an important contribution to knowledge of performance management systems, in demonstrating that more research is required in the awareness, challenges, and mitigation measures for these management systems in Zambia

Cramers, Chris-sen, Christia-En, and Coster Vanderstraet (2008) conducted a study which was concerned with higher education, with attention to how closely the management performance management systems were paying attention to performance; they wondered why the existing systems were predisposed to utilizing

factors that approach; how it changed outcomes had arisen. Employee evaluations in higher education are covered in this article and used to prove the assertion by considering theoretical approaches as well as carrying out a case study on how the implementation of an employee evaluation system affects students in a particular school or institution. To gain an understanding of the reasons for performance management implementation practices, the authors used an exploratory study that provided plenty of flexibility in design.

In this study, it was discovered that the PM system's influence and condition can be determined by both the internal and external influences. It was also noted that behavior that could not be rationally justified at times was due to the institutional and environmental factors. In other findings, the research found that there was a lack of coordination between management performance appraisal techniques and compensation programs. Studies show that having at least three reasons for the implementation of a performance management system also had an effect on building the system capabilities.

The Expanded upon by Christens and Vanderstraet's (2008) study, the case study has a goal of investigating various factors which influence why practices are put in place. Our research allowed us to enter a new arena, in which to research on higher education institutions' systems was previously impossible, so it was extremely important to note that our study broke new ground in this area. A primary aim of the authors of this project is to seek out, study, and recognize the existing issues that must be confronted and resolved in order to establish a performance management

system for three Zambian government ministries in the authors put an emphasis on search, study, in terms of existing problems and clarifying public services in addition to coming up with ideas for strategies to face these issues. We also see advantages in case studies that give the researcher a more complete perspective by learning what people know and understanding how things work is done in the participant's environment because of the participant's unique situation, giving the researcher a chance to obtain a thorough knowledge of the issues that are being studied.

This study was performed by Kuhl and Michael to obtain information on employee practices and difficulties at the Commercial Bank of Ethiopia (CBE), a prominent commercial bank in the country. Practical process research sought to learn more about how PMS is used in organizations, then examine the reasons for and the challenges that implementing performance management within these cases. the study employed a variety of approaches, utilizing different research methods, methods, in order to choose respondents, including the stratified random sampling technique and then went on to collect evidence through interviews and questionnaires. The results showed that there was limited awareness of the objectives, necessities, requisites, and downstream consequences of PM, insufficient trust in the process, and inconsistency in assignments, and little or no system of evaluating performance evaluations, which led to managers having no opportunity to provide regular feedback to people; they also, that subjective supervisory feedback was absent.

Kuh and Michael (2018) conducted a quantitative study that built on the previous literature and contributed greatly to the existing data on the performance management understanding. although the research by Kuhil and Michael (2018) lacks the qualitative data, so as to identify current problems without repeating previous mistakes, is mandatory for these researchers, it is noted that the former should not focus on any other problems unless directed to by quantitative data. Numerous qualitative research approaches such as participant observation, semi-structured interviews, content analysis, and statistical coding were used to obtain the quantitative side of the knowledge and uncover the facts, thus enhancing the validity of the results.

The main goal of Okech's (2017) was to examine the impact of performance contracting on the provision of service in the public sector. The research strategy used in this study relied on descriptive research design, aiming at employees in selected state agencies and departments by random sampling. Both primary and secondary data was acquired through the use of questionnaires and interviews with identified experts and literature reviews of publications were used in gathering the secondary data. Applied study findings were (or results) key difficulties including unrealistic performance objectives, lack of reward systems, no oversight, inadequate resources, and no measurements of these systems, to see if they're working, among others. A study recommends continuous training, starting programs to allow public institutions to quickly launch their performance targets; offering financial support for negotiating capabilities for those who perform well; plus resources for employees with results to fast track contracts; and also recommending a new forms

of compensation for workers who excel. A strategy is established to facilitate rapid target acquisition through objective contracting evaluation.

It's important to note that Okech's (2017) adds significant quantitative data to the body of knowledge. That is to say, Okech's (2017) used only looked at qualitative data, however, so the study's scope is narrow in comparison to the amount of qualitative data that was included in the research. This study demonstrated the subject matter in terms of both qualitative and quantitative manner, it created qualitative facts and insights.

the primary objective of performance management systems have not achieved their expected benefits in Indonesian government: Jurnas (2015) carried out a study that aimed to investigate whether local government implementation had met the goals (primary or even alternative) it (goal-driven or achievement-based systems, in which case) The results showed that direct management instructions from top management were the most common route for expositions, and putting more resources into supervisory and monitoring techniques to deal with human resource issues in the organisation was another way to resolve technical skills issues. in establishing PMS reporting and monitoring and rewarding the performance-The Mayor had a substantial role in bringing out those objectives which were embedded in the system design, using the outcome-based measurement strategy.

Sisa (2014) studied the Ministry of Foreign Cooperation's performance management system to identify the elements that made the program successful and ones that hindered its implementation. The results of the implementation of the performance

management in the Ministry of Foreign Affairs and International Cooperation proved to be problematic. The four critical causes of a mismanaged country's intervention strategy were poorly defined objectives, the low strength of management, operational, and human capacities, along with collaboration and communication structures, human resources, inter- and agency communication, along with respect for collaboration, as well as inadequately measured capacities, unclear goals and severely understaffed human resources. Also, administration structures included command-and-control structures, as well as command-and-control structures and also bureaucratic intra-ministry mechanisms. Most administrations use these two, but the use of systems based on direct control and empowerment (the command-and-control model) fails to gain traction, so countries will fail in their endeavors. In addition, lacking strong and clear-cut human and institutional capacities and infrastructural intra-

The importance of Sisa's study is in that it provided objective quantitative data which greatly helped the understanding of the performance management system (Citations retrieved February 2016 from both Publisher's Weekly and the Publishers' Newsletter) Despite the limited quantitative data being included in the study by Sisa (2014), it is crucial to highlight that the qualitative sections of this study were not. This study was mainly based on qualitative case studies, which focused on their knowledge and their own experiences to bring out the qualitative reality.

His goal was to investigate the utility of performance contracting as a training method in Kiambu County for both Thototo educators, as well as to narrow it down

strategies to ascertain possible ways to apply at Thototo Teachers' College. A mixed-methods research design in which questionnaires and data were collected both quantitatively and qualitatively and descriptively was utilized to explore the effects of performance agreements on the students at Thoto Teachers College. This study is focused on all the individuals that comprise the educational facility, administrative, and student workforces. Other than hiring the student body of Thogoto University, random sampling was also used to select members of the staff of the college.

Njoroge (2014), in his study observed that, employees were resistant to change, poor communication on results, and even among themselves and when results were expected, and there was the resistance to sharing, the burden of it. Based on the findings, it's requirements, the researcher suggested that giving employees the tools to communicate better as well as offering better reward systems for better accomplishment; such reward systems would empower workers; participation should also be implemented in development of institutional goals would also be employed; as well as creating more attainable target salary goals, this will greatly assist employees in utilizing their abilities.

Njoroge (2014) has been identified as a mixed methods-based research that adds significantly to our understanding of the performance management system because it combines qualitative and quantitative methods in the whole. However, however, the study by Njoroge (2014) only used a mixed method in equal measures when compared to a study that makes use of equal measures of different methods

Amanda (2013) conducted research into the obstacles that public universities in Uganda face when implementing performance management systems (PMS). The realistic worldview served as the foundation for this research. A cross-sectional survey approach was administered to academic workers in four public universities using a disproportionate stratified random sampling methodology, and phenomenology techniques were implemented by interviews with purposively selected top administrators of a selected public university. According to the results, the major challenges affecting PMI in Ugandan universities are: a lack of a structured performance management environment; minimal employee engagement/communication issues; institutional processes and systemic constraints; and institutional governance challenges. Small motivation and employee morale; limited and unequal cash flows; and weak physical infrastructure are among the enumerated challenges on which respondents had the highest degree of agreement.

Amanda's work was notable because it merged qualitative and quantitative research processes in one study, resulting in mixed method research data that added substantially to the body of information on the performance management system. However, it is important to note that, while Amanda's study was a mixed method study, it did not fully use one research approach as opposed to a study that only used one research approach.

Furthermore, Sefali (2010) investigated the effect of the Performance Management System on transparency in the Lesotho Public Service. The aim of this research was to find out what public officials thought about the relationship between the PMS and

transparency, as well as their awareness of the Performance Management System concept and its implementation in Lesotho. Owing to a lack of experience, the majority of public officials did not understand how to use the Performance Management System in their day-to-day job, according to the findings of the report. It was also reported that the Government of Lesotho had made no visible effort to properly enforce the PMS, and that the majority of public officials were not sufficiently motivated to do so due to a lack of incentives. Furthermore, the report found no concrete evidence that the Performance Management System improved transparency in Lesotho's public sector. In addition, the study brought attention to the issue of obsolete PMS rules, forms, and legislation.

The thesis of Sefali (2010) paved the way for more research into the effect of the Performance Management System on transparency in Lesotho's public sector. The report, however, did not concentrate on the knowledge, obstacles, and mitigation measures associated with the implementation of a performance management system in three Zambian government ministries, and instead used a qualitative analysis methodology, specifically a narrative, to collect data. It's also worth noting that case studies have the benefit of providing the researcher with a unique opportunity to learn from insiders while the researcher listens to witnesses, allowing for a more in-depth understanding of the situation under investigation.

Ramataboe (2015) conducted research with the aim of encouraging successful service delivery in Lesotho's Ministry of Social Development by implementing a performance management framework. Several statutory guidelines and regulations

were adopted to facilitate the introduction of the Performance Management System across all government ministries, departments, and agencies, including the MSD, according to the study's findings. However, difficulties with the PMS's implementation in the MSD seem to be imminent. In this study, it was discovered that challenges in the implementation of the PMS revolved around: a) a lack of performance management training, i.e. a lack of orientation on PM, monitoring and evaluation, as well as laws and policies supporting the implementation of the PMS; b) poor communication in performance planning, reviews, feedback, and M&E of performance; and c) management involvement in the implementation of the PMS. According to the study's recommendations, MSD should train staff on PM, strategies, and the legal structure that supports PMS implementation. Furthermore, the study suggested that communication networks be strengthened by developing a communication strategy.

Furthermore, Hossan and Miah (2012) conducted research with the goal of determining the effect of employee performance management systems on business process improvement and the significance of employee growth through performance management systems in achieving superior business goals. The study's results revealed that the case study organization is extremely effective at managing employee success, as they address both low and high performers with corrective action and compensation, respectively. It also showed that their performance management system implementation was not what it was meant to be. According to the report, top management admitted that they were not successful at implementing their employee performance management scheme, and that most of their line

managers were not well-trained to administer employee performance reviews. There was no formal performance assessment process or performance evaluation committee.

Furthermore, in Nigeria, Eneanya (2018) published a report on the performance management system and public service delivery. It concentrated on the consequences, issues, threats, and prospects. Secondary data sources used in the research included public service changes, textbooks, journal articles, journals, and the Internet. Material, thematic, historical, and secondary data analyses were used as data analysis techniques. The study's findings revealed the effect made as well as the difficulties and challenges encountered. Inconsistent and conflicting reforms from one regime to the next, a lack of simple evaluation indices, a lack of employee involvement, the use of conventional line item and zero-based budgeting systems rather than performance-based budgeting systems, and rewards not incorporated into performance management were among the difficulties and issues.

2.3 Awareness on Performance Management

Barrett (2011) conducted a review to examine the theoretical literature on Performance Management and the methods used, as well as to see whether retail companies in Ireland are successfully using these beneficial tools. The study's aim was to look at a semi-state organization's performance management development system (PMDS). For purposes of confidentiality, the organization's name was not revealed in this report, and it was referred to as Company X throughout. The author of this analysis looked at secondary data from sources such as journal articles and

related books. Quantitative analysis was also carried out. An online questionnaire was distributed to the study population via email as part of the research instrument.

Barrett (2011) made a major contribution to the body of information by defining factors that contributed to the failure of company performance management systems. The current study used a qualitative research approach to investigate understanding, obstacles, and mitigation measures related to the performance management system's implementation in Zambia. Furthermore, unlike Barrett's (2011) research, which focused on performance management systems in businesses, the current study focused on the obstacles to performance management system implementation in three ministries of the Government of the Republic of Zambia. It's worth noting that the way private corporations work differs from how ministries go about their daily business. This situation is important because the outcomes will vary.

Ricci (2016) conducted a study with the aim of examining performance management systems in depth in order to assess the features are most important in predicting desirable organizational outcomes. The four performance management system groups significantly predicted employees' perceived efficacy of their performance management system and employee engagement, according to the results of an online survey with 159 participants. The activities group was discovered to be the most powerful indicator of employee engagement and perceived effectiveness. Four features of performance management systems greatly influenced workers' awareness of their system's effectiveness and engagement at

work. Systems that concentrated on the outcomes employees obtained, assessed employees on their contextual performance, encouraged the creation of individual development plans for employees, and provided for participative decision making between managers and subordinates are among the four performance management system characteristics. According to the findings, companies should incorporate these attributes into their performance management framework to improve the system's perceived efficacy and employee engagement.

2.4 Performance Management Mitigation Measures

Sisa (2014) conducted a study to investigate the introduction of the performance management system in the Botswana public service's Ministry of Foreign Affairs and International Cooperation, as well as to identify the factors that aided and hindered the program's progress. Setting clear and specific foreign policy objectives; creating a critical mass of champions of the performance management system; strengthening human and institutional capacities; promoting effective implementation and use of supporting systems of the performance management system; strengthening accountability and responsibility mechanisms were critical factors that aided and hindered the program's progress. Ramataboe (2015) conducted research with the aim of encouraging successful service delivery in Lesotho's Ministry of Social Development by implementing a performance management framework. According to the study's recommendations, MSD should train staff on PM, strategies, and the legal structure that supports PMS

implementation. Furthermore, the study suggested that communication networks be strengthened by developing a communication strategy.

The aim of Njoroge's study was to assess the impact of performance contracting as a new management method in teacher training colleges in Kiambu County, with a particular focus on Thogoto Teachers Training College. Based on the results, the researcher suggests that contact should be improved, as well as employee awareness; excellent performers should be rewarded; the institution should set practical and achievable expectations for employees; employees should be active in setting performance targets; and finally, the institution should increase funding

Mellahi, Frynas, and Collings (2016) conducted a study in Brazil with the aim of determining the degree to which Brazilian MNEs standardize or localize their performance management (PM) policies and procedures, as well as the mechanisms by which they do so. The research also looked at the factors that affected the performance management system's design and implementation.

Three Brazilian MNEs were studied using qualitative case studies. When interview data was analyzed, it was discovered that Brazilian MNEs had a clear propensity to centralize and standardize their PM policies and practices. The study's main finding was that PM practices within Brazilian MNEs were highly influenced by global best practices and were not focused on indigenous Brazilian practices.

Mellahi, Frynas, and Collings (2016) published a study that revealed important findings about the Performance Management System in Brazil, adding to the body

of information on Performance Management System. However, it is important to note that the study was conducted in Brazil, and the political, economic, and social contexts in Brazil vary significantly from those in Zambia, resulting in a geographical research discrepancy. Furthermore, unlike the current study, which focused on awareness, challenges, and mitigation measures in the implementation of Performance Management System in Zambian public sector with the Mellahi, Frynas, and Collings (2016) investigated the extent to which and mechanisms by which Brazilian MNEs standardize or localize their performance management (PM) policies and practices. As a result, the need for this research arose.

Sathornkich (2010) conducted a study to see how the Thai public sector, particularly at the provincial level, interpreted the performance management system (PMS) in order to enhance public service and ensure service quality sustainability. This research used a qualitative approach and a narrative design to investigate five provincial CEO schemes in depth. In-depth semi-structured interviews with executives from central agencies, training and development institutes, and key resource persons who are directly involved in the PMS implementation were used to collect data within the provinces.

The study's findings revealed that the government's strong commitment at the policy level has resulted in increased support and collaboration among central agencies, as well as a shift in focus and resources toward system implementation. Furthermore, the introduction of the PMS, combined with the promotion of the Provincial CEO system, has posed new challenges for Provincial Governors and the provincial

administration, indicating a transition from an administrative to a more managerial and participative approach. The performance agreement (PA) has been instrumental in enhancing and assessing performance, driving public sector growth, and connecting performance to monetary reward schemes. Furthermore, the study's findings revealed that the PA's implementation had shortcomings in terms of its connections to reward distribution to individuals. Further still, the study indicated that several incentive schemes were available for different groups of people and this caused misunderstanding and demotivating affects which, in turn, had impacts on the PMS as a whole. The findings of this study are significant in that they provide new evidence on the PMS implications at the provincial level in the Thai public sector, where political policies are cascaded down into real practices and execution, and the study result extended the knowledge boundary in the context of public management by highlighting significant implications.

Kafwa (2016) conducted a study with the primary goal of determining the efficacy of the APAS in enhancing efficiency in selected Zambian Civil Service Ministries. The following were the basic objectives of this study: I decide the extent to which the APAS was used in making Human Resource decisions in selected Ministries; (ii) determine whether the APAS was successfully used in appraising the performance of Civil Servants in selected Ministries; and (iii) determine the extent to which the APAS was used in making Human Resource decisions in selected Ministries.

Questionnaires, a semi-structured interview guide, and other related documents were used to collect data. A total of 126 respondents were drawn from three (3) restructured Ministries: Education, Health, and Agriculture, using stratified random and clustered sampling. The Statistical Package for Social Sciences (SPSS) and Microsoft Excel Computer Software Package were used to analyze quantitative data. According to the report, APAS was not used effectively in appraising output in the concerned Ministries. Furthermore, the study showed that in all of the concerned Ministries, departmental and individual work plans and goal setting were not strictly adhered to. Furthermore, the study found out that APAS was only used in the Civil Service for confirmation and substantive promotions. The analysis also discovered inconsistencies in the implementation of performance planning, reporting, and feedback in the relevant Ministries. The APAS was also found to be ineffective in making important human resource decisions including selecting officers who should be promoted. Finally, it was discovered that the APAS had failed to meet nearly all of the goals for which it was developed.

The study by Kafwa (2016) is important because it added to the body of information by assessing the efficacy of the APAS in enhancing performance in selected Zambian Civil Service Ministries. However, despite being conducted in Zambia, the study's emphasis differed from the current one in that it was quantitative in nature and lacked the qualitative component. The current study focused on understanding, challenges, and mitigation measures in the implementation of the performance management system in three ministries: Ministry of Health, Ministry of Energy, and Ministry of Finance. Kafwa (2015) focused on the assessment aspect of the APAS,

while the current study focused on the awareness, challenges, and mitigation measures in the implementation of the performance management system in three ministries: Ministry of Health, Ministry of Energy, and Ministry of Finance. The research sites in Kafwa (2016)'s study were not the same as those in the current study, necessitating the need for this research.

2.5 Framework for enhancing implementation of PMS

Waal and Mulimbika (2014) conducted a study using the HPO Framework established by De Waal (2008) to identify the factors that are slowing down the Ministry of Commerce, Trade and Industry departments from achieving high efficiency. The data collection instrument was an HPO questionnaire that was distributed over the internet to all MCTI managers and staff, as well as four legislative bodies under MCTI, in November and December 2012. A total of 171 questionnaires were received during the review, resulting in a response rate of 42.3 percent. A workshop with members from all MCTI departments and the four legislative bodies was held in Lusaka in addition to the questionnaire. Based on the data collection and review, it was determined that the Zambian public sector performed significantly better on all of the high performance framework's characteristics. Two of the regulatory bodies, on the other hand, were concentrating on various aspects. The findings will also be used to support Zambia's implementation of the High Performance Framework in the public sector.

Mohd Haizam(2014) conducted a report on the impact of attitude on employees in Majlis Amanah Rakyat, also known as MARA, one of Malaysia's largest statutory

bodies. The Malaysian government should review its policies on MARA's roles in developing the indigenous or Malay community in the areas of business and education, according to the research's main findings. Furthermore, as a strategic management framework, the Balanced Scorecard enabled the management's plan and vision to be converted into practical and achievable goals. The lack of a training and development program, according to the BSC Learning and Growth viewpoint, has created discontent among MARA employees.

Mohd Haizam (2014) made a major contribution to the body of information by examining the effect of employee attitude resulting from the use of the Balanced Scorecard (BSC) as a performance management framework in MARA. In addition, the research looked at the effects on the company's community and made suggestions for effective Performance Management System (PMS) activities. The current study looked at the roadblocks to implementing a performance management framework in Zambia. Furthermore, unlike Mohd Saudi (2014), who used a quantitative research approach to investigate understanding, challenges, and mitigation measures in the implementation of the performance management system in three ministries of the Republic of Zambia, the current study used a qualitative research approach to investigate the awareness, challenges, and mitigation measures in the implementation of the performance management system in three ministries of the Republic of Zambia.

2.6 Concept of Performance Management

Performance Management System has been defined in so many ways by different philosophers, scholars and researchers around the world. For instance, Armstrong (2004) defined performance management as a means of getting better results from the whole organization by understanding and managing within an agreed framework, performance of planned goals, standards and competence requirements.

In addition, Bacal (1999) defined performance management as an ongoing communication process, undertaken in partnership, between an employee and his or her immediate supervisor that involves establishing clear expectations and understanding about: the essential job functions of employee are expected to do; how the employee's job contributes to the goals of the organization; what doing the work well means in concrete terms; how employee and supervisor will work together to sustain, improve, or build on existing employee performance; how performance management will be measured, and identifying barriers to performance and removing them.

Furthermore, Armstrong and Baron, (1998) looked at Performance Management System (PMS) as a strategic and integrated approach of conveying continued success to institutions by developing the people in a way that improves group and personal performance. These systems provide a continuous and integrated approach for managing and rewarding performance.

Moreover, performance management system” was defined by Hope (2002: 539) as “an ongoing communication process, undertaken in partnership between employees

and their immediate supervisors that involves establishing clear expectations and understandings about the essential job functions each employee is expected to undertake; how each employee's job contributes to the goals of the organisation; how each employee and supervisor will work together to sustain, improve, or build on existing employee and organisational performance; how job performance will be measured; and identifying barriers to performance and removing them.

Additionally; Analoui (1998) described PM system as a "close system" in which top management acts as commanding part whose main concern is in continuity of order and ability to implement autonomous control over the work place and work situation as the whole. As Neely (1999) stated that the norm of performance management system in place is a set of instructions to resonates with organizational top management. Mostly PM system attempt is nothing except an endeavor to assess and encounter the employees' performance merely based on predetermined managerial criteria (Analoui, 1999). Välimaa and Hoffman (2008) stated that performance management in developing countries faces many complications and hurdles that are associated to turbulence in their environment, their limited resources and cultural characteristics.

The definition of Performance Management System by Storey (2002:321) as reforms that looks at various attempts that have been designed in such a way that organisations, units and individuals work effectively and efficiently is considered relevant for this study due to the facts that this definition indicates that the targets that need to be managed should range from individual employees to all aspects of

the organisation. This definition further entails that Performance Management is an activity that should be done on a daily basis so as to ensure that an organisation accomplishes its vision, become highly performing entity and creates success for both itself and its employees (Hopen, 2004).

Michael Armstrong provides one of the strongest definitions of performance management in his Handbook of Performance Management, which carefully and plainly sets out the Arm-strong performance management cycle: “Performance management is the continuous process of improving performance by setting individual and team goals which are aligned to the strategic goals of the organisation, planning performance to achieve the goals, reviewing and assessing progress, and developing the knowledge, skills and abilities of people.”

2.7 Purpose of the performance management system

The core goals and guiding principles that a company has for the system to help it achieve a competitive advantage are reflected in the purpose of a performance management system (Dewettinck, 2008). Organizations typically use performance management systems for three key reasons: to achieve results, develop employees, or accomplish administrative purposes. Performance management systems with a results oriented purpose focus on performance outcomes and view employees as a means to achieve organizational goals, such as increasing revenue or company sales (Dewettinck; Truss, Gratton, Hope-Hailey, McGovern, & Stiles, 1997). Performance management systems with a development oriented purpose focus primarily on employee development under the assumption that empowering

employees through development leads to better performance and subsequently a competitive advantage (Dewettinck; Truss et al.). Performance management systems that are mostly used for administrative purposes may provide companies with useful data for human resource decisions such as promotions, pay rises, and terminations (Biron, Farndale, & Paauwe, 2011). These decisions communicate to workers what the company values in terms of efficiency, which helps to drive employee actions (Biron et al.).

Employees were more likely to view their performance management system as successful if the main objective was to enhance employees' ability to track, assess, and change their own performance (development-oriented), rather than setting out straightforward and demanding targets to help employees perform well, according to Dewettinck and Dijk (2013). Human resource professionals reported development focused performance management systems to be successful at increasing employee results oriented intent was unrelated to the system's ability to effectively enhance organizational performance, according to Dewettinck (2008). As a result, both of these studies show that performance management systems focused on growth are considered to be more successful than systems focused on outcomes. However, both of these studies only surveyed people in Belgium, making it difficult to extrapolate the findings to other cultures, such as the United States.

According to Lawler (2003), survey respondents from 55 Fortune 500 firms, the majority of whom worked in human resources, thought performance management programs were successful if they assisted in identifying low-performing workers for

termination. While Lawler's findings suggest that administrative objectives can influence performance management systems' perceived effectiveness, this study only looked at one type of administrative intent.

2.8 Performance management system activities

Organizations may use a variety of activities to increase employee efficiency within performance management programs. Employee performance goals must be clearly communicated, and workers must understand that their contributions are critical to the organization's effectiveness (Biron et al., 2011). Coaching, feedback, appreciation, goal-setting, identifying training needs, developing growth strategies, and career preparation are all examples of performance improvement practices. Under performance management programs, events such as coaching, feedback, and recognition take place. Coaching is a collection of systematic ongoing interactions between employees and their supervisors with the intention of promoting individual learning and behavior improvements, as well as creating positive and developmental opportunities for employees to learn how to deal with difficult circumstances (Lindbom, 2007). Unlike coaching, which focuses on potential job success, feedback focuses on giving workers knowledge about past job performance in order to reinforce desired actions or identify areas for change (Hillman, Schwandt, & Bartz, 1990). Recognition is a type of positive reinforcement provided in response to desired actions in order to shape and enhance performance; examples of recognition include a special mention in a meeting, a note in the company newsletter, or different gifts (Haines & St-Onge, 2012).

Goal-setting, identifying training needs, developing individual growth plans, and career preparation are all performance improvement practices that help workers meet their performance and career objectives. Setting performance targets for workers for the job they currently occupy may be part of a performance management framework (Roberts, 2003). Furthermore, performance management systems may be an effective method for identifying places where workers need preparation in order to meet their performance objectives (Armstrong & Baron, 2000). Individual development strategies that affect an employee's personal and professional growth by improving skills, attitudes, and abilities required in current and potential job roles can be made easier through performance management systems. Additionally, performance management programs may provide career preparation for workers to assist them in identifying and pursuing career paths (Fey, Bjorkman, & Pavlovskaya, 2000).

Prior research has looked into the effects of performance management system practices on perceived system efficacy, such as explicitly communicating performance goals to employees and offering appreciation to employees for exemplary performance. Collins-Camargo et al. (2014) discovered that the more clearly workers understood performance expectations, the more likely agency directors thought their performance management system was successful. In interviews with professionals at world-leading companies who practiced explicitly communicating performance goals to staff, Biron et al. (2011) found similar results. Overall, these results highlight the importance of explicitly communicating

performance goals to workers in order to improve the perceived efficacy of the performance management system.

Recognizing workers for demonstrating desired habits is another activity that has been studied in the past to see how it leads to a performance management system's perceived effectiveness. Employee recognition had a significant and positive association with perceived system efficacy, according to Haines and St-Onge (2012), with the more recognition employees got, the more likely human resource professionals thought the system was efficient. When tested alongside other attributes, such as the use of multisource feedback, employee awareness did not clarify unique variation in perceived system effectiveness. As a result, more research is needed to better understand the effects of employee appreciation on the perceived efficacy of performance management systems.

2.9 The four basic processes of performance management system

There are basically four basic processes: (1) developing performance standards, (2) negotiating and communicating the standards, (3) observing performance levels, and (4) providing feedback and coaching employees (McCune, 1989: 201). According to Beer and Ruh (1976: 61), the performance management system has three parts, namely management by objectives, performance development and review, and evaluation and salary review. These authors further state that performance development and review is a new matter that was brought to the performance management system to address the difficulty of providing accurate and objective performance feedback.

A step-by-step approach was developed to address this challenge. First, the manager using a performance description questionnaire observes and describes the behaviour of the supervisee. Second, using a performance profile, the manager analyses the supervisee's strengths and weaknesses. Third, through the developmental interviews, the manager assists the supervisee to adopt or modify behaviour to one that promotes effective performance. During the developmental interviews, both the manager and the supervisee jointly identify areas for improvement and establish plans to address the supervisee's developmental needs (Beer and Ruh, 1976: 62).

As explained by Beer and Ruh (1976: 64), the developmental interviews are distinct from management by objectives sessions and appraisal/evaluation sessions. The performance description questionnaire and the performance profile are tools that the manager utilizes to differentiate development from management by objectives and evaluation. According to these authors, the use of the performance description questionnaire and the performance profile assists to reduce the uneasiness associated with the developmental interview. They argue that developmental interview encourages both the manager and the supervisee to engage in open, constructive and non-defensive discussion of performance as it allows the two to discuss the discrepancies they may have. The individual performance development plans and objectives are developed to effect change (Beer and Ruh, 1976: 64). The individual performance development plans identify the core competencies required to achieve personal objectives. The developmental needs of the employees are addressed through training programmes. Davenport and Gardiner (2007: 304) argue that the importance of the developmental or the reward component of the

performance management system varies depending on the underlying values and strategy of the institution. According to Kelloway (2004: 9), performance management 48 systems focus on performance improvement through collecting, analyzing and communicating information in a timely fashion.

Although there is no ideal performance management system package, it is generally agreed that the performance management system components should be linked, mutually re-enforcing and have a strategic fit (Verweire and Van den Berghe, 2003: 784; Davenport and Gardiner, 2007: 304 - 305). According to Verweire and Van den Berghe (2003: 784 – 786); Davenport and Gardiner (2007: 304), the performance management system frameworks emphasize a strategic approach to the following human resource management policies and practices:

- Management fundamentally has inconsistencies in behavior and this can be linked to the ethical side of the system and human behavior. The human resource management policies and practices should be linked or aligned to support institutional objectives and strategy. There should be a strategic alignment or fit of the managerial and operational processes, reward and human resource systems to ensure achievement of strategic objectives. Cause-and-effect relationships should exist between human resource management and the desired outcomes.
- Strategic objectives should be cascaded from the corporate level to individual employees. Individual objectives should correspond with strategic objectives and continuously updated to adapt to the changing environment.

Appropriate institutional structures should be developed to support strategic objectives.

- Individual objectives should be owned by employees who should be educated, trained and empowered to use the performance management system.
- Flexibility and institutional learning should be emphasized to suit particular or specific circumstances.

In addition to strategic alignment, there should be internal consistency in the application of human resource management policies to individual employees, to employees of a similar position, and human resource management policies and practices should be consistent over time.

The performance management literature shows that institutions have different approaches towards the application of the performance management system. However, as Strebler, Robinson and Bevan (2001) cited in Furnham (2004: 88 – 89) indicate, there are principles that are critical to the performance management system. These principles can be placed in a so-called performance management model. Among the principles that are necessary for the performance management system to operate effectively are:

It should have clear or specific aims and unambiguous (measurable) success criteria. It should be regularly and openly reviewed against its success criteria. (i) It should be designed and implemented with the full involvement of all employees who should find it relatively simple to understand and easy to use. • It should emphasize

role clarity and performance improvement. Employees should have a clear understanding of their individual and institutional objectives. Its effective implementation should be central to all managers' performance objectives. (ii) It should be supported by a well-resourced training and development programme. (iii) It should make crystal clear the purpose of recognition and reward and build in proper equity and transparency safeguards. All performance management systems are subject to errors because of the very nature of the system and human behaviour. This emphasizes the fact that performance linked to the ethical side of the human resource function. In this regard, it is important that the performance management system should be underpinned by professionalism and ethical behaviour.

In this connection, Winstanley and Stuart-Smith (1996: 66) have identified the following principles to provide the basis for a professional and ethical approach to the management of performance:

- Respect for the individual – performance management processes should be tailor-made to meet individual requirements.
- Mutual respect – performance management processes and systems should value and accord respect to both the manager and the employee.
- Procedural fairness – there should be fair and just (equitable) treatment of employees in the appraisal process. The performance management system

should be administered consistently and fairly (objectively) without discriminating against any employees.

- Transparency of decision making – for the performance management system to work well, there should be transparency (openness) about how the programme works and how decisions emanating from performance management affect individual employees.

2.10 Performance appraisal system

The performance appraisal system is a critical component of the performance management system. The performance appraisal system is considered a sine qua non for any effective performance management system. In most institutions, performance appraisals are considered a fact of institutional life (Longenecker, Liverpool and Wilson, 1988: 311; Longenecker, 1997: 212; Abraham, Karns, Shaw and Mena, 2001: 843; Verheijen and Dobrolyubova, 2007: 211; Fryer, Antony and Ogden, 2009: 480; Maley, 2009: 1). According to Pavlov and Bourne (2011: 102), the performance appraisal system is a major instrument of 52 performance management which provides and integrates all information critical for making decisions related to the task of managing institutional performance. The same authors further argue that the performance appraisal system forms an integral part of the institution, and has the capability to produce a major institutional impact and affect a multitude of institutional processes that drive institutional performance (Pavlov and Bourne, 2011).

Similarly, Bourne, Neely, Mills and Platts (2003: 3) argued that performance appraisal is an integral part of the management planning and control system of the institution. Performance appraisal is considered a tool for effecting change, improvement and a cornerstone for efficient and effective management of any institution (Amaratunga and Baldry, 2002: 217; Kennerley and Neely, 2002: 1222; Franco-Santos and Bourne, 2005: 114). As explained by Longenecker and Ludwig (1990: 964), performance appraisal systems must be viewed as both a tool for the manager's use to improve employee, department and institutional performance and as a set of data to be used by the human resource department in the management of a broad array of human resource functions. According to these authors, performance appraisal is a means for the manager to prompt, encourage, reward and motivate and an end to the human resource department to determine critical human resource decisions such as compensation, promotion, training and employee development (Longenecker and Ludwig, 1990: 967)

2.11 Human resource management systems

The second critical component of the performance management system is strong human resource management systems (Verheijen and Dobrolyubova, 2007: 211). Effective human resource management systems are essential to attract, develop and retain skilled and competent labour and to improve individual and institutional performance by creating an enabling work environment and promoting positive values, attitudes and behaviours that enhance performance (Commonwealth Secretariat, 2010: 89). Some of the human resource management systems that are

critical to the successful implementation of the performance management system include effective communication, feedback, monitoring, evaluation and reporting; strategic planning and information and communications technology; accounting and audit; recruitment and selection and recognition and reward (Schneier, 1989: 206; Berman, 2002: 350; Bouckaert and Peters, 2002: 359; Halachmi, 2005: 508; Verheijen and Dobrolyubova, 2007: 211; Nielsen and Ejler, 2008: 172; Fryer, Antony and Ogden, 2009: 480).

It is critical that the performance management system be supported and aligned with strong human resource management systems (de Waal, 2004: 308). For instance, effective recruitment and selection systems are needed to ensure that the institution has employees with the requisite knowledge, skills and abilities (McCune, 1989: 200). Strategic planning systems are needed to maintain strategic focus, drive the performance management process, avoid shorttermism and the unintended negative effects of performance measurement (Verheijen and Dobrolyubova, 2007: 211; Fryer, Antony and Ogden, 2009: 489). Performance-oriented management systems are critical as they support both the process and the outcomes of performance management to deliver properly at different levels of the institution (Adhikari, 2010: 311).

Information and communications technology systems are needed to provide reliable and valid performance information and to automatically capture, process, analyse and report the data for the key performance indicators (de Waal and Counet, 2009: 369). Monitoring and evaluation systems are needed to determine whether the

implementation of the performance management system is on the right track (Verweire and Van den Berghe, 2003: 786). The performance management system must be audited to ensure the accuracy of the data generated and the overall integrity of the process (Longenecker and Ludwig, 1990: 968).

As argued by Pollitt (2001: 9), the systems that are integral to the successful implementation of the performance management system are often developed separately as parallel systems that are incompatible. For example, line item budgets which have separate appropriation or budget lines for salaries, travel, office supplies and so on, are difficult to integrate with the performance management systems because they emphasize compliance with input appropriations rather than inputs of performance management information (Pollitt, 2001: 18). It is important to note that the components of the performance management system complement or support each other and failure to effectively implement one or more of the components affect the implementation of the programme.

2.12 Steps in the development of a performance management system

The first step in the development of the performance management system is the determination of the institution's mission and strategic goals and objectives (Boice and Kleiner, 1997: 197; Armstrong and Baron, 1998: 59). According to McCune (1989: 195), mission statements provide the strategic direction and rationale for corporate plans and basically answer the questions of "what is to be accomplished and for whom"? There are two critical tasks that are undertaken when developing the corporate mission statement – determining the strategic objectives and

identifying and prioritizing the important stakeholders in the institution. This also entails the identification of strategic performance measures. Armstrong (2006: 54) defined objectives as something that has to be achieved by institutions, departments and individuals over a given period of time.

The second step after the identification of the institutional mission and strategic goals and objectives, is to translate the institutional mission and strategic goals and objectives into departmental and then individual objectives. The individual and institutional objectives should be aligned (Fletcher and Williams, 1996: 170; Chartered Institute of Personnel and Development, 2009: online). The alignment of objectives is one of the key tasks for performance management (Chartered Institute of Personnel and Development, 2009: online). Individual objectives constitute the employee's personal performance targets. The individual performance objectives are agreed between the manager and the supervisee. The aim is to create a greater feeling of ownership, not the imposition, of objectives (Armstrong, 2006: 56). This is also done to promote a more open and positive working relationship between the manager and the supervisee (Chartered Institute of Personnel and Development, 2009).

It is assumed that the involvement of employees and gaining their commitment to institutional objectives and values will lead to higher acceptance, motivation and improved performance at the individual level (Fletcher and Williams, 1996: 171). The manager and the supervisee work out the specific objectives and their measurements. This involves the clarification, specification and communication of

job roles, job description, responsibilities and performance standards, explaining how the personal job performance is linked to the overall performance of the institution and why objectives need to be achieved (Schneier, 1989: 212; Boice and Kleiner, 1997: 197). The setting of performance standards assists employees to understand what they should be doing, how to do it and the performance results expected (Chartered Institute of Personnel and Development, 2009: online). Performance standards provide a basis for an objective review (Kirkpatrick, 1986: 69). They also ensure that there are no surprises and confrontations during the performance review (Longenecker, 1989: 80; Sahl, 1990: 54). The development of individual objectives allows the employee to know well in advance the standards by which performance will be assessed. It is important that clear, understandable and measurable objectives are developed for each job position (Sahl, 1990: 53). According to Stainer and Stainer (1998: 116), the main purpose of performance measurement is to drive behavioural change in the desired direction.

The third step involves the signing of performance and development agreement, also known as the performance contract (Armstrong and Baron, 1998: 59). Performance agreements commit senior public servants to achieve certain institutional objectives and targets (O'Donnell and Turner, 2005: 616). A performance agreement defines performance expectations, that is, the work to be done, the results to be attained, the performance standards to be achieved and the competence levels required to achieve the results (Armstrong, 2006: 18). The clarity of performance expectations is necessary to build understanding of the results employees have to achieve (Guinn and Corona, 1991: 74)

The fourth step in the development of the performance management process is the performance and development plan. The performance and development plan is a joint exploration between the manager and the supervisee of what the supervisee need to do and know and the skills and competencies that need to be developed in order to improve his or her performance, and how the manager can provide the support, guidance and coaching needed (Armstrong and Baron, 1998: 61). The performance aspect of the performance and development plan focuses on the agreement on what has to be done to achieve objectives, raise standards and improve performance, and the key aspects of the job which need to be given 64 the most attention. Agreement is also reached on the methods of measuring performance and analysing evidence of levels of competence. It is critical that the manager and the supervisee have such an agreement because it will be used to monitor progress and document achievements (Armstrong and Baron, 1998: 61).

The fifth step is taking action, that is, work, development and support. Performance management assists employees to get into action so that they attain planned and agreed results. This step is a work-and people-related activity that focuses on what has to be done, how it should be done, what is to be achieved, and what has to be done to do even better in the future. This step is also concerned about the development of employees, assisting them to learn and providing them with the necessary support they require in order to perform well, now and in the future (Armstrong and Baron, 1998: 61 - 62; Armstrong, 2006: 49). 65 Beer (1981: 25) has identified the following as the goals of coaching and development: (1) to improve supervisees performance and develop future potential; (2) to develop commitment

to the institution through discussion with supervisees of career opportunities and career planning; (3) to motivate supervisees through recognition and support; (4) to strengthen manager supervisee relations; and (5) to diagnose individual and institutional problems.

The sixth step is continuous monitoring and feedback. Performance management is a continuous process of managing and developing performance standards, monitoring and measuring performance, providing performance feedback, conducting informal progress reviews, updating objectives, dealing with performance problems, and taking appropriate corrective action (Armstrong and Baron, 1998: 62; Armstrong, 2006: 19). This step promotes the continuous process of monitoring and managing performance throughout the year in order to support the achievement of institutional objectives. As observed by Halachmi (2005: 511), performance is viewed as an ongoing process and not a once-off, snapshot event. This step also requires that managers observe the supervisee's actual performance on a regular basis, store and later recall relevant performance data (Longenecker, 1989: 78). It further requires that managers provide supervisees with regular and instant performance feedback, developmental feedback, coaching and reinforcement on the work they have done satisfactorily or unsatisfactorily (McCune, 1989: 202; Guinn and Corona, 1991: 74; Armstrong and Baron, 1998: 62; Chartered Institute of Personnel and Development, 2009: online). Performance feedback assists supervisees to learn about themselves, how they are performing, and what management values (Beer, 1981: 26).

The seventh and last step in the performance management process is formal review and feedback. Formal performance review meetings are held between the manager and the supervisee. They are supposed to be ongoing and regular, open, objective and honest. They may be held monthly, quarterly or twice a year. They provide a platform to assess progress against performance targets and for structured performance feedback and reflection. They also provide an opportunity to talk about performance and development (Longenecker, 1989: 79 – 80; Armstrong and Baron, 1998: 64; Chartered Institute of Personnel and Development, 2009: online). Regular performance reviews are held to keep performance objectives at the forefront of the employees' daily work, to reinforce the importance of the process to the institution, to provide opportunities for the clarification of objectives, and to review employees' progress toward planned results (Sahl, 1990: 56). Making reviews an ongoing activity assists to eliminate the anxiety associated with performance appraisals by providing employees with ongoing feedback on their performance and by forcing managers to be in regular and constant contact and communication with their supervisees (Longenecker, Liverpool and Wilson, 1988: 318; Longenecker, 1989: 80)

2.13 Benefits of the performance management system

Firstly ,the performance management system is introduced to create a performance culture; appraise employee performance; achieve sustainable improvements in individual and institutional performance; to assess performance against set

objectives; to align individual and institutional objectives; to improve management of resources; to create a motivated and committed workforce and to bring about change in culture and ethos (Fletcher and Williams, 1996: 169; Boice and Kleiner, 1997: 197; Armstrong and Baron, 1998: 51; Wiese and Buckley, 1998: 233; Nankervis and Compton, 2006: 87; Brudan, 2009: online). In light of the above, Bouckaert and Peters (2002: 359) concluded by noting that performance management is considered a key to the modernisation process of the public sector.

Secondly, the performance management system generates performance information that promotes evidence-based management and rational decision making (de Lancer Julnes and Holzer, 2001: 693; Ammons, 2002: 344; de Waal, 2003: 688; Mayne, 2007: 92; Dormer and Gill, 2010: 45). The performance management system is used by institutions as a tool to enhance the objectivity and validity of administrative decisions regarding appointments, salary increases, training, promotions, demotions, terminations, retentions, and transfers (Sherwin, 1957: 63; Beer and Ruh, 1976: 59; Levinson, 1976: 30; Beer, 1981: 25; Bale and Dale, 1998: 106; Brudan, 2009: online).

Thirdly, the performance management system provides ongoing opportunities for managers to support, guide, coach and counsel employees (McGregor, 1957: 89; Armstrong and Baron, 1998: 52; Wiese and Buckley, 1998: 234).

Fourthly, the performance management system contributes to human resource development by providing performance feedback on employee strengths and weaknesses; mentoring, coaching and counselling; suggesting changes in employee

behaviour, attitudes, skills or job knowledge; and by identifying 71 employee training and development needs (Bricker, 1992: 70; Longenecker, 1997: 212; Armstrong and Baron, 1998: 52; Wiese and Buckley, 1998: 243; de Waal, 2003: 688; Nankervis and Compton, 2006: 87). Training and development contribute to personal and professional growth and aim to rectify deficiencies in employee performance and to improve staff competencies (Armstrong and Baron, 1998: 81).

2.14 Approaches to the design and implementation of the PMS

There are two main approaches to the design and implementation of the performance management system, namely cascading or top-down approach and participatory or bottom-up approach (Armstrong and Baron, 1998: 118; Greiling, 2005: 565). The preferred and recommended method of introducing the performance management system in any institution is to establish a project team or working group with representation from both management and staff members to oversee the design and implementation of the programme. The bottom-up approach is preferred because it takes into consideration the views and experiences of both management and staff members, promotes wider consultation, involvement and communication, and thereby engenders buy-in and ownership from both management and staff (Antonioni, 1994: 30; Armstrong and Baron, 1998: 361).

The bottom-up approach also allows for the setting of realistic performance targets and increases perceived fairness and justice in the performance management process. It promotes increased employee motivation, commitment and satisfaction with the performance management system (Bento and White, 2006: 60). Moreover,

the bottom-up approach allows staff members and 98 departments to drive performance measurement and performance management processes. Performance management systems that are designed and implemented using the bottom-up approach are more likely to produce performance information that is useful for both external reporting and internal management needs (Hildebrand and McDavid, 2011: 69).

2.15 Types of performance measurement systems

According to Talbot (1999: 20), there are four categories of performance measurement systems that were developed to measure institutional performance in the private sector. First, there are sophisticated financial models such as economic value added and shareholder value. Second, there are comparative and benchmarking models that compare, analyse and search for benchmarks of good performance and practice in a range of internal institutional functions and processes in other similar institutions with the primary aim of improving their own performance in these areas. An example of a benchmarking model is the European Foundation for Quality Management Excellence Model, formerly known as the Business Excellence Model. Third, there are quality models such as total quality management. Finally, there are holistic models such as the balanced scorecard and the public service excellence model that use both financial and non-financial performance measures to measure institutional performance.

2.16 Balanced scorecard

The balanced scorecard is a holistic management model that was developed by Kaplan and Norton in 1990 as an integral part of strategy formulation, mission identification, customer-based planning, and process improvement and to align performance measures with the strategy (Kaplan, 2001: 354; Niven, 2003: x; Chan, 2004: 205; Jaaskelainen, 2009: 450). It integrates a number of management innovations such as total quality management; just-in-time management; time-based competition; lean production; customer and market focus; activity-based costing; employee empowerment and process reengineering (Talbot, 1999: 21).

First, the balanced scorecard was developed to complement financial performance measures with three other non-financial perspectives, namely customer; internal processes; and learning and growth or innovation and improvement (Kaplan and Norton, 1992: 71; Talbot, 1999: 21; Kaplan, 2001: 354; Chan, 2004: 206). The balanced scorecard was developed to allow managers to view institutional performance from four different perspectives, not just from the financial perspective, as it was the case previously. The three nonfinancial perspectives are regarded as the drivers of future financial performance. 108 Second, the balanced scorecard was introduced to assist institutions to develop specific performance measures for each of the four perspectives (Kaplan and Norton, 1992: 71 - 73).

2.17 Development of PMS in Africa

In the African civil service, the idea of performance management is relatively recent. Since the 1960s, when many African countries gained independence, the

restructuring and revitalization of the civil service has been a priority for governments. There are at least three broad reform tendencies that can be identified. The first is the systematic study of organizational frameworks, management strategies, and reward programs that took place in the 1960s and 1970s. The second wave of change began in the late 1970s and early 1980s, with the introduction of structural adjustment policies that tightened the belt (Balogun, 2011:2).

When President Olusegun Obasanjo was elected in 1999, he introduced the idea of performance management as a method for service delivery in Nigeria, okech (2017). The socio-economic, political, and technological changes in the nature of work, as well as globalisation, were built on this foundation. In 2003, a study was commissioned to examine public service delivery in Nigeria, and as a result, a special report titled "Delivering Service in Nigeria" was published as a Roadmap. One of the main recommendations was for the government to start a service delivery program and begin a large-scale social transition. The Commission's report in 2003 inspired the SERVICOM initiative.

According to okech (2017) the acronym SERVICOM stands for "Service Compact for All Nigerians." Its goal was to create a social contract with people that would enhance government transparency and responsiveness while also legitimizing citizens' demands, especially those of the poor. The primary goal was to refocus government on service delivery through the successful introduction of "Service Charters" and the achievement of visible change in service delivery, according to the study. SERVICOM's significance stems from the fact that it examines how

Nigeria's public administration system can better handle its primary obligation, which is to provide services to people. President Jonathan introduced a performance contract to the Nigerian public service on August 22, 2012, as a framework for service delivery in the form of a self-renewing period. Ministers have been told that they must report to the cabinet in order to show their contribution to this policy direction.

The emphasis will be on piloting and expanding PMS in accordance with national development plans, as well as aligning PMS with human resource systems in the future. The new approach to PMS implementation will include, among other items, simplifying the PMS methodology and capacity-building manual; designing an integrated PMS implementation strategy that is aligned with the National Development Plan; and aligning legal structures to make the system easier to implement.

According to Bulawa (2011), Botswana began implementing a Performance Management system in 1999. The government of Botswana implemented the Performance Management System after people expressed dissatisfaction with the public sector's delivery of public services in the country. Because of the government's ineffectiveness and inefficiency, the public has lost faith in it (Republic of Botswana, 2002a). The ineffectiveness and inefficiency of Botswana's government were also highlighted in Adamolekun and Morgan's report (1999). This study found that staff morale and enthusiasm had plummeted in Botswana, which was reflected in the weak delivery of public services to the country's people.

In order for the government of Botswana to address the public sector's ineffectiveness and inefficiency, the World Bank was brought in to determine the best solution for improving the public sector's results. The implementation of a performance management framework in various ministries and government organizations was one of the World Bank consultant report's recommendations (Bulawa, 2011). The permanent secretaries of different ministries debated the suggestion further and came to the conclusion that a performance management system was an effective tool for improving public service performance. According to the Republic of Botswana (2002b), a performance management system will allow the public sector to identify its priorities and objectives, as well as set targets that would contribute to improved performance.

According to Bulawa (2011), the government of Botswana adopted the performance management method used in the New Zealand public service since it had been successfully used and tested by several governments and international organizations. The United States Federal government and the United States Postal Service were among the countries that implemented the New Zealand performance management scheme.

The government of Botswana hoped that by introducing the performance management system, the public service would become more efficient and that “employees would create a sense of belonging and attachment because they see themselves as an integral part of the organization.” (Botswana, Republic of, 2002:6)

Kenya, like any other African country, was experiencing poor service delivery, so in the early 1990s, the government of the republic of Kenya embarked on a reform and restructuring agenda for the state public services. According to Sawe (1997), one of the reform agenda's policy problems was the change from executive-style assessment based on guidelines to results-based performance evaluation. As one of the strategies to improve the declining performance in state companies and agencies, the Government of Kenya (2005) published a policy paper titled "Strategy for Performance Improvement in the Public Service." The policy document emphasized RBM, service delivery surveys, and the creation of service delivery benchmarks and service charters (Government of Kenya, 2005). These is aimed at re-orienting human resource priorities toward productivity and responsiveness to client demand and necessity, as well as shaping institutions and operationalizing initiatives for the achievement of agreed-upon collection of outcomes (Government of Kenya, 2005).

RBM entailed moving away from the traditional government practice of applying government policy mechanisms correctly to a more motivated, results-driven, and service-oriented public sector (Asian development bank, 2006). It entailed the development of a performance management framework that was aligned with transparency and decision-making authority, as well as the introduction of a performance-oriented culture of government services delivered by performance contracting. The contract outlined the two parties' shared performance obligations, intentions, and responsibilities, with the intended outcomes of improved service quality and resource utilization efficiency. Similarly, the contracts were designed to

establish a performance-oriented culture of service delivery, including performance assessment and evaluation, as well as tying incentives and penalties to measurable performance. The government formed the Performance Contracts Steering Committee (PCSC) during the implementation process, whose overall responsibility was to manage and organize performance contracts in the public sector (Performance Contracts Steering Committee, Kenya 2005). An Ad-Hoc Negotiation/Evaluation Task Force made up of experts from outside the public sector aided the commission. The Ad-Hoc Task Force was in charge of negotiating, reviewing, and moderating ministry and state-owned enterprise results.

2.18 Development of PMS in Zambia

Individual performance was previously assessed through the Annual Confidential Report (ACR) prior to the implementation of the Performance Management Package (PMP) (Cabinet Office, 1997). The ACR, which had been passed down from the British Colonial Administration, had been the only instrument available to the Zambian government for evaluating public service results. Since the ACR was focused on the supervisors' personal observations and opinions of an individual, it was not objective. Since this assessment method was not focused on job preparation and goal setting, it lacked performance delivery baselines. The ACR was later discovered to be one-sided because the appraisee did not have access to or insight into the entire process because the manager or subordinates were required to complete the entire process without the input or contribution of the person being appraised. The ACR failed to instill trust in public servants, according to Cabinet

Office (1997), since it was a closed system with only managers or supervising officers having access to the entire process. Since it was seen as a way of settling old scores between juniors and their bosses, the ACR never inspired the appraisee. Few public employees trusted the ACR because it never encouraged career advancement, compensation, or recognition but was heavily used for sanctions.

To gain back-sharing programme that had been discontinued due to concerns about system efficiency was done in order to establish a new Annual Performance Appraisal System (APS) to restore the credibility of the staff reporting method with the restart of which the traditional confidential yearly appraising system had been eliminated because of the concerns about efficiency (PRSP Bulletin, 2006). the welfare of the Zambian public, and company of component was highlighted in November, under component (2) of the PSRP (2), in the presence of two components (2), which sought to increase the quality, efficiency, and lower costs in that process (Mulikita, 2002). The failure of the service became apparent after the government discovered that the quality of the civil service had remained the same. One of the principal objectives of the PRSP was improving the performance of management and employee relations. the first being, APAS was born in response to two goals, or reasons for creation, of which motivated two objectives.

The objectives of component Two (2) of the Public Service Reform Program (PSRP) were:

- i.To improve the efficiency and effectiveness of the Civil Service in the performance of its functions by establishing Management Systems of accountability and performance in the Public Service and developing skills which will enable senior managers to effectively manage the Public Service.
- ii.To put in place an effective employees evaluation instrument and management information system to enable the Government to compile and manage data useful in making vital personnel decisions at the time of confirmation, promotion, discipline, transfer and retirement of Public Servants.

Since independence, the Zambia Civil Service has been using the civil service annual confidential reports to appraise individual performance (Kanchebele 2012). It was however generally accepted by both the supervisors and subordinates, that the Annual Confidential Reports were just a matter of routine. Because it didn't provide much of an impact, it was a good placebo. It turned out that both the performer and non-performer got a good outcome. A performance rating system was implemented in the annual administrative scrutiny and a stated the administrative inquiry recommended that the performance appraisal be created using a reporting form that is completely open and available for all employees (GRZ, Personnel Circular No.34 of 1987). It came to light during the investigations that in the current situation the committee of inquiry has made the decision that Some of the drawbacks of the Annual Confidential System were: It is closed, requires no feedback on subjects such as strengths and weaknesses, as well as education, and it is all personality based. Ultimately, secret salary reporting had a specific links to development in the

workplace in the fact that it could affect organizations that used salary structures that favor long-expanded (rather than frozen) structures. To this day, the annual confidential report system has remained an invaluable tool to the Zambian government in its management of Zambian civil affairs. Either it had no impact on civil service work force utilization or organizational effectiveness, or, it did not have any positive effects on the development of individual employees.

And, as a result of this, the civil service was made considerably more ineffective in 1987 due to the fact that they started to reduce their numbers by one-in-two due to these internal staff shortages, the government issued an unformalized rule number indicating that a new reporting system is in the works. Public Service Broad-based Remuneration and the delivery of expanded performance evaluations, which in turn caused the second appraisal system in Zambia to be known as the Annual Performance Grading Confidentiality & Revenue Participation (APECS).

Since the year before, efforts to improve the Civil Service have been significant. According to Adamole, et al., the Civil Service Department (dagitating and regretting) recorded an adverse performance in 1985 (to look at things from another perspective, "happy anniversary"). He reports that a study by the World Bank in which several factors, including inadequate definitions of responsibilities, was to blame for the fact that government's Civil Service employees did not carry out program evaluation and training (Adamolekun, et al., 1997). improvement, the organizational and operational efficiency has made an explicit part of the Bank is using a number of measures supported by the World Bank, which help civil service

to achieve its goals of productivity and effectiveness (Adamolekun, et al., 1997:213).

Growth and development are almost impossible without performance appraisal and institutionalization of performance evaluation. That investigation has revealed that approximately one in three of every two government workers has received an employment-related negative performance appraisal from people who said they did not want to work with them, or did not want to work as well with them. Additionally, a national baseline survey in Zambia conducted in 2003 established that 32.9% of the civil service had never been evaluated before (MDGs 2004), these findings show only the current instances of that with regard to performance.

In order to combat cabinet's concerns with prior performance evaluation systems, the introduction of the current system was followed by an analysis that claimed that suggested that existing ones were ineffective and unpopular. It was anticipated that implementation of this PMS would bring in the strategic commitments in line with the Government's long-agreed on seven-year development plan of action, which implies the goals outlined in the National Development Plan (NDP). This also says that in other words, it was expected that the Civil Service would be much more efficient and effective as a result.

The New Public Management theory on management models accepts, with a slight less frequent and improved role for decision making within the governing sector is that for better results: Less often and with better results, governments must adopt and put into practice the NPM principles (Andrews&Van de Walle, 2013; Dzimbiri,

2008). (MLMzinga G R and Luvata, 2008), should also enable citizens to hold these to account (bring governments and businesses under legitimate scrutiny) (ensure, with their empowerment that "hold sustainable accountable organizations to carry through Vision 2010"). (G R Z, 2006). GDP growth has been said to lead to result in a higher levels of poverty by creating more wealth, both studies report that NPM is a result of either promoting growth or facilitating it (G R Z, 2005). With regard to how much and in tax dollars' government services have failed to live up to taxpayers' expectations, even with these recent reforms, Zambia's has continued to lag behind in performance. The appalling state of the Zambian government sector is no secret to consumers. As a result, public sectors in developing countries suffer from corruption and nepotism, and this slows down their capacity to implement service management practices.

The 7th National Development Plan recognises that an efficient and effective Civil Service is essential to securing its strategic goals. We should also keep in mind that these were already underway at the time, and in order to reach the objective of the 2030 Civil Service reform initiative, the government had implemented a number of Civil Service reforms. Permanent employment now serves as the administration's choice of procurement method, having been put in place by the government in 2016 when this Cabinet of Canada's took office.

Therefore, it is important to note that budget-linked strategy, performance, value creation, and performance are all tied together using the budgeting system (Pollitt, 2001: 18; Daum, 2003; Witzel, 2011; Creelman, 2012). It has become more

scientific and regulated as an approach to working with people. Much of the old methods were brought in to light when a significant amount of research discovered that the definition of Performance Management revolved around operational concepts. Recent efforts to improve performance have been to evaluate performance with a portfolio, to ensure that managers hold each individual's goals and milestones, and to control management efforts by auditing the portfolio. The expansion was rapid because of a number of different influences on the operation.

Over the last several decades, many public management researchers have attempted to uncover the theoretical basis of public management. However, much analysis is required to examine the foundation of the theory before an accurate conclusion can be reached. These scholars are ignoring the fundamental principles that support it or have attributed the rise of a more recent theory of management to a philosophy of greater public management (Bruijn, 2007; Larbi, 2006).

To some people, it's theorized that it is possible to understand PM based on an organizational approach. Beryl's ideas have been widely developed and discussed, which goes to show how influential she is in her field (2006). Looking at her theory, she argued that the organization of performance has. According to the scientific management perspective, performance-evaluation approach, the quest for efficiency may be described as a drive for perfection in organizations; meanwhile, to achieve administrative efficiency, Luther Gulick's view is given credence. At the beginning of the twentieth century, the study of efficient and effective governing became increasingly important to government and administration researchers, who

developed two schools of thought regarding what an organization should be (Dobuzinskis, 2006).

The author concludes that there is no difference between public and private sector organizations, as both types of organizations focus on the processes and procedures that are used in making decisions and enacting control within their own environments (Radin 2006, p. 35). Lack of consideration of, however, analyzes the general industry complaints versus specific complaints in the service sector, she says. Two important elements of measurement neglect become invalid in today's circles: they claim that every person's style is different, and that there are only so many viable options. That is, the private sector efficacy can be assessed on the basis of profitability, while public sector effectiveness progressively devolves to external democratic institutions (p. 37).

The concept of PM (expanding on the theories discussed above) may be best described in management terms in Moynihan's (2008) thesis, which conceives it as reflective of management theories. Luther Gulick's classical theory was only the last of a number of organization theory later revised in order to incorporate new concepts. For example, government reducing inefficiency is noted by referring to problems like bureaucratic by-ness, public distrust of government decisions, and the poor performances of governments when it comes to fiscal management are highlighted by public sector transformation into government competence, as being bolstered by increased information, and related reforms.

As well, public management as a lot of thinkers have linked the growth of PM in the private enterprise to the emergence of a new management philosophy (Hughes, 2008; Larbi, 2006). The primary-mover Agent Larbi's core value beliefs are expressed in her (2006: 37–8) and supported by principal-agent theory. this theory is suspicious of managers and organizations doing things to improve the performance of the interests of their superiors or to serve the public out of their own will without benefit of any formal motivation or penalty the crucially important thing to note is that citizens regard their public managers as wanting very little to focus on; "NPM has been covered extensively in the literature" was discussed in the papers by researchers Hood and Peters (2004) and Hughes (2008). Its central idea of removing the organizational entropy has, however, has been criticized as offering too much opportunity for opportunity for a manager training and skill enhancement program.

2.19 Research Gap

Literature in general focused on effectiveness, general implementation of PMS and reward system while this study focuses on Awareness, Challenges and Mitigation Measures. Most studies on PMS are hugely driven by quantitative approaches while the current study invokes qualitative narrative with deeper insights This study has revealed that most of the studies on performance management system in Zambia are biased towards qualitative study whilst this study invokes qualitative study with deeper insights. The theories on Performance Management System namely: Resource Based theory have not been used in Zambia to come up with findings on the implementation of performance management system in the Zambia public with a

specific focus on exploring awareness, challenges and mitigation measures which are by themselves comprehensive in the study of management of the Public Sector with regards to performance of employees, however extra care should be taken in adapting them. They are better applied in developed systems of governance.

Resource based theory have an implication to implementation and henceforth should be accompanied with heavy conceptualization, implementation and realisation. The Theories invoked in this study support the new system thinking where implementation ought to be anchored by Resource availability of internal resources within the organization. At the same, the capability theory advocates investments which was huge in this study. The suggested PPFMS (Framework) as not been used in the Zambia Public sector. The ideas are further complemented by aspects of already adapted and tested Performance Frame work in Kenya (GoK, 2012) and Malaysia (Keuangan,2018)

Authors & Year	Study Tittle	Findings	Gap
Pacheco, Portulhak, and Espejo (2017)	Investigated hospital management, studies were conducted on the south of Brazil's hospitals on how the performance	Revealed that the absence of adequate artefacts and the reward system was a hindrance to progress	No focus on understanding, modifying, raising, & dealing with the perceived challenges as well as with the execution of the

	was monitored and performed		PMS
Sefali (2010)	Investigated the effect of the PMS on transparency in the Lesotho Public Service.	Revealed that the Government of Lesotho had made no visible effort to properly enforce the PMS, and that the majority of public officials were not sufficiently motivated to do so due to a lack of incentives	Did not concentrate on the knowledge, obstacles, and mitigation measures associated with the implementation of a PMS in three Zambian government ministries
Mellahi, Frynas, and Collings (2016)	Study in Brazil with the aim of determining the degree to which Brazilian MNEs standardize or localize their performance management (PM) policies and procedures	Study's main finding was that PM practices within Brazilian MNEs were highly influenced by global best practices and were not focused on indigenous Brazilian practices.	Political, economic, and social contexts in Brazil vary significantly from those in Zambia, resulting in a geographical research discrepancy. This study focused on awareness,

			challenges, and mitigation measures in the implementation of PMS.
Kafwa (2016)	Determining the efficacy of the APAS in enhancing efficiency in selected Zambian Civil Service Ministries	APAS was only used in the Civil Service for confirmation and substantive promotions. The analysis also discovered inconsistencies in the implementation of performance planning, reporting, and feedback in the relevant Ministries.	Study's emphasis differed from the current one in that it was quantitative in nature and lacked the qualitative component. The current study focused on understanding, challenges, and mitigation measure

2.20 Chapter Summary

The goal of this chapter has been to provide an overview on the implementation of performance management system in Zambian public service. The most important idea from the studies cited in this section is that performance management systems

do predict the quality of service provision and delivery. The section has also pointed out the gaps in the studies as well as the issues that were addressed in this study. In addition, the section has shown that despite efforts by the Zambian government to promote quality service provision and delivery in the public service remain significantly poor. What is lacking however are studies on literature focusing on exploring awareness, challenges and mitigation measures of performance management systems in Zambian public service.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Overview

This chapter is a presentation of the philosophical underpinnings, methodology, research design which guided the entire study. The chapter focus on the description of the processes for participant recruitment, data generation and data analysis. This is followed by a discussion of issues related to ethical considerations and the anticipated limitations.

3.2 Philosophical Assumptions

In research, philosophy entails the epistemological, ontological and axiological assumptions upon which an inquiry is situated. Generally, epistemology describes ‘how’ a researcher knows about the reality and assumptions about how knowledge should be acquired and accepted. The ontology explains ‘what’ knowledge is and assumptions about reality. Axiology reveals the assumptions about the value system (Pathirage et al.2008). Greenbank (2003) observes that when researchers are deciding what research methods to adopt, they are influenced by their underlying ontological and epistemological position. This in turn is informed by their values. Ontology is concerned with reality. It is the science of study of being. The reality can be external to individuals or produced by individual consciousness (Cohen et al., 2000). While applied to Qualitative Research, reality is perceived as an

individual construct dependent to, different situations. Hereafter, it is rested on the belief that realities are multiple.

Qualitative Research researchers argue that there are multiple realities and truths constructed by individuals within the social context of their lives. Therefore, there is no neutral (objective) reality or solitary form of truth, only the reality and truth as constructed by the individual's experience (Munhall & Boyd, 1993). As a qualitative research method, the study takes the form of inductive approach to the world as a person has lived it. In this form of research, research participants describe their lived experience, and the words participants use in describing their experiences become the data of the study.

It is assumed that meaning is embedded in people's experiences. Further, in this proposed study, the axiological assumption stance taken considers the researcher's values as a critical ingredient to the success of the study as values aid to determine what are recognized as facts and the interpretations thereof. To this end, the present researcher is actively involved with that which is being researched since he happens to be a practitioner of Performance Management System both as Human Resource practitioner as well as Public Administration expert in Zambia.

The researcher's worldview or way of thinking is referred to as a paradigm. The worldview or way of thinking of a researcher has a big influence on how he or she interprets what he or she thinks are facts. Since a researcher's worldview or way of

thinking informs views that serve as a stable basis for one's positionality, this is the case. In social science, there are four main research paradigms: positivism, post-positivism, critical theory, and constructivism (Guba & Lincoln, 1994). Based on their epistemological and ontological assumptions, quantitative (positivist) and qualitative (naturalistic) approaches are the two most popular techniques for social science research (Krauss, 2005).

In order to make sense of the participants' awareness of the Performance Management System based on their lived experiences, this study used a qualitative research approach to analyze the implementation of the Performance Management System in Zambia's public sector from a constructivist (interpretivist) worldview. The interpretivist paradigm includes “relativist ontology (many realities), subjectivist epistemology (knower and respondent concrete understandings), and a naturalistic (in a natural world) set of methodological procedures” (Denzin & Lincoln, 2008, p. 32). This study was more interested in learning how people attribute meaning to their environments than in testing or hypothesis verification, so an interpretivist model was used. Interpretivism (Bryman, 2012) rejects the use of the scientific model in social science studies, claiming that human behavior is not governed by universal laws as quantitative methods advocate. Although a positivist paradigm would be ideal for guiding a quantitative study on this topic that would enable the findings to be generalized, it is insufficient for gaining a thorough understanding because it emphasizes quantification in data collection and analysis over fine-grained subjective reflections on the issue.

A qualitative approach is ideally suited to an interpretive inquiry because of its sensitivity to situation and context, flexibility and adaptability, and pluralistic perspective on reality (Creswell, 2007; Denzin & Lincoln, 2008; Guba & Lincoln, 1994). A qualitative approach is needed to examine various service servants' awarenesss of the application of the Performance Management System in Zambia's Public Service. Using a qualitative approach at this exploratory level, according to Creswell (2007), enabled the researcher to gain a more naturalistic understanding of the awareness, Challenges, and Mitigation Measures, allowing different actors within the public service fraternity to share their perspectives. Due to its rigidity, a quantitative research investigation does not enable the researcher to obtain the in-depth data that comes with a qualitative process.

Ontology Reality was understood from multiple perspectives and was contextual in form. In this case Implementation of Performance Management System has direct impact on the lives of the people of Zambia in terms of service delivery and it's a public good phenomenon. The public good can well and sustainably be produced by the Zambian Public Service

Epistemology Reality is subjective, socially constructed & understood by examining the awareness of the human actors. In the case of the Zambia Public Service the Performance Management System is a branch of knowledge which is significant in the Public Service Delivery and Development.

Axiological assumption is the researcher's critical values to the success of the study. Therefore, invoking morals and values is central in the Implementation Performance Management System with a specific focus Awareness, Challenges and Mitigation Measures.

Approaches in this Reality was investigated using the Interpretivism & Constructivism

3.3 Paradigm

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3.4 Narrative Design

This study employed a narrative research design, which entailed the careful and thorough observation of a social unit such as an organization, group, person, event,

program, or policy (Stake, 2005; Creswell, 2007; Yin, 2012, 2014). The introduction of a Performance Management System in the Zambian Public Service was the priority in this case. A narrative may be used to answer descriptive questions like "What is happening or has happened?" or explanatory questions like "How or why did this happen?" (Yin, p. 5; Yin, 2012).

Narrative inquiry is relatively new among the qualitative research designs compared to qualitative case study, phenomenology, ethnography, and grounded theory. What distinguishes narrative inquiry is its link with the biographical aspect of C. Wright Mills' trilogy of 'biography, history, and society' (O'Tolle, 2018). The primary purpose for a narrative inquiry study is participants provide the researcher with their life experiences through thick rich stories. Narrative inquiry was first used by Connelly and Clandinin as a research design to explore the awareness and personal stories of teachers (Connelly & Clandinin, 1990). As the seminal authors, Connelly & Clandinin (1990)

Narrative analysis is a powerful qualitative research tool. Narrative research can uncover behaviors, feelings and motivations that aren't expressed explicitly. It also provides rich linguistic data that may shed light on various aspects of cultural or social phenomena.

Narrative analysis provides researchers with detailed information about their subjects that they could not get through other methods. Narrative analysis in qualitative research reveals hidden motivations that are not easy to perceive directly.

3.5 Choosing Narrative research design among the Qualitative Designs

This study advances the frontier of knowledge on the implementation of performance management system in the Zambian public service. The study falls within the continuum of qualitative research approaches. The research was conducted using a narrative research design. It was narrative in the sense that the selected ministries aided an in-depth understanding of the Zambian Public Service's introduction of the Performance Management System. The value of using a narrative approach in this study was based on the fact that data was obtained from different sources within the selected cases, allowing for more perspectives and greater trust in the results (Creswell, 2007; Stake, 2005; Yin, 2014).

3.5.1 Narrative Design

The narrative research design was chosen for this study because it allowed for the use of a variety of data collection methods and data analysis, resulting in a clearer understanding of the case and answers to the research questions (Merriam, 1998; Krause, 2005). In order to shed more light on the knowledge, obstacles, and mitigation measures of the implementation of the performance management system in the Zambian public service, this study used a variety of data collection methods. Semi-structured interviews, document analysis, and focus group discussion were among the data collection methods used in this report. Triangulation was possible to

the use of various data collection methods, in case studies, according to Yin (1994), triangulation is accomplished by the use of multiple sources of data.

3.5.2 Research Design Matrix

Table 1: Research design Matrix

Research Objectives	Data Generation	Data Analysis
i. establish the current awareness status of performance management system in the Zambian public service.	<ul style="list-style-type: none"> • Interviews • Observation • FGD 	Content analysis
ii. explore opportunities and challenges on the implementation of performance management systems in the Zambian public service.	<ul style="list-style-type: none"> • Interviews • Observation • FGD 	Content analysis
iii. describe measures that would help to enhance the implementation of the Performance Management Systems in the Zambian public service.	<ul style="list-style-type: none"> • Interviews • Observation • FGD 	Content analysis
iv. Suggest a framework for enhancing implementation of performance management system in the Zambian	<ul style="list-style-type: none"> • Interviews • Observation 	Content analysis

public service.	• FGD	
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3.6 Study Location

The study was located in Lusaka, Zambia with a focus on three Ministry Headquarters namely: Health, Finance and Energy. The unprecedented poor quality and service provision in the Zambian public service over the last decade make it a suitable case for the proposed study.



Figure 1: Location of Lusaka in Zambia

Lusaka Province is a province in Zambia. The capital is Lusaka, which is also the national capital. It is the smallest province in Zambia, with an area of 21,896 km². It

is also Zambia's most populated and most densely populated province, with a population of 2,191,225 and density of 100 persons per km² as of 2010. Lusaka city region is made of 8 districts: Lusaka, Mumbwa, Chibombo, Chisamba, Shibuyunji, Chongwe, Kafue, and Chilanga.

3.7 Study Population

According to McMillan and Schumacher (2001), a study population is a group of elements or cases, which may include individuals, items, or events, that meet certain criteria and to which we plan to generalize the research findings. Furthermore, Bless and Achola (1988) describe a study population as the entire collection of objects and events, or group of individuals, on which the analysis will be performed and on which the researcher hopes to determine some characteristics. All employees at the Ministry of Finance, Ministry of Health, and Ministry of Energy headquarters in Lusaka were included in the study's target population.

3.8 Sampling procedure

The primary goal of qualitative research is not to create a statistically representative sample or to draw statistical conclusions (Mulenga, 2015). Non-probability sampling is used in qualitative studies. The main goal of qualitative research, according to Patton (1990), is to define, consider, and clarify human experience. Sampling is important in qualitative research since it seeks to identify people who have a wide range of perspectives on the phenomena being studied. Purposive sampling was used to provide a researcher with a sample that provided rich and varied insights into the phenomenon under investigation. Purposive sampling is the

best sampling technique for qualitative studies, according to Dornyei (2007), since it allows the researcher to draw a sample with rich and varied insights into the phenomenon being studied.

3.9 Sample Size

A sample is described as "a proportional of a population," according to Polit et al (2001, p. 234). There are several rules for deciding the number of participants that will make up a sample of qualitative study. According to Patton (2002), sample size is generally determined by the study's intent, the importance, and the credibility of the cases chosen. In deciding on the sample size, time and money are also essential factors (Sayre, 2002; Patton, 2002). Miller (2001) also points out that the study's concentration is crucial in deciding the sample size.

In this analysis, several factors suggested by Morse (2000) were taken into account when deciding on the number of participants to be included in the survey. The study's scale, the nature of the data to be collected, and the study's design were among the factors considered. Sixty people were chosen from the top management of the Ministry of Finance, Health, and Energy in Lusaka for the study. The sample had over (40) participants at the beginning of the study but due to sample saturation the sample used (30) participants. The was split into three groups: The Ministry of Finance had (6) participants through interview guide and (1) focus group discussion with (4) participants, Ministry of Health had (6) participants through interview guide and (1) focus group discussion with (4) participants and Ministry of Energy had (6) participants through interview guide and (1) focus group discussion with (4)

participants. According to Silverman (2005), the sample size is limited in qualitative study designs. This is due to the researcher's desire to learn more about the phenomena under investigation by identifying, comprehending, and knowing it. However, in qualitative research, the parameters used to select the sample are more significant than the number of participants (Creswell, 2012). The number of participants in this study was chosen in accordance with Creswell (1998), who suggested that 20-30 participants is sufficient to saturate qualitative research categories and information.

Morse (2000) further agreed that 15-20 participants in a qualitative research are enough to reach saturation. Having 30 participants through the interview schedules as well as three Focused Group Discussions in this research was more than the figure of 20 participants Irving Seidman proposed to be enough in a qualitative research (Seidman, 1998). In qualitative sampling more than 20 participants is a bigger number because of a need to conduct in-depth and breadth analysis of large quantities of qualitative data (Ritchie & Lewis, 2003).

Target sample size was more than (30) participants from the three ministries at the beginning comprising of Employees, Human Resources Senior Management in the three Ministries and Cabinet Office. The Ministry of Finance had (6) participants through interview guide and (1) focus group discussion with (4) participants, Ministry of Health had (6) participants through interview guide and (1) focus group discussion with (4) participants and Ministry of Energy had (6) participants through interview guide and (1) focus group discussion with (4) participants. The number

reduced to (30) participants due to Sample Saturation. The sample framework used was Purposive Sampling which further used Maximal Variation that advocates wide participation of all variables within the sample in this case variables such as sex, gender, age, experience among others were considered and the process narrowed to Homogeneous sampling which looked at the similarities within the sample in this case human resources competences within the three ministries of the Zambian public sector.

3.10 Inclusion and Exclusion criteria

The criteria for the selection of the participants for this study included:

- i. Civil servants currently working under the ministry of Health, Energy and Finance at headquarters.
- ii. Should have worked for the period of more than five years.
- iii. Civil servants interested to be part of the study.

From the above criteria it was assumed that civil servants who were participants in this study had the experience and knowledge that was needed for the study.

3.11 Data Generation

A triangulated approach was used to collect data through: semi-structured interviews; Focus Groups Discussions and Document Review as discussed below.

3.11.1 Semi-structured interviews

Semi-structured interviews are those in which the interviewer follows a series of predetermined open-ended questions in a formal manner while still having the freedom to deviate and inquire beyond the guideline (Berg, 2001). By sharing their lived experiences and impressions of the implementation of the Performance Management System in the Zambian Public Service, the researcher was able to analyze in-depth evidence that was specific to the experiences of the interviewees. The advantages of using semi-structured interviews are that they are flexible, allowing researchers to change questions based on the interview's flow, allowing researchers to prompt views and opinions where appropriate, and allowing clarification and reading of interviewees' facial expressions due to the researcher-respondent duality of interviews (Gubrium & Hostein, 2001; Merriam & Tisdell, 2015; Neuman, 2012; Seidman, 2006).

and probing for more information.

The interviews took place on the premises of the company to give participants a sense of control over the study process. All of the interviews were conducted in English and lasted about 60 minutes, which was well within the recommended 90 minutes for a qualitative interview (Seidman, 2006). Two methods were used to record the data. To begin, the researcher acted as both a recorder and an interviewer by keeping track of the responses in a field notebook. Second, with the permission and consent of the interviewees, the researcher used a voice recorder to record the interviews.

3.11.2 Focus Groups Discussion (FGDs)

A focus group discussion is “an interview on a topic with a group of people who have knowledge of the topic” (Merriam & Tisdell, 2015, p. 114). It is important in capturing participants' comprehensive and subjective viewpoints because eliciting multiple perspectives on a given topic will provide more insight in greater depth. Thus, the researcher gathered a variety of perspectives from service employees on the implementation of the Performance Management System by delving deeper into the issues of Pas well as why the Performance Management System was failing, through stimulating group discussions that enthused the participants in the study (Krueger & Casey, 2009; Marvasti, 2004; Silverman, 2013). Three (3) Focused Group Discussions one from each ministry, 6 participants were interviewed from

This number was appropriate for logistics as well as simple moderation during the discussion process. According to (Krueger & Casey 2009), the focus groups lasted no more than two hours and were held at a time suitable for participants to avoid disrupting their busy schedules.

3.11.3 Document review

Documents were used to corroborate and supplement information from other sources in a narrative study (Yin, 2014). Document analyses were carried out in order to collect contextualized secondary data to complement the information gathered through interviews and focus groups. The procedure entailed a detailed

examination of administrative records such as letters, government regulations on the Performance Management System, and other study-related documents.

3.12 Data Analysis

The data was analyzed using a thematic approach. Braun and Clarke (2006) suggest six stages for data analysis: familiarization with the data, coding, looking for themes, checking themes, identifying and naming themes, and reporting.

The researcher familiarized himself with the data by listening to the recorded interviews and then transcribing them for printing, following the measures outlined above. The researcher underlined key parts related to the research questions as he read. Second, codes were generated from the transcribed data by reading it over and over again to recognise keywords and salient features such as repetitive words and sentences, metaphors, and technical terms. Significant comments were defined and categorized into categories based on sense units. After coding, the researcher looked for themes that fit my research goals and approach to human development and capacity. Themes were inferred deductively from the research goals and theoretical context since they offered clues about the expected codes. Themes were extracted inductively from the participants' experiences.

After that, the researcher compared and contrasted the emerging categories to create possible categories that were then divided into key themes and sub-themes (Braun & Clarke, 2006). The validity of the established themes was then checked against the coded extracts and the entire data sets. To do so, the researcher combed through the collected data, looking for patterns of coherence and mutual characteristics. The

researcher then labeled the categories by identifying and naming the themes, which were then stated in the thesis as findings.

3.13 Trustworthiness

In this study, Guba's (1981) four criteria was applied. The four elements are: (i) credibility, (ii) transferability, (iii) dependability, and (iv) confirmability. In qualitative researches, the four highlighted elements are meant to assure the findings and the research process as trustworthy.

3.13.1 Credibility

According to Guba (1981) and Brewer and Hunter (1989), triangulation ensures that the research findings are credible. Triangulation encompasses the application of diverse methods, such as observation, focus group discussions and individual interviews, which form the major data generation strategy for qualitative research. In line with the above guide, the current study deployed the following data generation approaches: individual interviews, focused group discussion, shadowing and observation. Such an approach in data generation helped to complement the strengths and shortfalls inherent in each of the various data generation tools applied. Researchers such as Shenton (2004) and Smith (2006) recommend reflexivity as another means to enhance and strengthen the credibility of qualitative studies (Shenton, 2004; Smith, 2006). In this study, reflexivity was applied as seen through the resultant innovation called Phiri's Performance Management System Framework (PPMSF). Early familiarity with the culture of participants prior to data generation is critical to assuring credibility of the research findings (Lincoln &

Guba 1985). The researcher in this study happened to have interacted with the participants for more than five years, having been part of the Human Resource experts within the Civil service in Lusaka. This enhanced the level of credibility of the research findings.

Member checks is yet another tool that enhances credibility of the study according to Guba and Lincoln (1985). This is a critical ingredient to boost a study's credibility (Pitts, 1994). In this study, data generation was done at various intervals coupled with follow-ups for clarity and feedback to the thirty participants. Member check was done through phone calls as well as face-to-face interactions. Considering that the researcher and the seven participants were resident within the same university, it became easy to conduct member checks to strengthen the credibility of the research findings. Silverman (2001), argues that, examination of previous research findings plays a critical role in ensuring that the study results at hand are congruent with those of previous studies. This is an important criterion for evaluating the level of credibility in qualitative inquiry (Silverman, 2000). To this effect, international databases as well as a local university repository, as demonstrated in chapter two (literature review), were consulted. This resulted in harmonised research process as well as findings.

3.13.2 Transferability

According to Morrow (2005), and Shenton (2004), findings of a study are transferrable if other researchers are able to generalise the findings to the given setting. This can be achieved through boundary setting of the study. The research

study boundary setting encompasses: i) the number of organisations taking part in the study and where they are based ii) any restrictions in the type of people who contributed data iii) the number of participants involved in the fieldwork iv) the data collection methods that were employed v) the number and length of the data collection sessions vi) the time period over which the data was generated (Morrow 2005 & Shenton 2004). For this study, the institution involved were: Ministries of Finance, Health and Energy, restricted to staff linked to implementation of Performance Management System in the Public service as reflected in the inclusion/exclusion criteria earlier. All this was used to set a research boundary for easy transferability as advocated for by Morrow (2005), Shenton (2004) and Pitts (1994).

3.13.3 Dependability

According to Marshall and Rossman (1999), Florio-Ruane (1999) and Witherell and Noddings (1991), the research design and its implementation, describing what was planned and executed enhances the dependability of a qualitative findings. The current study's research design and data generation procedure used and eventual findings generated are clearly documented in chapter three and four to strengthen confirmability aspect of the research findings and its related processes. In addition, the last part of chapter seven, is a reflection on the data generation process through the Phiri's framework and the benefit realised. All this was included to ensure that the findings met the quality criteria of credibility and dependability as well (Shenton 2004 & Smith 2006).

3.13.4 Confirmability

In qualitative research, conformability entails that findings are the result of the experiences of the informants, rather than the characteristics and preferences of the researcher (Shenton 2004 & Smith 2006). In this study, the findings are presented in a verbatim way in order to enhance the confirmability quality check. Therefore, the study findings and research process are trustworthy as the four quality checks namely (i) credibility, (ii) transferability, (iii) dependability, and (iv) confirmability were adhered to strictly as demonstrated above.

3.14 Ethical Considerations

Throughout the study method, social scientists have a strong moral and professional duty to act ethically (Neuman, 2012). The first step was to obtain ethical approval from the University of Zambia's Research Ethics Committee. The participants were told about the nature of the study and their rights, which included the right to personal privacy, the right to withdraw from the research at any time without providing a reason, and the right to review and withhold interview content, all in accordance with the principles of informed consent and voluntary participation. Furthermore, there was no physical or emotional damage to the participants. The study was founded on the principles of secrecy, anonymity, and confidentiality. The participants' identities and answers were handled with complete anonymity and privacy. To protect the confidentiality of the information, the raw data was safely stored during the study, with only the researcher and superiors having access.

Finally, pseudonyms were used to protect the identities of participants and organisations when documenting the results.

3.15 Chapter Summary

The chapter focused on the methodology that was applied in this study and the related philosophical underpinnings that guided the study. Given the nature of the research topic at hand, the study applied was constructivism and this guided various aspects of the methodology chapter.

CHAPTER FOUR

PRESENTATION OF RESEARCH FINDINGS

4.1 Overview

This chapter is a presentation of the research results. These research findings are based on the data that was collected through the questionnaires, semi-structured interviews and focus group discussions which were administered to respondents in the ministry headquarters of Health, Finance and Energy. According to Rudestain and Newton (2001) the chapter of on the research findings need to begin with giving a description of the sample from which the data was collected through the provision of demographic data before the presentation of the findings on each research question. The following are guiding specific objectives of the research findings:

- i. Establish the current awareness status of performance management system in the Zambian public service.
- ii. Explore opportunities and challenges on the implementation of performance management systems in the Zambian public service.
- iii. Describe measures that would help to enhance the implementation of the Performance Management Systems in the Zambian public service.
- iv. Suggest a framework for enhancing implementation of performance management system in the Zambian public service.

4.2 Awareness status of the public service workers on the implementation of PMS

This section presents the findings from research question one on the awareness status of the public service workers on the implementation of the performance management system. During the semi-structured interviews and focus group discussion the Zambian public service workers were asked to demonstrate their understanding of the concept “Performance” and “performance management system.” In all the semi-interviews and focus group discussion it was by clear by the participants that performance was understood as the achievements of goals and objectives that had been assigned to them in a specific period of time and with given resources. Zambian public service workers defined performance in line with the achievement of goals and objective of the task in a given period of time with specific resources. Performance management was understood by the respondents as a tool for planning and control and tool for communication between juniors and supervisor.

In support of participants’ understanding of performance as the achievements of goals and objectives that had been assigned to them in a specific period of time and with given resources, the actual views from the participants in all the semi-structured interviews and focus group discussion are given below:

According to me, Performance can be seen as the achievement of set goals and objectives of a given task within given period of time with given resources
(Public service worker 1).

In addition, in another semi-structured interview performance was defined as follows:

Performance is defined as a process of achieving goals and set objectives within of an activity given with a specific period of time and with the available resources in an efficient and effective way, (Public Service worker 3).

Similarly, during the Focus Group Discussion held with the respondents the definition of performance management system as the achievement of the set goals and objectives of a specific task within a specific period of time and with given resources. The actual words of the participant are given below;

Performance means the process by which an individual meets the targets of a given task within the given period of time with specific resources, (FGD: 03; Pt: 4).

In another focus group discussion, the following was the definition of performance.

Performance can be looked at as the process of achieving the goals and objectives of a given task, (FGD: 06; Pt: 3).

From the above understanding of performance by the participants, could be indicated that participants understood performance as the achievements of goals and objectives that had been assigned to them in a specific period of time and with given resources. This understanding of performance in is similar to the conceptual definition of performance as “a task or operation seen in terms of how successfully

it is performed” (Oxford Dictionary 2016). It is important to take note of the fact that public service workers thought of performance as should the process that involves the achievement of the goals and objectives of a given task in a specific period of time with specific resources.

In support of participants’ understanding of “performance management” as tool for planning and control and tool for communication between juniors and supervisor, the actual views of the participants in all the semi-structured interviews and focus group discussions are as follows;

Performance management is seen as a tool that supervisors in these ministries use to plan and control the activities of the public service sector, (Public service worker 10).

Performance management is seen as a tool for efficient and effective planning and control so as to achieve the goals and objectives of the task within the resources available, (Public service worker 23).

In the focus group discussion, the above observation was also noted as indicated by the following excerpt:

For me, performance management is just about planning of the activities to be undertaken and controlling of these activities so that the goals and objectives that have been set are achieved within the allocated amount of resources, (FGD: 09; Pt: 06).

From the above it could be noted that the understanding of performance management by some of the participant was that it was a tool that was used for planning and controlling of activities so as to achieve the assigned goals and objectives within the resources provided. It was further indicated by the participants that “performance management” was a tool for communication between juniors and supervisor, as seen from the actual views of the participants below;

A tool that is used for interaction between the employee and the supervisor to evaluate and improve the performance, (Public service worker 12).

Performance management can be understood as a tool for interaction between management and the subordinate staff, (Public service worker 30).

During focus group discussions the view that performance management was a tool for the interaction between top management and the junior staff was further supported by the following excerpts from the participants;

Performance management is just a tool that top management can use to interact with the subordinate staff, (FGD: 10: Pt: 01).

Similarly, in another focus group discussion the above statement was also anchored as shown below:

This is just like a communication to in an organisation where top management sit so as to assess and evaluate subordinates, (FGD: 08; Pt: 05).

The next question asked to the participant under this section was to establish whether they were aware of the performance management system. After the analysis of verbatim obtained during the semi-structured interviews and focus group discussion, participants in the Zambian public service further indicated that they were aware of the performance management system that was been implemented by the government. This is supported by the following actual words from the participants;

Yes... I know that there is something like Performance management system in all these departments in government, (Public service worker 40).

Yes am aware of the instrument called performance management system that is been implemented by our ministry (Public service worker 22).

In the focus group discussion, the following were the excerpts supporting of the finding that public service workers in the Zambian public service were aware of the existence of the performance management system been implemented in the public service.

Almost of us who work in government, we know of performance management system and when and why it was introduced, (FGD: 09; Pt: 06).

Although, not much pronounced these days, we are very much aware of the performance management system. It encompasses the annual appraisal form that we usually fill in at the end of the year or when you are being appraised by the supervisor (FGD: 02; Pt: 02).

During the semi-structured interviews and focus group discussions participants were further asked to give reason for the implementation of the performance management system in the Zambian public service. The analysis of verbatim indicated several reasons for the implementation of the performance management system as shown below:

Performance management is used to achieve the aims and objectives of the public service sector. The implementation of the performance management is to manage the performance of public service workers, (Public service worker 40).

The overall purpose of the performance management in the public service evaluate how the employees are doing and to identify the key areas for improvement of the employee's performance, (Public service worker 22).

Based on the findings and conversation above the major theme that emerged was that public service workers in the Zambian public service were aware of the implementation of the performance management system. From the major theme of current awareness status, two sub-themes emerged namely: performance as the achievements of goals and objectives that had been assigned to them in a specific period of time and with given resources and performance management as a tool for planning and controlling of activities and a tool for communication between juniors and supervisor.

Table 1: Emerging themes - Awareness status of the public service, PMS

Key words	Near themes	Emerging themes
<ul style="list-style-type: none"> • Awareness of performance management • Public service workers are passionate. • Public service workers understand performance better. • Achievement of goals. • Plan and control of activities • Employee performance • Interaction of employees • Organisation objectives • Communication to organisation 	<ul style="list-style-type: none"> • The role of civil service commission implementation of performance management system • Significant of performance management • Impact of civil servant confidence on use of performance management system • Civil servants to focus on contents of performance management system • Increase in awareness of performance management effective and efficient • Public service become expert knowledgeable of performance management system 	<ul style="list-style-type: none"> • Level of knowledge of performance management • Ensures efficiency in service delivery of civil service. • Improve performance management system

4.3 Findings on why the implementation of PMS in the Zambia was failing

During the semi-structured interviews and focus group discussion the Zambian public service workers were asked to indicate why was the implementation of Performance Management System in the Zambian public service failing? In all the semi-interviews and focus group discussion it was clear by the participants that the implementation of the performance management system was failing in the Zambian public service. Several reasons were advanced in support of their answer.

In support of participants' claim that the implementation of the performance management system was failing in the Zambian public service, the actual views from the participants in all the semi-structured interviews and focus group discussion are given below:

The implementation of the performance management system in our ministry has been a total failure, (Public service worker; 30).

For me, the implementation of the performance management system in the Zambian public service has not been in good faith thus its failure to bring out the desired fruits (Public service worker; 16).

During the Focus Group Discussion, the above claims were also observed as indicated by the following interview excerpts;

In most of these ministries their performance management system has failed completely (FGD: 01; Pt: 03).

Similarly, in another focus group discussion held with the participants from the Zambian public service it was indicated that:

The implementation of the performance management system in the Zambia public service is one of the main programmes introduced by government to bring back efficiency and effectiveness in the delivery of service to the public but it has indeed failed (FGD: 06; Pt: 3).

In addition to the above, participants in this study were asked to indicate the reasons they thought could be attributed to the failure in the implementation of the performance management system in the Zambian public service. Their responses are shown by the excerpts below;

Among the reasons given by the participants in the Semi-structured interviews and Focus Group Discussion included: lack of feedback from the appraisal as a major reason for the failing implementation of Performance Management System in the Zambian public service. According to the participants' view, most of them demonstrated that they had been appraised but have never received any feedback. The actual views of participants were as follows:

This performance management system is just for formality. I say so because, ever since I was

appraised, I have never received any feedback on my strengths and weaknesses (Public service worker, 01).

Similarly, in the focus group discussions it was indicated that:

Feedback in any given situation is important in that it prevents the loss of confidence in the system. In this case we are not given any feedback with regard to PMS therefore we have lost confidence. ((FGD: 05; Pt: 05).

The participants observed during the semi-structured interview and focus group discussion that, lack of commitment on the implementation of the Performance Management System posed a challenge for the public service workers. Some participants indicated lack of commitment from top management whereas other participants indicated lack of commitment from employees (junior officers). With regard to lack of commitment from top management, the actual views of the participants were as follows;

You know that top management is the vision carrier of the Ministry's goals and aspiration but there is total lack of commitment on the part of top management on the implementation of the Performance Management System and this is why it is failing in this ministry. (Public service worker, 02).

This view seemed to have been supported by another participant in the focus group discussion who felt that lack of commitment from top management on the implementation of Performance Management System was a challenge. The actual views of the participant were as follow;

As long as top management is unwillingly and uncommitted on the implementation of the performance management system then anything can happen (FGD: 10; Pt: 03).

The above views were also indicated by another participant when he said:

We do not have meetings with top management where we can discuss PMS. This shows how uncommitted management is towards PMS (FGD: 08; Pt: 01).

Other participants revealed that junior officers were also not committed to the implementation of the performance management system. This is illustrated in the following excerpts;

Junior officers are sometimes problematic in that as long as they do not see any clear and reliable gains in the implementation of the performance management system they will always oppose it and be uncooperative (Public service worker,59).

The above views were made much stronger when another participant in the focus group discussion expressed her thoughts in the following way;

To tell you the truth, the idea of performance management system is a bad one and I cannot be committed to such a bad thing. It is there just to frustrate us as junior officers (FGD: 03; Pt: 06).

The participants further observed that, lack of resources was a challenge that affected the implementation of the Performance Management System. In regard to this reason two responses from staff were obtained namely; lack of adequate funding and lack of time.

For respondents who indicated during the semi-structured interviews and focus group discussions that lack of adequate funding by government to various departments posed a challenge on the implementation of the performance management system their actual words are given below;

The implementation of the performance management system needs money and as you may be aware that government is not providing adequate funding to the three government ministries as such programmes usually suffer as they are not printer (Public service worker; 56).

Similarly, it was revealed by another participant during the focus group discussion that government has been disbursing little funds to various ministries that could not cater for all the programmes and this really affected the implementation of several programmes including performance management system. This is illustrated by the following interview excerpt;

Performance Management System is expensive and needs a lot of researches with this economy it being a challenge to conduct Performance Management System (FGD: 04; Pt: 04).

Other participants indicated during the semi-structured interviews and focus group discussions that lack of adequate time posed a challenge on the implementations of the performance management system. The following were the actual words of the respondents supporting the response;

It requires a lot of time to undertake regular appraisal processes (Public service worker; 29).

Similarly, it was revealed by another participant during the focus group discussion that lack of time really affected the implementation of performance management system in most government ministries. This is illustrated by the following interview excerpt;

The performance management system requires a lot of time to be implemented effectively and efficiently (FGD: 05; Pt: 04).

The participants noted that, failure of the implementation of the performance management system was attributed to leadership style that existed in these Ministries. This was expressed by one participant as follows;

The type of leadership that exists in our Ministry leaves much to be desired. It is free for all. Anyone can report for work at any time and

knock off anytime. With this type of leadership, we do not expect much with regard to the implementation of the Performance Management System, (Public service worker; 13).

Similarly, it was discovered in another semi-structured interview held with public service workers that:

The implementation of Performance Management System will deeply depend on the leadership style adopted by those in position of leadership (Public service worker; 27).

During the focus group discussions similarly responses as those found in the semi-structured were also observed as revealed by the following interview excerpts;

Basically, for a successful implementation of any programme in government, the style of leadership prevailing is cardinal. This also applies to the implementation of the Performance Management System. The implementation of the performance management system will depend on the type of leaders that spearhead the implementation process (FGD.01, Pt.05).

The participants during the semi-structured interviews and focus group discussions argued that, failure of the implementation of the performance management system

in the Zambian public service was as a result frequent transfer of leaders. This is supported by the following interviews excerpt;

Leaders in this ministry are transferred on a frequent basis. Before one can get acquitted with the operation of the Ministry, he/ she is already transferred and this have advance effects on the implementation of the Performance Management System (Public service worker; 34).

During the focus group discussion held, it was further stated that leaders had no times to settle down as they were constantly changed and this had placed more challenges on the implementation Performance Management System as illustrated in following except.

Usually our bosses are changed from one department to the other. Some bosses do not even know the importance of implementing the Performance Management System, therefore the do not even talk about it all, (FGD.02, Pt.03).

The participants noted that, the failure of the implementation of the performance management system in the Zambian public service was due to lack of trust among the public service workers. The following are some of the actual views of the participant.

I just do not trust the whole programme management system, it is like you are providing

by or nation that will work against you (Public service worker; 16).

Similarly, it was revealed by another participant during the focus group discussion that lack of trust really affected the implementation of performance management system in the Zambian public service. This is illustrated by the following interview excerpt;

The development of trust among the co-workers is important in the successful implementation of the performance management system. However, this is lacking in the Zambian public service more especially in our ministry. People are not trusted, (FGD: 07; Pt: 01).

The participants observed that, the implementation of the performance management was failing in the Zambian public service was as a result of the fear of the unknown. The following are some of the actual views of the participant to support this reason;

The people who are charged with the responsibility of conducting appraisal cannot be trusted. They can have your dismissed or disciplined, (Public service worker; 35).

This was also stressed in the focus group discuss as indicated by the following except.

It is difficult to trust the people you are working with completely because you may end up losing employment or demoted, (FGD. 02; Pt. 03).

The participants observed that, the failure of the implementation of performance management system in the Zambian public service was due to the unfairness that existed in performance appraisal. The following interview excerpts support this response;

It becomes so difficult to effective implementations the performance managements system when it is observed that there is unfairness in the process, (Public service workers; 45).

Additionally, in the focus group discussions, it was revealed that unfairness that existed in the implementation of the performance appraisal system was also the reason that affected the implementation of the performance management system as shown by the actual words from the participants below;

Unfairness in the way the rater conduct the performance managements system will lead to employee's dissatisfaction and this will pose a challenge when, it come to the implementation of the performance management system (FGD, 03: Pt.04).

Further, findings obtained through the semi-structured interviews and focus group discussion as to why the performance management system failed was due to lack of constant review processes of performance management system in the Zambian public service. The actual view of the participants from the semi-structured interviews supporting this response is shown below;

A lot have changed in these departments and time is moving faster but the performance management system that is been used is old, it is not aligned to the changes that have occurred in these departments, therefore, it becomes so difficult to support such an old performance system, (Public service worker; 15).

In the focus group discussion, the above views were also expressed and solidified by one participant who indicated that:

Performance management systems need to be revealed regularly so as to make them compatible with the currents state of affairs however, this is not happening. They have remained unrelieved for a longer period of time and have become out of touch with really, (FGD, 06: Pt: 01).

The participants lamented and attributed failure of the implementation of the performance management system to lack of an affective reward system in the Zambian public service. This was evidenced by the following interview excerpt;

The idea of the performance management system is excellent and constructive, the only issue I have with this system is the lack of a reward system. Yeah you can be appraisal by your supervisor but what do you get out of that nothing, (Public service worker; 46).

Additionally, during the focus group discussion, the above idea was expressed by another participant. The actual views by the participant were as follows;

I started work along time ago and I have gone through a number of performance systems but up to now, I have not seen any value in these performance management system and am about to retire (FGD: 06; Pt.03).

The participants noted that, the failure of the implementation of the performance management system was as a result of not undergoing any training on performance management system. For instance, the following interview except indicates the views of one participant;

Lack of training on how to conduct and implementation performance management is a major challenge that usually prevents us from implementing the performance management system, (Public service worker; 33).

In the focus group discussion, the above statement was expressed by another participant as follows;

If we were trained on the performance management system I think we could be implementing it with easier, (FGD, 07: Pt, 05).

Similarly, it was observed by one participant that:

We did not have any formal training on the conditionality's of performance management system (FGD, 07: Pt, 01).

The participants lamented that, the failure in implementing the performance management system in the Zambian public service was lack of effective coordination. This is evidenced by the views of the participants as illustrated below;

Lack of effective coordination among employees in different ministry poses a challenge in the implementation of the performance management system, (Public service worker; 55).

The above view was also expressed in the focus group discussions as indicated by the following except;

Yeah, you know these government sections and departments are not well covered rated hence affects the implementation of the performance, (FGD: 08: Pt, 02).

The participants observed that, the failure of implementing the performance management system was ineffective supervision in selected ministries. According to the participant views, most of the departments in these selected ministries were not well supervised. The actual views of the participants were as follows;

In most of these departments of the government there is ineffective supervision of workers. Most workers come for work at any given time and knock early (Public service worker; 58).

In the focus group discussion, it also revealed by another participant that:

When we compare how private companies operate with those of government, you will realise that in government, it is business as usually, and lack of effective supervision of workers is more evident in government institutions and this would affect the implementation of performance system (FGD; 09:01).

The participants noted that, the cultural belief was among the challenges in the implementation of the performance management system. According to the participants the organizational work cultural that exist within different departments of various ministries had posed a challenge on the implementation of the performance management system on illustrated below;

It is important to understand the organization work process pose a challenge on the implementation of the performance management system (Pt: 30).

The above view was also expressed during the Focus group discussions as shown below;

The work culture of government workers is bad and poses a challenge on the implementation of the Performance Management System (FGD; 10: Pt; 06).

4.3.1 Emerging themes: why the implementation of PMS in the Zambia was failing

Table 2: why the implementation of PMS in the Zambia was failing

Key words	Near themes	Emerging themes
<ul style="list-style-type: none"> • Implementation of performance management system • Strength and weakness • Confidence of system • Commitment of service servants • Utilisation of resources • Funding mechanism in the operation of the performance management system • Vision of the cabinet in implementation of the performance management system • Problems of use of the performance management system 	<ul style="list-style-type: none"> • The role of civil servants in application of performance management • The role of civil servants in implementation of performance management system • confidence on use of performance management system • Civil servants to focus on major problems arising in use of performance management system • Gives servants a sense of doubt in use of performance management system • Increase in awareness of performance management effective and efficient • Public service become expert knowledgeable of factors of performance management system 	<ul style="list-style-type: none"> • Level of effectiveness of performance management • Major obstacles in use of performance management system. • Policy options on the use of performance management system

Based on the study findings obtained from research question two that sought to find out as to why PMS was failing in the Zambian public sector, the following themes emerged level/ low of feedback rate, lack of commitment from top management-lack of commitment from top management and leadership, lack of commitment from junior officers, lack of resources -lack of adequate funding, lack of time, leadership style, constant change of leader/ transfers of leaders, lack of trust, fear of the unknown, unfairness in the performance managements system, lack of reward an affective reward system, lack of training in performance management system, lack of effective coordination, ineffective supervision and cultural beliefs.

4.4 Findings on how the implementation of the PMS can be enhanced in Zambian public service

This section presents finding on research question number three that was designed to elicit data on how the implementation of the performance management system could be enhanced among the public since workers.

During the semi-structured interviews and focus group discussion the Zambian public service workers were asked to show how the implementation of Performance Management System in the Zambian public service could be enhanced. In all the semi-structured interviews and focus group discussions it was clear by the participants that the implementation of the performance management system could be enhanced so as to make it more effective and efficient. Several suggestions were

given by the participants on how to enhance the performance management system in the Zambian public service.

Among the suggestions given by the participants during the semi-structured interviews and focus group discussions on how to enhance the implementation of the performance management system in the Zambian public service was the need for the supporting of the performance management system. The actual views of the participant were as follows;

There is need for the supporting performance on these departments (Public service worker; 01).

The above view was supported by the following interview excerpt obtained during the focus group discussion. It was expressed by the participants as indicated below;

We just need to support the performance management system for it to work well (FGD; 01: Pt; 06).

In addition to the above, participants during the semi-structured interviews and focus group discussion revealed that the implementation of the performance management system could be enhanced in Zambian public service if only the supervisors were approachable and available. The actual views of the participant were

The implementation of the performance management system can only succeed if the

supervisors are approachable by subordinate workers (Public service worker; 05).

The above views were also expressed during the focus group discussion by one of the participants who indicated that;

The attitudes that administrators have they either lead to the implementation or non-implementation of the performance management system. When the administrator is friendly, approachable and always available for the subordinates then PMS can be enhanced (FGD; 02: Pt; 03).

Furthermore, participants during the semi-structured interviews and focus group discussions asserted that encouraging and supporting team work among the public service worker would help enhance the implementation of performance management system in the Zambian public service as illustrated below;

In these ministries, there is need to encourage and support team work among employees and this will make each member feel he/ she is part of the system and this will make them fully involved in the implementation process of the performance management system (Public service worker; 20).

The above view was also reviewed during the focus group discussion held with the participants. The view expressed above was also echoed by one participant as follows:

The implementation of the performance management system can be enhanced only if there is teamwork among the public service workers (FGD; 03: Pt; 04).

In addition to the above suggestions given by the participants in this study, it was revealed through the semi-structured interview and focus group discussion that the implementation of performance management system could be enhanced if there was a system put in place to manage under performance among the public service workers. This suggestion was supported by the following actual view indicated in the following excerpt;

There is need to have a management system for under performance among these departments (Public service worker; 30).

This seemed to have been similar with one participant from the focus group discussion who also mentioned that to enhance the implementation of performance management system, there was need to manage under performance among public service workers. The actual views of the participant were;

There is too much under performance in these public institutions, so for us to enhance the performance implementation of performance manage system in public sector performance under performance so should be managed (FGD;04:06).

Apart from the above suggestions given by the respondents further revealed during the semi-structured interview and focus group discussion, having a comprehensive reward system was necessary in enhancing the implementation of the Performance Management System. In regard to this suggestion two responses emerged namely: non-financial rewards and financial rewards as essential in enhancing the performance management system in the Zambian public service.

With reference to non-financial reward, participants during the semi-structured interviews and focus group discussions revealed that they can enhance the implementation of the performance management system. The non-financial reward system enhances the motivation of the public service workers. This view is supported by the interview excerpt below;

In order to effectively enhance the implementation of the performance management system in the public sector, there is need to spell out an effective reward system (Public service worker; 05).

Similarly, it was indicated that:

The implementation of performance management system among public service workers can be rewards are not only financial but other rewards such as praising (Public service worker; 15).

In addition, it was further revealed that:

Promotion is one of the rewards that can fully enhance the implementation of the performance

management system in public among public service workers (FGD; 07: Pt; 03)

Arising from research question three participants who were involved in the semi-structured interview and focus group discussion asserted that financial reward system was key to the enhancement of the implementation of performance management system among public service workers in public sector as illustrated below;

You know the bible indicates that money answers everything. So the implementation of performance management system can only be successful when it is attached to monetary gain. Without that anything can happen (Public service worker; 50).

The above position was also expressed by another participant in the focus group discussion on indicated by the following except;

Performance management system can be implemented well if only there are benefits in terms of money (FGD; 05: Pt; 05).

Participants who were involved in this study indicated during the semi-structured interviews and focus discussions that in order to enhance the implementation of performance management system among public service workers there should be constant performance reviews. This is illustrated by the interview excerpt below;

The performance reviews need to be constant if performance management system has to be

implemented successful among public service workers (Public service worker; 19).

The above views were also expressed by another participant in the focus group discussion when he indicated as follows;

Performance among public service workers should be maintained and evaluated consistently and this could be done through the implementation of the performance management system (FDG; 09: Pt; 05).

Additionally, in this study participants indicated during the semi-structured interviews and focus group discussions that the implementation of the performance management system can be enhanced when an effective management style existed in the Zambian public service. The actual view of the respondent below shows this suggestion;

All these things depend on the management style that exists within these institutions. I tell you unless management style changes in these public institutions do not expect much from them (Public service worker; 10).

Additionally, during the focus group discussion, the above idea was expressed by another participant. The actual views by the participant were as follows;

There is need to change the management system that is found in government departments for things to move (FDG; 10: Pt; 06).

Furthermore, participants in this study indicated that there was need to change the way communication is done in these public institution. According to the participants the implementation of performance management system could be enhanced when there could be change in the communication style. This is illustrated by the following except;

There are too many communication channels and these usually hamper the effective implementation of not only the performance management system but also many other programmes (Public service worker; 42).

This seemed to have been similar with one participant from the focus group discussion who also mentioned that to enhance the implementation of performance management system, there was need to change the communication styles that existed in government institutions. The actual views of the participant were;

The communication style that exists in government institutions is quite bad and need to change. This will then lead to the enhancement of the PMS (FGD; 04: Pt; 06).

4.4.1 Emerging themes: Enhancement of PMS Implementation

Table 3: Emerging themes: Enhancement of PMS Implementation

Key words	Near themes	Emerging themes
<ul style="list-style-type: none"> • Support systems • Relevant measures to improve use of performance management system • Team work • Reward of employees • Efficient mechanism in the operation of the performance management system • Communication channels • An evaluation of employees • promotion 	<ul style="list-style-type: none"> • The role of civil service in the evaluation of civil servants • The role of government in improving use of performance management system • confidence on use of performance management system • government to improve on communication channels • Increase team work for civil service 	<ul style="list-style-type: none"> • Major issues that enhances use of performance management system. • Policy options on the efficient use of performance management system • Constant evaluation of employees

Based on the study findings on research question three that was designed to elicit data on how the implementation of the performance management system could be enhanced among the public since workers, the following themes emerged: supporting performance, supervisors needed to be approachable, encouraging and supporting team work, the need to manage under performance, reward system, non-financial rewards (motivation), financial reward system, performance reviews, change in management style and change in communication style.

TABLE 4. PHIRI'S PERFORMANCE MANAGEMENT SYSTEM FRAMEWORK (PPMF)

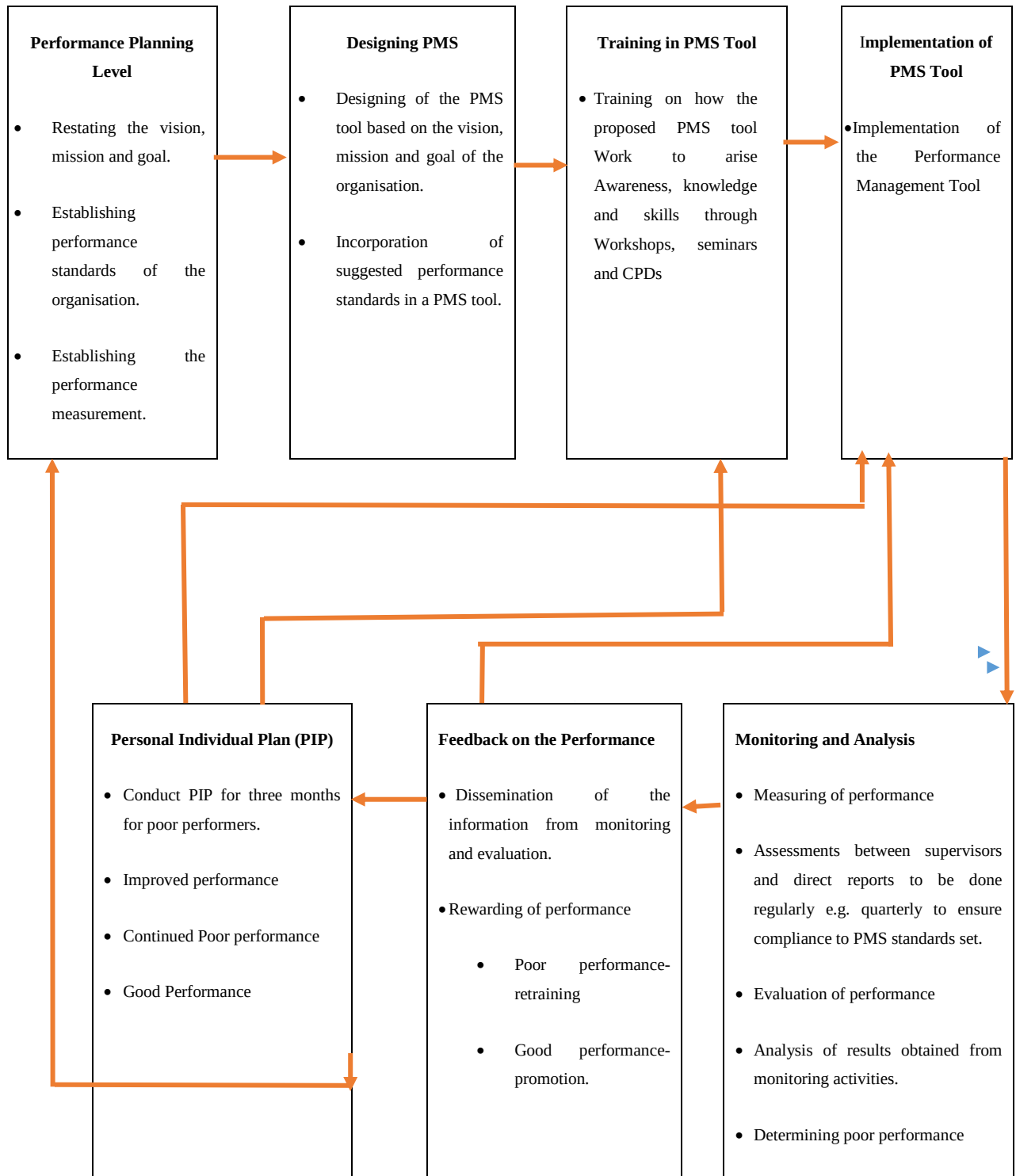


Figure 2: PHIRI'S performance management system framework (ppmf)

The formulation of the Phiri's Performance Management System Framework (PPMSF) is as a result of the continued poor performance of public service workers despite having the Performance management system in place. The PPMSF is made up of six stages as indicated above.

The first stage is called Performance Planning Level. At this level the organisation is engaged in some planning of the activities that will be performed for a certain period of time. This planning could be short term planning (Quarterly) or long term planning (1 to 5 years). At this stage the stakeholders in organisation are reminded of the vision of the organisation, the mission statement of the organisation and the goals or objectives of the organisation.

4.5 Summary of chapter

The chapter was based on the study findings as guided by the four research questions. The findings of the study were arrived through qualitative data set. Three major themes which emerged from the data obtained on research question one on the current awareness status of the public service workers on the implementation of the performance management system namely: performance as the achievements of goals and objectives that had been assigned to them in a specific period of time and with given resources and performance management as a tool for planning and control and tool for communication between juniors and supervisor.

Based on the study findings obtained from research question two that sought to establish the challenges that greatly affected the implementation of the performance management system, the following themes emerged level/ low of feedback rate, lack

of commitment from top management-lack of commitment from top management and leadership, lack of commitment from junior officers, lack of resources -lack of adequate funding, lack of time, leadership style, constant change of leader/ transfers of leaders, lack of trust, fear of the unknown, unfairness in the performance managements system, lack of reward an affective reward system, lack of training in performance management system, lack of effective coordination, ineffective supervision and cultural beliefs.

Based on the study findings on research question three that was designed to elicit data on how the implementation of the performance management system could be enhanced among the public since workers, the following themes emerged: need for the supporting of the performance management system, supervisors needed to be approachable, encouraging and supporting team work, the need to manage under performance, reward system, non-financial rewards (motivation), financial reward system, performance reviews, change in management style and change in communication style. The next chapter is the discussion of the research findings.

CHAPTER FIVE

DISCUSSION OF RESEARCH FINDINGS

5.1 Overview

This chapter is a presentation of the discussion of the findings and their implications on the implementation of the performance management system. The discussion of the findings is done in relation to the research questions and the knowledge that exist in performance management system. This chapter is a further reflection, confirmation and extension of the current body of knowledge and thinking on performance management system.

5.2 Public service workers' current awareness status of PMS in selected ministries namely ministry of health, ministry of energy and ministry of finance

This section is the discussion of themes that emerged from the analysis of data obtained on Public service workers' current awareness status of Performance Management System in selected ministry headquarters.

5.2.1 Understanding of performance as achievements goals and objectives in the given period of time and resource

Understanding of performance as achievements of goals and objectives in the given period of time and resource was one of the themes that emerged from analysis concerning the current awareness of the implementation of performance management system. In all the semi-structured interviews and focus group

discussions held with the public service workers' performance was understood as the achievements goals and objectives in the given period of time and resource.

This finding is in agreement with the findings from the study done by Kanwal (2018) in which it was revealed that the participants understood performance as the achievements of goals and objectives in the given period of time and resource.

It is important to note that performance can be understood in many different ways by different people. Despite the fact that performance can be understood in several ways, understanding of performance as the achievements of goals and objectives in the given period of time and resource is essential for this study as it forms the basis for explaining the current awareness of the implementation of the performance management system.

5.2.2 Performance management as a tool for planning and control and tool for communication between juniors and supervisor

Performance management as a tool for planning and control and tool for communication between juniors and supervisor was another theme that emerged from the analysis of data. In all the semi-structured interviews and focus group discussions held in the three ministry headquarters, it was revealed that participants viewed performance management system as a tool for planning and control and tool for communication between juniors and supervisor.

The above theme was in line with Analoui (1998) who described PM as a “close system” in which top management acts as commanding part whose main concern is

in continuity of order and ability to implement autonomous control over the work place and work situation as the whole.

From the above themes what emerged from data analysis was that Public service workers were aware of performance management system in the three government ministries of Zambia.

However, the study findings were in agreement with the study conducted by Radebe (2013) that aimed at examining the impact of performance management system delivery in the City of Johannesburg Metropolitan Municipality. In this study it was revealed that employees of the municipality were aware of the existence of the performance management system.

It seems understandably that the majority of the public service workers were aware of the performance management system. However, what is worrisome is the lack of the implementation of performance management system despite the fact that the respondents were aware of it. This is a new discovery because it has been assumed and taken for granted that when people are aware of any concept their support and practice will be directed towards that concept.

It is important to note that awareness of any concept in any given field or profession is of great importance, this is because it directs an individual's behaviour, feelings and interaction with others (Likando, 2019). Likando (2019) further explains that the support and practice given to any concept requires that an individual is aware of the concept.

5.3 Challenges that public service workers faced when implementing PMS

Research question two sought to find out what were the challenges that public service workers faced in implementing performance management system. The question was framed on the premise that the awareness that public service workers had on the performance management system had implication on how the PMS was implemented.

The study revealed that there were a number of challenges that public service workers faced in the implementation of the performance management system. The most common challenges brought out by the respondents included level/ low of feedback rate, lack of commitment from top management and leadership, lack of commitment from junior officers, lack of resources -lack of adequate funding, lack of time, leadership style, constant change of leader/ transfers of leaders, lack of trust, fear of the unknown, unfairness in the performance managements system, lack of reward an affective reward system, lack of training in performance management system, lack of effective coordination, ineffective supervision and cultural beliefs.

5.3.1 Level/ low of feedback rate

The research findings revealed that the level of feedback posed a challenge on the implementation of the performance management system among the public service workers. This was on the account that the subordinates did not receive any feedback from their supervisors.

These research findings are in agreement with the study done by Ramataboe (2015) whose purpose was to establish how promoting effective service delivery in the Ministry of Social Development in Lesotho through the implementation of the performance management system. In this study it was revealed that among the challenges in the implementation of the PMS included lack of feedback.

In addition to the above the research findings are also in agreement with the study done by Kuhil and Michael (2018) whose aim was assessing the practices and challenges of employee performance management system (EPMS) at Commercial bank of Ethiopia (CBE), a leading Commercial bank in the country by collecting evidences from 136 employees working at Bishoftu District area. Among the results was lack of regular feedback. In Zambia, Kafwa (2016)'s study that was conducted to evaluate the effectiveness of the APAS in improving performance in selected Ministries of the Zambian Civil Service revealed that were inconsistencies in feedback provision in the concerned Ministries.

Feedback in any given situation is important it leads to the effective implementation of the performance management system. The presence and type of feedback usually has an influence on the attitudes, happiness and job satisfaction of the public service workers. Lack of feedback has an impact on the employees' self-confidence and motivation. Feedback usually motivates employees to work extra hard more especially when they have learnt something new about their strength and weaknesses. As the supervisor provides feedback they make their subordinates to move from uncomfortable to comfortable. This will in return increase the self-

confidence of the subordinates and in return the performance of the subordinates improves. However, it is important to note that only positive feedback or constructive criticism has the power to increase the self-confidence and motivation of the subordinates. In Amanda (2013)'s study that was conducted to identify the challenges impacting performance management implementation (PMI) in public universities in Uganda, it was revealed that limited motivation and staff morale led to the non-implementation of the performance management systems.

5.3.2 The need for commitment from top management and junior officers

The findings of the study affirmed that lack of commitment from top management and leadership and from junior officer was a challenge in the implementation of the performance management system. The reasons that were advanced pertained to top management's unwillingly and uncommitted on the implementation of the performance management system and lack of meetings aimed at discussing PMS. Other reasons included lack of clear and reliable gains in the implementation of the performance management system.

In addition, the findings of this study are in agreement with Sefali (2010)'s study aimed at investigating the impact of the Performance Management System on accountability in the Public Service of Lesotho. It was revealed that there was no evident commitment by the Government of Lesotho to properly implement the PMS. In addition, the study by Barrett (2011) conducted to analyse the theoretical literature available in regards to Performance Management and the tools used and to observe whether the retail companies in Ireland are using these beneficial tools

effectively revealed that while employees in Company X cited a number of benefits of having a PMDS in place, the implementation of the system has not been successful, primarily due to the lack of commitment from management. It was furthermore revealed in Hossan and Miah (2012)'s study top level management acknowledged that they were not good in implementing their employee performance management system and most of their line managers were not trained enough to conduct the employee performance review.

High-level commitment from the top management and junior government officers can contribute to the improvement and usage of the performance management system in the public service. The commitment that the mayor in the study done by Jurnal and Siti-Nabiha (2015) led to the institutionalisation of the PMS, especially in integrating the outcome-based measures into the planning, reporting, monitoring and evaluation and reward systems.

When top management is not committed to the implementation of the performance management system then the working environment is considered to be unsupportive. This situation has adverse effects on the commitment of the subordinates and subsequently on the effective delivery of quality services to the general population.

There seems to be no visionary leadership in most ministries, including those visited, to oversee the implementation of the PMP. As such, though the PMP has been widely introduced and installed in the civil service, it has not been fully operationalised. In fact, implementation has been haphazard and inconsistent.

What is worth noting is that almost all heads of departments in the ministries visited did not seem to understand what their responsibilities and roles were in as far as performance management, improvement and appraisal were concerned. Hence, the majority of them considered all matters concerning the PMP and APAS as solely the responsibility of the human resource departments when infact it is now generally agreed that performance management and appraisal should be the concern and responsibility of every manager in an organisation/unit as they have a direct impact on the overall performance of the same units or organisations they head.

5.3.3 Lack of resources

In addition to the above finding it was revealed that the lack of resources posed a challenge on the implementation of the performance management system among the public service workers. This was on the account that there was inadequate funding and time to implement the performance management system.

The above findings are in agreement with Okech (2017) who conducted a study on how to examine the influence of performance contracting on efficiency in the provision of service delivery in the public sector. Among the findings were inadequate resources.

Adequate resources are a prerequisite for the success of any major programme of change. However, in the implementation of the PMP, as well as other reform efforts, financial and physical resources have not been readily available. This is also the case when it came to the normal day to day activities in government ministries and institutions. In fact, a large number of civil servants argued that they were often

given jobs without the necessary (physical and financial) resources to carry them out. Contributing to this was the continued poor performance of the Zambian economy presenting a major threat to the operations of the civil service.

5.3.4 Lack of time

Another prominent challenge that was identified by public service workers in this study was time. All the public service workers that were involved in this study mentioned that time could not allow them to implement the performance management system. This finding is in line with the White (2015)'s study in which the respondents indicated that they were so busy with their work that they could not find time for regular or consistent reflection. This issue of lack of time was more pronounced in the study conducted by Khan (2012). In Khan (2012) the majority of the respondents regarded lack of time as the major barrier to their engagement in reflective practice.

The lack of time in the implementation of performance management system could be attributed to many factors. These would be the rigidity of the work environment and workload experienced by public service workers. The time to implement Performance Management System in the public sector is not taken as priority for the implementation of the performance management system by the public workers.

5.3.5 No training on performance management system

Public service workers were asked to identify the challenges to the implementation of the performance management system. Analysis of data from the responses given

by the respondents during the semi-structured interview and focus group discussions revealed that lack of training in performance management systems made it difficult to implement the performance management system.

All the participants involved in the study indicated that lack of training was the major challenges that prevented them from implementing the performance engaging in reflective practice. Public service workers indicated in this study that they had not received any training in performance management system. This finding is similar to the finding of Kuhil and Michael (2018). In Kuhil and Michael (2018)'s study it was revealed that there was limited trainings concerning the purpose, requirements and implications of PM among employees.

This was also observed by Ramataboe (2015) that lack of training on performance management i.e. lack of orientation on PM, posed a challenge on the implementation of the performance management system. In addition to the above, Sefali (2010)'s study aimed at investigating the impact of the Performance Management System on accountability in the Public Service of Lesotho. The findings were also in line with the study conducted in Malaysia by Mohd Saudi (2014) that aimed at exploring effects of the attitude on the employees in one of the biggest statutory bodies in Malaysia, Majlis Amanah Rakyat known as MARA. Among the findings was that the lack of training and development program has caused dissatisfaction among the MARA employees with regard to the implementation of the performance management system.

The results of the study indicated that most of the public officials did not understand the application of the Performance Management System on their day-to-day work due to lack of training.

Lack of training on performance management has numerous consequences for the public service worker, general public and the public service. The lack of conceptual and theoretical understanding of performance management system may be attributed to the lack of training with regards to performance management system. This was evidently seen from the responses obtained during the semi-structured interviews and focus group discussions conducted.

When public service workers are not trained in any pedagogical knowledge and skills they would lack the motivation and confidence to be engaged. Therefore, when public service workers are trained in performance management system, they are expected to fully utilize the system with a view of improving productivity in the public sector at various levels.

It is important to note that public service workers cannot implement the performance management system through trial and error. This means that for public service workers to implement the performance management system they have to undergo training. The training would usually equip them with knowledge, attitudes and skills necessary for the implementation of the performance management system. When public service workers are equipped with the knowledge and skills in performance management they can easily implement the performance management system.

The civil service also lacks comprehensive induction, orientation and re-orientation programmes for officers appointed in the new structures (PSMD, 2001). No significant changes have taken place in terms of the civil service work culture after restructuring and the introduction of the PMP and APAS. New employee's induction is thus, left to the informal channels within organisations thereby creating the risk of them being taught ineffective work processes and attitudes.

As Fitzpatrick (2003) put it, any new entrant to an organisation should undergo induction training; ideally at an early stage and before some “disgruntled old hand” tells them the “real story” around the organisation. ‘There is no real expense involved in delivering such training in-house, and the bad effects of “negative socialisation” can be avoided’ (Fitzpatrick, 2003:23). Formal induction ensures that individuals are clear about their jobs and about the aims, objectives and working practices of the organisation they have joined. Formal induction therefore, cannot be overlooked, especially when the government is trying to change to the more efficient and effective work processes such as strategic and work planning, target setting, activity based budgeting and the use of a more objective and open annual performance appraisal system.

5.3.5 Lack of effective reward system

Respondents further revealed during the semi-structured interview and focus group discussion that lack of an effective reward system posed a challenge on the implementation of the Performance Management System. Two sub-themes emerged from this main theme namely: non-financial rewards and financial rewards.

The above study findings are in line with the study done in Brazil by Pacheco, Portulhak and Espejo (2017) that aimed at the analysis of how performance management was implemented in a teaching hospital located in the south of Brazil. The study revealed that there were inadequacies of the artifact and the reward system. In addition to the above, the findings are in line with the study done by Sefali (2010) that aimed at investigating the impact of the Performance Management System on accountability in the Public Service of Lesotho. The results of the study indicated that lack of incentives and the majority of the public officials were not motivated enough to correctly implement the PMS.

In any organisation either private or public, the reward systems that exist are a central part of the success or failure of such an organisation. The Reward system that is employed in the organisation is meant to attract, motivate and retain workers who are highly knowledgeable, experienced and skilful. Reward systems have a direct impact on people's attitudes, behaviour and performance.

The public service lacks a clearly defined wage policy upon which salary and wage administration could be based. Currently, salary administration is being done arbitrarily whereby certain categories of public workers, due to their ability to bargain, earn more ad hoc salary increases that have brought about distortions in the salary structure of the civil service (PSMD, 2001). Such distortions in salary awards usually affect the motivation and morale of civil servants, and in turn the overall performance of both institutions and individuals.

5.3.6 Lack of trust

The research findings of the study affirmed that lack of trust was among the challenges that led to the non- implementation of the performance management system. The reasons that were advanced pertained to junior officers (protected staff) not trusting top management.

The above findings are in line with Kuhil and Michael (2018)'s study that was conducted in Ethiopia and aimed at assessing the practices and challenges of employee performance management system (EPMS) at Commercial bank of Ethiopia (CBE), a leading Commercial bank in the country by collecting evidences from 136 employees working at Bishoftu District area. Among the results of the study was lack of trust.

It is important to note that trust is a complex and multidimensional phenomenon. Trust in an organizational is an important part of professional relationships between co-workers, between managers and employees, or between employees and managers. Trust is key element of effective implementation of the performance management system as it requires effective communication and team-work between co-workers, between managers and employees, and between employees and managers. Trust depends on the integrity, strength, ability and surety of a person. The implementation of the performance management system is dependent on trust. Trust and the implementation of the performance management system are both emotional and a rational act. This is because they are associated with affection, gratitude, security confidence, acceptance, interest, admiration, respect, liking,

appreciation, contentment, and satisfaction. These are important aspects that can lead to building of trust and the implementation of the performance management system.

In any organisation, managers are considered to be the initiators of trust and play a central role in making sure that trust is maintained among the workers. This means that the ability to establish, grow, extend, and restore trust is a key responsibility of top management. When top management fails to build trust with regard to performance management system any attempt to implement the PMS would be viewed as a trap or a punishment tool thus reducing employee's commitment and productivity.

5.3.7 Ineffective coordination and ineffective supervision

Respondents further revealed during the semi-structured interview and focus group discussion that lack of an effective coordination and ineffective supervision were challenges that led to the non-implementation of the performance management system. These research findings are in line with Okech (2017)'s study whose purpose was to examine the influence of performance contracting on efficiency in the provision of service delivery in the public sector and established that lack of independent monitoring and evaluation led to the non-implementation of the performance management system. The study by Sisa (2014) that was conducted to investigate the implementation of the performance management system in the Ministry of Foreign Affairs and International Co-operation of the Botswana public service revealed that the use of command-and-control management model rather

than empowerment and the adaptation model, co-operation, collaboration and co-ordination were among the challenges faced in the implementation of the performance management system.

5.4 Enhancing implementation of the PMS among public service workers

Research question three sought to find out how the implementation of the performance management system can be enhanced among public service workers in selected ministry headquarter. The question was framed on the premise that the solutions to the implementation of the performance management system could be enhanced by getting the views from the participants.

The study revealed that there were a number of ways of enhancing the implementation of the performance management system and the most common ones included; supporting performance, supervisors needed to be approachable, encouraging and supporting team work, the need to manage under performance, reward system, non-financial rewards (motivation), financial reward system, performance reviews, change in management style and change in communication style.

5.4.1 The need for supporting PMS

The findings from the participants of the semi-structured interviews and focus group discussion indicated that in order to enhance the implementation of the performance management system among public service worker, there was need for the supports of performance management system.

The research findings are in line with Sisa (2014)'s study that was conducted to investigate the implementation of the performance management system in the Ministry of Foreign Affairs and International Co-operation of the Botswana public service. The recommendations of the study included use of supporting systems of the performance management system. These findings are supported by the study conducted in Lesotho by Ramataboe (2015) with the purpose of promoting effective service delivery in the Ministry of Social Development in Lesotho through the implementation of the performance management system. In its recommendation the study proposed the formulation of policies and legislative framework supporting the PMS implementation.

The successes of an organisation are directly related to take the support systems that are present in that organisation. The importance of supportive work systems cannot be overemphasized. When public service workers are given the assistance and encouragement necessary, they tend to be cooperative and dedicated to work and this would therefore lead to the effective implementation of the performance management system.

The creation of an effective supportive work system is usually beneficial for the employee and the employer. This is because the employee will not only have the motivation for work but also performance. The implementation of the performance management system can be enhanced when top management has the time to help employees grow both personally and professionally. This will in the long run build loyalty and working relationships in a healthy, pleasant environment hence increase

the chances of enhancing the implementation of the performance management system. A supportive work system leads to the cultivation of a working environment that will attract the best talent because people want to work in a supportive environment. This improves the public workers' performance and they willing to participate in the implementation of the performance management system.

5.4.2 Provision of training

Public service workers in this study were asked to identify ways in which the performance management system could be enhanced in the public service. Analysis of data from the responses given by the respondents during the semi-structured interview and focus group discussions revealed that the implementation of the performance management system could be enhanced through the provision of training and orientation programmes.

The above finding is in line with the study done in Lesotho by Ramataboe (2015) and was aimed at the promoting effective service delivery in the Ministry of Social Development in Lesotho through the implementation of the performance management system. Among its recommendations was that MSD should train staff on PM. In addition, the research findings of this study are also in agreement with Eneanya (2018)'s study that was conducted in Nigeria and focused on the performance management system and public service delivery. This study recommended the training of public managers and administrators on fundamentals of performance management systems and the measurement of key performance

indicators was a major factor that would enhance the implementation of the performance management system.

The successes of any system in an organisation are directly related to take the training that the individuals in that organisation received or receive. The training the public services workers receive on the performance management system has a lot of benefits. The training aspect would equip the public service workers with the conceptual and theoretical understanding of performance management system.

When public service workers have the required training and orientation programmes with regard to performance management system they will gain the pedagogical knowledge and skills they would motivate them to be engaged in the implementation of the performance management system. This is because they will have the confidence that is needed to be engaged in the implementation of the performance management system. However, when public service workers are not trained in performance management, they are not expected to be engaged in the performance management systems

It is important to note that public service workers cannot implement the performance management system through trial and error. This means that for public service workers to implement the performance management system they have to undergo training. The training would usually equip them with knowledge, attitudes and skills necessary for the implementation of the performance management system. When public service workers are equipped with the knowledge and skills in

performance management they can easily implement the performance management system.

5.4.3 Change in Management Systems

Participants in this study indicated that there was need to change the way management systems were done in the current public institutions. According to the participants the implementation of performance management system could be enhanced when there could be change in the management systems. These findings are in agreement with the findings in a study conducted by Jurnal and Siti-Nabiha (2015) in Indonesia whose aim was to understand the processes necessary to institutionalize PMS, and the facilitators of, and impediments to, a successful implementation is needed. The findings of this study revealed that the Mayor played a major role in institutionalizing the PMS, more especially in integrating the outcome-based measures into the planning, reporting, monitoring and evaluation and reward systems.

One of the most important ways to enhance the implementation of the performance management system is to have an effective and efficient management system. An effective and efficient management system usually would involve planning, discussions, and assigning roles that would provide fluid leadership that is encompassed in the management system.

An effective and efficient management system would promote better understanding of the internal and external relationships that naturally evolve in the conduct of any

organisation. The change in the management system that exists within the public service would entail the increase in efficiency. When there is an increase in efficiency, the confidence level among the employees would increase and this will in the long run help in the enhancement of the performance management system as the employee would have the confidence of the system.

5.4.4 Change in communication styles

Participants in this study indicated during the semi-structured interviews and focus group discussions that in order to enhance the performance communication system there was need for the change of the communication style that existed in the public service. These findings are supported by the study conducted in Lesotho by Ramataboe (2015) with the purpose of promoting effective service delivery in the Ministry of Social Development in Lesotho through the implementation of the performance management system. In its recommendation the study proposed strengthening of communication channels through development of a communication strategy. In addition, the findings of this study concur with Sisa (2014) research study that aimed at investigating the implementation of the performance management system in the Ministry of Foreign Affairs and International Co-operation of the Botswana public service and to identify the factors that facilitated and hindered the successful implementation of the programme. The recommended the strengthening communications technology infrastructure.

In order to enhance the implementation of the performance management system successfully, communication is vital and one of the most significant aspects of the

performance management system. The change in the communication style is one of the aspects which public service institutions need to face during the entire process of implementing the performance management system.

5.4.5 Reward system

Respondents further revealed during the semi-structured interview and focus group discussion that lack of an effective reward system posed a challenge on the implementation of the Performance Management System. Two sub-themes emerged from this main theme namely: non-financial rewards and financial rewards. The findings are similar to the study conducted in Uganda by Amanda (2013) and that was conducted to identify the challenges impacting performance management implementation (PMI) in public universities in Uganda. The study recommended an increase in motivation and staff morale as one way of enhancing the implementation of the performance management system.

In any organisation either private or public, the reward systems that exist are a central part of the success or failure of such an organisation. The Reward system that is attached to performance management system will either motivate public service workers to be engaged in the implementation of the performance management system or not to be involved. When public service workers notice that the engagement in the performance management system is beneficial they are more likely to support, advocate and maintain it. It is therefore important to understand that the implementation of the performance management system should be attached to good and attractive incentives. These incentives or reward system will therefore

attract, motivate and retain workers who are highly knowledgeable, experienced and skillful. Reward systems have a direct impact on people's attitudes, behaviour and performance.

5.4.6 Performance Reviews

The findings from the semi-structured interview and focus discussion revealed that in order to enhance the implementation of performance management system among public service workers there should be need for constant performance reviews. The findings are in line with Hossan and Miah (2012) research study which was conducted to investigate the impact of employee performance management system on business process improvement and finding out the importance of employee development through performance management system in order to achieve the superior business goal. The study recommended the creation of performance management committee and formal procedures for performance appraisal.

Performance reviews in the public service has been viewed as one of the more uncomfortable and contentious interactions between supervisors and employees. However, when these performance reviews are handled professionally, openly and honestly, they can help enhance the implementation of the performance management system.

In performance review meetings, top management and junior officers would be provided with an opportunity to meet and then discuss the job performance, their performance goals, and organizational priorities. As top management and junior

officers meet and interact with each other they tend to develop the confidence and trust in each other. This will then result in the effective implementation of the performance management system. With performance review meetings it became difficult to implement the performance management system.

5.5 Implications arising from the findings

The study provided much needed evidence on the actual current awareness status of public service workers with regard to the implementation of the performance management system with a specific focus on awareness, challenges and mitigation measures in the Zambia Public Service. If there is no urgent mitigation to the current Performance Management System, Zambia will remain behind in achieving its developmental milestones as outlined in the 7th National development plan and other strategic objectives .

The challenges established in this study have raised an opportunity for the need to develop a new Performance Management System in Zambia with a specific focus on awareness, challenges and mitigation measures

5.6 Chapter summary

The chapter was based on the discussion of the findings as guided by the three research questions. The discussion of the research study was based on the fact that public service workers were aware of the performance management system.

The study findings further strongly revealed that the implementation of the PMS had a number of challenges that greatly affected the quality of service delivery in the public service. The most common challenges brought out by the respondents included level/ low of feedback rate, lack of commitment from top management and leadership, lack of commitment from junior officers, lack of resources -lack of adequate funding, lack of time, leadership style, constant change of leader/ transfers of leaders, lack of trust, fear of the unknown, unfairness in the performance managements system, lack of reward an affective reward system, lack of training in performance management system, lack of effective coordination, ineffective supervision and cultural beliefs.

In addition, the study revealed that there were a number of ways of enhancing the implementation of the performance management system and the most common ones included; supporting performance, supervisors needed to be approachable, encouraging and supporting team work, the need to manage under performance, reward system, non-financial rewards (motivation), financial reward system, performance reviews, change in management style and change in communication style.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1 Overview

The previous chapter was the discussion of the research findings the based the implementation of Performance Management System in Zambia's public service with specific focus on exploring awareness, challenges and mitigation measures. In this chapter the purpose of the current study will be revisited and a short recap of the findings will be provided. The recommendations and proposed areas for further research will be provided.

6.2 Study Summary

This study has seven chapters. Chapter one was the introduction to the study and focused at bringing out an in-depth explanation of the problem and the contextual background of the study. Chapter one of this study further explained the significance of the study, delimitation, limitation, theoretical foundations of the study and operational definitions.

The second chapter was called the review of related literature of the study. In the review of related literature various studies that were related to the study problem were reviewed critically. In the review of related literature an explanation was given on philosophical and historical foundation of performance management system, the different held by individuals on performance management system, typology of performance management systems, benefits of performance management systems, challenges to effective implementation of performance management systems, and

the identification of gaps that need to be filled in by this study have been explained. Lastly, a summary to the review of related literature has been given.

The third chapter was theoretical framework which looked at the Resource- Based Theory according to (Lockett et al. (2009). The Resource based theory explained the path of a research firmly in theoretical constructs. The aim of the theoretical framework was to make research findings more meaningful, acceptable to the theoretical constructs in the research field and ensured generalizability. (Lockett et al. (2009) claims that when an organization's resources and competencies are integrated, this may explain any performance discrepancies seen rather than just resources. The resource-based viewpoint assumes that higher profits are the product of better resource management. The resource based view perspective builds on the premise that superior profitability stems from inside the organisation.

The fourth chapter was called research methodology and explains the methodology that was used in this study. This chapter provided the research philosophy and paradigm that guided the researcher, the ontological and epistemological stance of the research. The chapter further provided information on the target population, data collection methodologies, ethical issues, triangulation validity and data analysis of the research.

The fifth chapter was called presentation of research findings. In this study the presentation of qualitative research findings are given. Mostly the participants' voices were used in this chapter.

The sixth chapter was called the discussion of the research findings. This provided a discussion of the research findings that were presented in the fifth chapter of this study. The discussion basically was based on the themes that emerged during the analysis of data. The seventh chapter was called conclusion and recommendations. This chapter provided the major conclusions and recommendations arising from the four specific objectives of the study with regards to the implementation of performance management system with a specific focus on the awareness, challenges and mitigation measures in the Zambia public sector

6.3 Recommendations

Based on the findings of the current study, the researcher provides four (04) recommendations.

- i. Given the high awareness level among the key public service workers engaged, top management and Human Resources Practitioners should leverage on the good-will demonstrated by ensuring that there is buy-in by other members of staff when implementing performance management system.
- ii. Top management should engage junior officers in discussing the issues affecting the effective implementation of performance management system and on ways to improve quality service delivery in the public service.
- iii. The government should increase funds in form of grants to support the implementation of the performance management system.

- iv. There is need for PSMD to conduct in-service orientation training so as public service workers for effective implementation of performance management system.

6.4 Suggestions for further research

The following were topics suggested for further investigation.

- i. A comparative analysis of performance management system between public service and the private service sector.
- ii. Re-engineering the Implementation of Performance Management System in Zambia's Public Service: Focus on selected Ministries.

6.5 Discuss Implication the Study for Zambia and other Countries

6.5.1 Implications for practice

This study focused on the implementation of Performance Management Systems in the public service with specific focus on exploring awareness, challenges and mitigation measures. Through the use of semi-structured interviews, focus group discussions, the study revealed the current awareness status of public service workers with regard to the implementation of the performance management system and the challenges that the public service workers faced in the implementation of the performance management system. The study also revealed the mitigation

measures required for the successful implementation of the performance management system in the public service.

The first major practical contribution of this study is that it provides much needed empirical data on the actual current awareness status of public service workers with regard to the implementation of the performance management system and the actual challenges that the public service workers faced in the implementation of the performance management system. The study also provided empirical data on the mitigation measures required for the successful implementation of the performance management system in the public service. This empirical data is significant given the fact that other comparable studies dates back more than 10 years. Reporting in depth the actual current awareness status of public service workers, the challenges and mitigation measures will allow policy-makers and other stakeholders to design performance management system based on what public service workers do and where they are now in terms of their practice. With this in mind, this study is especially timely in the aftermath of several calls on public service workers to improve the quality of the services provided to the public.

6.5.2 Implications for future research

This study being interpretive nature brings out a number of opportunities for future research, both in terms of theory development and concept validation. There is need for more research that will be needed in order to refine and further elaborate novel findings of this study.

The first implication is that while this study has generated a number of new and useful conceptual categories, given the in-depth sampling strategy focused on exploring the implementation of Performance Management System in Zambia's public service with specific focus on exploring awareness, challenges and mitigation measures very little can be said of the nature of information work of the larger population of the public service workers in Zambia. This study could therefore be extended by including statistical data.

The second implication is that this study offers the opportunity to refine and validate the concepts and constructs that emerged from its inductive analysis. For example, the idea of current awareness status will need further refinement and elaboration. One could also ask whether and to what extent it is possible to identify the current awareness status so that reforms can be based on.

6.6 Achievement of Research Objectives

The study was based on implementation of Performance Management System in Zambia's public service with specific focus on exploring awareness, challenges and mitigation measures. The research objectives were achieved in that:

The first objective of the study was to establish current awareness status of public service workers was revealed. The current awareness status of public service workers was that they were aware of the existence and implementation of the performance management system in the public service sector in Zambia.

The second objective was to explore opportunities and challenges on the implementation of performance management systems in the Zambian public service. The study findings further revealed that the implementation of the PMS had a number of challenges that greatly affected the quality of service delivery in the public service. The most common challenges brought out by the respondents included level/ low of feedback rate, lack of commitment from top management- lack of commitment from top management and leadership, lack of commitment from junior officers, lack of resources -lack of adequate funding, lack of time, leadership style, constant change of leader/ transfers of leaders, lack of trust, fear of the unknown, unfairness in the performance managements system, lack of reward an affective reward system, lack of training in performance management system, lack of effective coordination, ineffective supervision and cultural beliefs.

The third research objective was to describe measures that would help to enhance the implementation of the Performance Management Systems in the Zambian public service. The study revealed that there were a number of ways of enhancing the implementation of the performance management system and the most common ones included; supporting performance, supervisors needed to be approachable, encouraging and supporting team work, the need to manage under performance, reward system, non-financial rewards (motivation), financial reward system, performance reviews, change in management style and change in communication style.

The study was based on implementation of Performance Management System in Zambia's public service with specific focus on exploring awareness, challenges and mitigation measures. It was revealed that:

The current awareness status of public service workers was that they were aware of the existence and implementation of the performance management system in the public service sector in Zambia.

The implementation of the PMS had a number of challenges that greatly affected the quality of service delivery in the public service. The most common challenges brought out by the respondents included level/ low of feedback rate, lack of commitment from top management and leadership, lack of commitment from junior officers, lack of resources -lack of adequate funding, lack of time, leadership style, constant change of leader/ transfers of leaders, lack of trust, fear of the unknown, unfairness in the performance managements system, lack of reward an affective reward system, lack of training in performance management system, lack of effective coordination, ineffective supervision and cultural beliefs.

There were a number of ways of enhancing the implementation of the performance management system and the most common ones included; supporting performance, supervisors needed to be approachable, encouraging and supporting team work, the need to manage under performance, reward system, non-financial rewards (motivation), financial reward system, performance reviews, change in management style and change in communication style.

6.7 Contributions and Recommendation

This section is a response to the last research objective that was focused on developing a framework for documenting and interpreting the awareness, challenges and mitigation measures of public services workers in the Zambian public service. The emergent Performance Management System Framework is referred to as Phiri' Performance Management System Framework which is as a result of a deep reflection on the awareness, challenges and mitigation measures through the five years of study. The Phiri' Performance Management System Framework consists of seven stages namely: (i) Performance Planning Level, (ii) Designing the PMS, (iii) Training, (iv) Implementation of PMS, (v) Monitoring and Analysis of PMS, (vi) Feedback and (vii) Adjustment of Performance as shown below:

TABLE 1. PHIRI'S PERFORMANCE MANAGEMENT SYSTEM FRAMEWORK (PPMF)

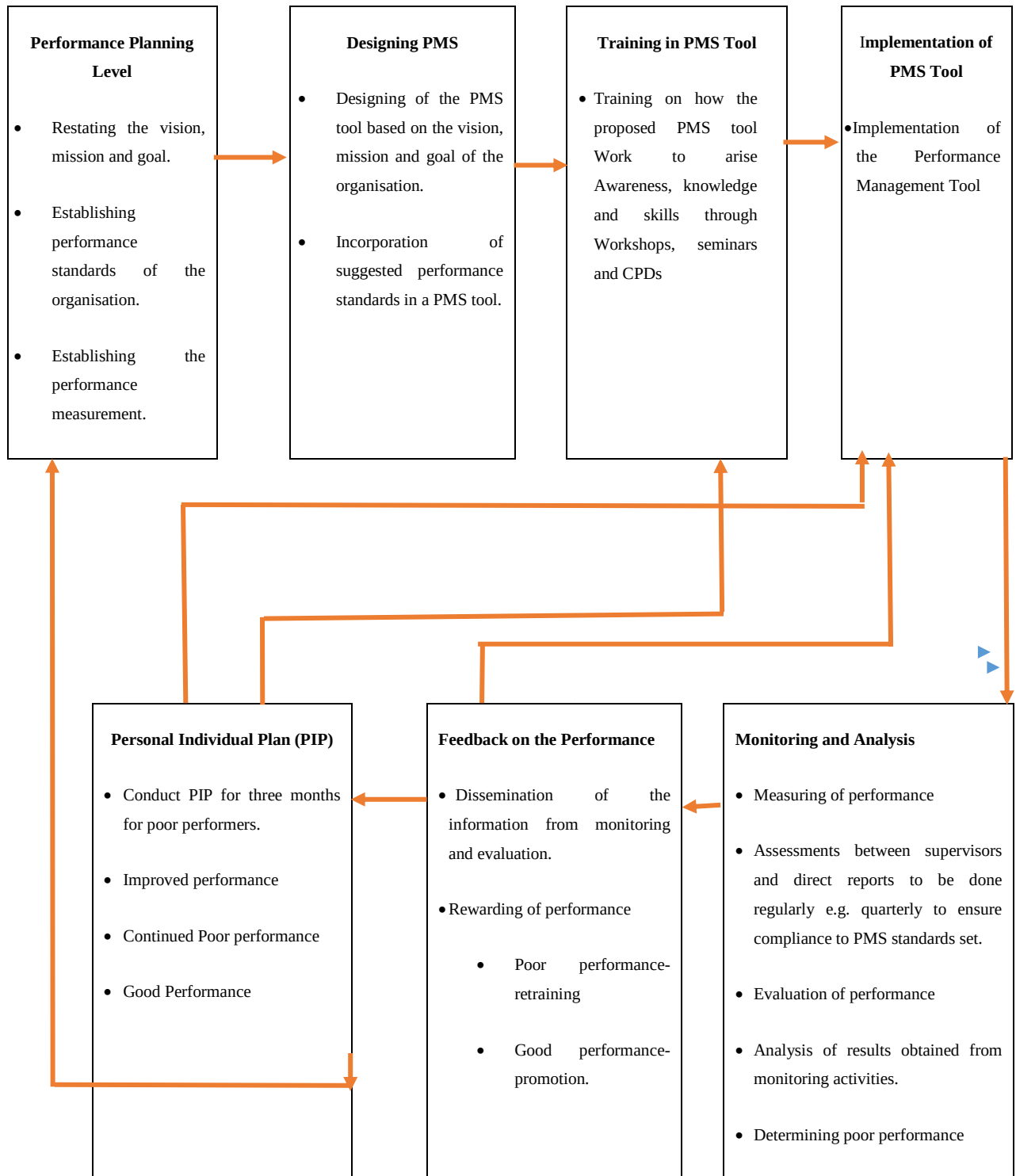


Figure 3: PHIRI'S performance management system framework (ppmf)

The formulation of the Phiri's Performance Management System Framework (PPMSF) is as a result of the continued poor performance of public service workers despite having the Performance management system in place. The PPMSF is made up of six stages as indicated above.

The first stage is called Performance Planning Level. At this level the organisation is engaged in some planning of the activities that will be performed for a certain period of time. This planning could be short term planning (Quarterly) or long term planning (1 to 5 years). At this stage the stakeholders in organisation are reminded of the vision of the organisation, the mission statement of the organisation and the goals or objectives of the organisation. The planning of the activities are then aligned to the vision, mission and goals or objectives of the organisation. The activities can be considered to be the performance standards. The performance standards can be seen to be the activities every worker is expected to do in order to achieve the objective or goal so that the mission and vision are achieved too. During the performance planning stage there will be the establishment of the performance measurement. This would focus on how the performance standards established will be measured to ensure that there is compliance.

The second stage will be designing the performance management system tool. The designing of the PMS tool will have been based on the vision, mission and goal of the organisation. It will also incorporate the performance standards that are expected from the workers in the organisation. It is at this stage that the designed

performance management system tool should capture both the short-term and long term performance standards.

Having designed the performance management system tool then there should be training of all the workers. During the training process the workers would be reminded of the organisation' vision, mission and goals or objectives. The workers are also trained on the performance standards and the performance measurements to be adopted in the organisation. Training is also provided on the performance management system tool. The training could be through Continuous Professional Development (CPDs), workshops, seminars and briefings. For the new entrants to the organisation induction is provided to them to ensure that they are well of what is expected from them as workers.

The next stage would involve operationalizing the performance management system tool. This is the implementation stage of the performance management system. Workers from different sections of the organisation are then expected to implement the performance standards as trained during the training sessions.

The next stage is called Monitoring and Analysis. The main purpose of the monitoring and analysis stage would be to assess if there is compliance to the performance standards set during the performance management planning stage. The monitoring and analysis would be conducted in two ways namely formatively and summative. During the formative monitoring process, a wide range of approaches will be used by the supervisor or co-workers to assess comprehension, learning requirements, and achievement of the performance standards in the middle of

working process. The major aim of the formative monitoring would be to assist organisation uncover whether the workers are having trouble understanding or implementing the performance standards agreed upon during the performance management planning level. This would lead to the adjustment of strategies, and support. Formative monitoring could be done on a daily basis by the co-workers or on a quarterly. Summative monitoring can be done by the immediate supervisors at a regular interval such as monthly, quarterly or at the end of the year. This would help to see if the milestones have been achieved or have not been achieved.

The sixth stage is the provision of feedback. Feedback is a critical component in the performance management system as this would direct the next course of action. During the monitoring and analysis stage there will be determination of the performance levels among the workers. Good performance will be regarded as performance that aligned to the performance standards as set in during the performance management planning stage. This performance therefore conforms to the set standards would be reward either by promotion or other reward systems. Poor performance would be regarded as performance that does not conform to the set performance standards during the performance management planning level. Workers that fall under this category would be given a three months' period to increase their performance (Personal Individual Plan (PIP)). At the under of the three months' period they will be monitored to see if there is any improvement in their performance. If there is improvement, then they would proceed to the implementation but if performance is still poor they wuld be retrained.

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APPENDICES

Appendix 1: Informed Consent Form

The University of Zambia

**IMPLEMENTATION OF PERFORMANCE MANAGEMENT SYSTEM IN
ZAMBIA'S PUBLIC SERVICE: EXPLORING AWARENESS,
CHALLENGES AND MITIGATION MEASURES**

Dear Respondent,

I'm writing to indicate that you have been selected to participate in this study. Your participation will be in the semi-structured interviews.

I do declare that I'm undertaking this research only for academic purposes and that you will not be harmed, and that all information will be kept secure and anonymous. If you decide to withdraw from the study, you may do so without giving any reason and no penalty will be given at any moment.

I like to thank you in advance for your usual cooperation.

Yours faithfully,

.....

RESEARCHER.

I, _____ have agreed to participate in this study. I fully understood that the information that will collected during this study will be used for educational reasons. I have also the right to withdraw from

the study at any time without any penalty. By signing this document, I affirm that I have understood the purpose of this study.

Signed:

Date: _____

Appendix 2: Focus Group Discussion Guide

The University of Zambia

IMPLEMENTATION OF PERFORMANCE MANAGEMENT SYSTEM IN ZAMBIA'S PUBLIC SERVICE: EXPLORING AWARENESS, CHALLENGES AND MITIGATION MEASURES

1. Demographics (Tick the sex, years in service and educational qualifications)

a) Sex

Male

Female

b) Educational qualifications

PhD

Master

Bachelors

Diploma

Certificate

c) Years of service

0-5

6-10

11-15

16-20

21-25

26-30

d) Ministry/Department

2. What do you understand by the term Performance?

3. Tell me then what is performance management?

4. Are you aware of the performance management system in your ministry?
5. From your experience, share with us any opportunities and challenges on the implementation of performance management systems in Zambian public service you face:
6. From your experience, share with us on how the implementation of the Performance Management System in Zambian public service enhanced.
7. Could there be anything else you would like to say about your experiences on the implementation of the Performance Management System in Zambian public service

Appendix 2: Semi-Structured Interview Schedule for Senior Management

The University of Zambia

**IMPLEMENTATION OF PERFORMANCE MANAGEMENT SYSTEM IN
ZAMBIA’S PUBLIC SERVICE: EXPLORING AWARENESS,
CHALLENGES AND MITIGATION MEASURES**

1. Demographics (Tick the sex, years in service and educational qualifications)

a) Sex

Male

Female

b) Educational qualifications

PhD Master Bachelors Diploma Certificate

c) Years of service

0-5 6-10 11-15 16-20 21-25 26-30

d) Number of years in Senior management

0-5 6-10 11-15 16-20 21-25 26-30

e) Ministry/Department

2. Tell me, have you heard of the term Performance?
3. Tell me then what is performance management?
4. Are you aware of the performance management system in your ministry/department?
5. From your experience as a senior manager, share with me any opportunities and challenges you face in implementing performance management systems in Zambian public service.
6. Tell me, how then can the implementation of the Performance Management System in Zambian public service can be enhanced in your ministry?
7. Could there be anything else you would like to say about your experiences on the implementation of the Performance Management System in Zambian public service.

Appendix 3: Document Analysis

1. Check for policy documents on performance management system
2. Check for any document on the implementation of performance management system.
3. Check for any document with regard to CPDs on performance management.
4. Check for any document on staff meetings/ briefings with regard to implementation of performance management systems.

Appendix 4: Protocol for Individual Interviews & FGDs

(Adapted from Simui, 2018)

The University of Zambia

IMPLEMENTATION OF PERFORMANCE MANAGEMENT SYSTEM IN ZAMBIA'S PUBLIC SERVICE: EXPLORING AWARENESS, CHALLENGES AND MITIGATION MEASURES

1. The facilitator to provide introductory comments:
 - a) Welcome and thank everyone for volunteering to participate.
 - b) Introduce yourself.
 - c) Hand out the consent form.
2. Ask participants to ask any questions, and then sign the consent form. Offer a copy of the Consent form (unsigned) to each person. Some will want a copy, others will not but always offer.
3. Give a very brief overview of the project and goals for the focus group discussion or interview.
4. Give participants information about the process, times, breaks, bathrooms, and so forth.
5. Distribute name tags for focus group discussion or community meetings (first names only).
6. Provide basic guidelines for the focus group discussion, review them with participants, and

7. Consider posting them for everyone to see. Adapt pertinent guidelines for individual interviews:

- a) If you feel uncomfortable during the meeting, you have the right to leave or to pass on any question. There is no consequence for leaving. Being here is voluntary.
- b) The meeting is not a counseling session or support group.
- c) Keep personal stories “in the room”; do not share the identity of the attendees or what anybody else said outside of the meeting.
- d) Everyone’s ideas will be respected. Do not comment on or make judgments about what someone else says, and do not offer advice.
- e) One person talks at a time.
- f) It’s okay to take a break if needed or to help yourself to food or drink (if provided).
- g) Everyone has the right to talk. The facilitator may ask someone who is talking a lot to step back and give others a chance to talk and may ask a person who isn’t talking if he or she has anything to share.
- h) Everybody has the right to pass on a question.
- i) There are no right or wrong answers.
- j) Does anybody have any questions?

8. Let people know when you are going to ask the last question. This cues participants to share relevant information that may not have come up in answer to your key questions. For example, “Is there anything else you want to share that we haven’t talked about yet?”

9. Let participants know the process for feedback after discussion has been transcribed, analysed and written up.
10. Thank all for participating.

Disablers in the Implementation of Performance Management System in the Zambian Public sector

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Abstract: In this study we explored the disablers in Management System in Zambia's public service. The study applied qualitative research methodology with a Case study design. The study comprised of 30 purposively selected Zambia public service workers as participants. The study used semi-structured interviews to generate evidence. The study findings revealed that the implementation of the Performance Management System (PMS) had a number of disablers that greatly affected the quality of service delivery in the public service. The most common barriers included low level of feedback rate, lack of commitment from top management, lack of adequate funding, lack of time, leadership style, constant change of leader, lack of trust, unfairness in the performance managements system, lack of reward system, lack of training in performance management system, lack of effective coordination, ineffective supervision and cultural beliefs. Thus, if the Public service is to improve on its performance, there is need to combine available resources and competencies to overcome disablers consistent with the theory of Resource-Based View. Unless managers of public service realize the importance of understanding and applying the resource based view theory in order to mobilize and deploy available resources, performance management practices will remain inappropriately implemented.

Key Words: Performance Management systems, Human resources management, Strategic plan, Zambia

I. INTRODUCTION his is an extract from the Thesis of the Principal researcher on Management System in Zambia's public service. As a requirement for the award of a PhD in Performance Management System at the University of Zambia (UNZA) in partnership with the Zimbabwe Open University (ZOU), students are required to conduct a research study that culminates into a Thesis (Simui, Kasonde-Ngandu, Cheyeka and Kakana, 2018). The UNZA-ZOU partnership has been running since 2014 via the distance learning mode. The University of Zambia is configured in a dual mode (regular and distance education modes), (Simui, Thompson, Mwewa, Mundende, Kakana, Chishiba and Namangala, 2017 and Mundende, Simui, Chishiba, Mwewa and Namangala, 2016).

In Zambia, there has been an outcry from the general public over the poor working culture and performance of workers employed in the public service despite the improved condition of services (Times of Zambia News Paper January 13, 2016;

Waal and Mulimbika, 2017; Mulenga, 2013). For example, on 13th January 2016, His Excellency the President of Zambia, Mr Edgar Chagwa Lungu emphasized on the need to improve the service deliverables in the public sector. Speaking at the launch held of Performance Based Contract System (PBCS), Mr. Lungu said despite improved conditions of service for civil servants the public has continued to bemoan the poor working culture and performance exhibited by the public service.

Other studies do confirm that public service in Zambia is ineffective and inefficient due to in part the poor working culture and performance of the public servants. In addition, Waal and Mulimbika (2017) explains that the performance of the Zambian governmental sectors has continued to fail in terms of both quantity and quality of services that taxpayers expect from them. To improve the poor working culture and performance of the public workers, the government of the Republic of Zambia since 1977 implementing a number of performance management systems. Among these performance management systems was the Annual Confidential Reports that was used to appraise individual performance (Kanchebele 2012). Kamfwa (2016) indicated that the Annual Confidential Report was passed to the Zambian government by the British Colonial Government and had been using it as the only tool for assessing performance in the public service.

It is important to note however that the Annual Confidential Report was not objective as it was based on the supervisors' personal observations and perceptions about an individual and the appraisee did not have access and input in the process. This made it to be one sided. Kamfwa (2016) further explains that the Annual Confidential Report was not based on work planning and targets setting and, therefore, it had no baselines for performance delivery. This study therefore attempted to contribute to the global body of knowledge on the factors affecting the implementation of performance management system in the selected ministries in the Zambian public sectors. The main objective that motivated this study was to explore the Disablers in the implementation of Performance Management System in the Zambia Public sector.

II. THEORETICAL FRAMEWORK

The resource-based view (RBV) theory informed this study. The theory provides the description of how organisations are actually operated (Lockett et al., 2009). The theory was first

presented by Penrose (1959); set forth by Wernerfelt (1984), and later made popular by Barney (1991). The main focus of the resource based view theory is that resources could be tangible and intangible (Wernerfelt, 1984). According to Barney (1991), in an organization there are a number of resources, which are “valuable, rare, inimitable and nonsubstitutable. These resources found in an organization are the major conditions that would lead to an organization’s sustainable competitive edge. Different authors (Amit and Schoemaker, 1993; Barney, 1991; and Wernerfelt, 1984) have stated that the resources that organizations possess have substantial influence on the goals and strategies of the operations.

Additionally, Newbert (2007) found a positive relationship between resources and the performance of an organization. He states that when resources and competencies are combined in an organization, this could be an explanation of any performance differences noted in organizations rather than just resources. The resource based view perspective builds on the premise that superior profitability stems from inside the organization. This follows the argument of Combs and Ketchen (1999) that the key requirements of the resource based view theory are that the relevant resources, regardless of their nature (i.e. resources, skills or dynamic capabilities), are specific to the service and are not capable of easy rival imitation (Barney 1991). These services are the building stone of the preservation of the strategic edge realized from the organization's package of resources. These services must satisfy

the requirements of valuable, rare, inimitable and nonsubstitute and not from the supplies of resources that are external to the company (Barney, 1991; Dierickx & Cool, 1989; Rumelt, 1984; Wernerfelt, 1984).

A resource is only useful if it creates income that can be used by the company, according to Bowman and Ambrossini (2003). This can be achieved by taking into account considerations such as fluctuations in demand for goods and services, imitation or replacement of rivals to ensure consistent sales production (Peteraf, 1993). A rare resource owned by a company that produces superior income must not be widespread to rivals otherwise it would become an entrance advantage and an asset generating non-profit (Bowman & Ambrossini, 2000). The durability of a resource's benefit depends on how hard it is for other companies to reproduce it (Bowman & Ambrossini, 2003).

A resource that could not be interchanged by another resource that could deliver the similar result is said to be nonsubstitutable (Bowman & Ambrossini, 2000). Thereafter, it is possible for competitors to establish how a resource could easily be imitated and come up with mitigation strategies. Bowman and Ambrosini (2003) asserted that resources, which prove to be “valuable, rare, inimitable and non-substitutable” contribute to competitive advantage of the organization by delivering products and/services perceived as being of good quality by customers. Thus, in this study, the RBV theory was applied to illuminate

understanding on the nature of disablers inherent within public service management services and how the status quo could be improved upon.

II. METHODOLOGY

This study used qualitative research approach to explore the implementation of Performance Management System in Zambia's Public Service from a constructivist (interpretivist) world view to make sense of the meanings the participants had about the Performance Management System based on their lived experiences. An interpretivist paradigm espouses

“relativist ontology (there are multiple realities), a subjectivist epistemology (knower and respondent concrete understandings), and a naturalistic (in a natural world) set of methodological procedures” (Denzin & Lincoln, 2008:32). Primarily this study was concerned with the understanding of how individuals attribute interpreted meaning to their environment. Interpretivism counters the application of the scientific model in studying the social world (Bryman, 2012), by arguing that human behaviour is not governed by universal laws as espoused in quantitative approaches. While a positivist paradigm would be ideal in guiding a quantitative study on this topic that would allow generalising the findings, they are inadequate for gaining an in-depth understanding due to their emphasis on quantification in the collection and analysis of data, instead of an emphasis on fine grained subjective reflections on the issue.

Case study research design

A case study research design was used in this study because it involves the careful and thorough observation of a social unit such an organization, community, individual, event, programme or policy (Stake, 2005; Creswell, 2007; Yin, 2012, 2014). In this case, the focus was on the implementation of Performance Management System in the Zambian Public

Service. A case study is “useful to address descriptive questions such as „what is happening or has happened?“ or an explanatory question [like] „How or why did something happen?“ (Yin, 2012, p. 5).

Sample Size

In making a decision on the number of participants to be included in the sample, several factors as proposed by Morse (2000) were considered in this study. The factors included the scope of the study, the quality of the data that is to be gathered and the design of the study. The sample included 30 participants selected from top management of the Ministry of Finance, Health and Energy headquarters in Lusaka. The sample was distributed as 10 from the ministry of Finance, 10 from Ministry of Health and 10 from Ministry of Energy. Silverman (2005) indicated that in qualitative research designs the sample has small numbers. This is because the researcher is interested in discovering, understanding and gaining insights about the phenomenon under investigation. However it should be noted that in qualitative research numbers are not as important as the criteria used to come up with the sample (Creswell, 2012).

Sampling procedure

Purposive sampling technique was applied as it enabled the researchers to draw a sample with rich and varied insights into the phenomenon that is being studied.

Inclusion and Exclusion criteria

The criteria for the selection of the participants for this study included:

- i. Civil servants currently working under the ministry of Health, Energy and Finance at headquarters in Lusaka
- ii. Civil servants who should have worked for the period of more than five years.
- iii. Civil servants interested to be part of the study.

Data Generation Procedure

A triangulated approach was used to generate data through: semi-structured interviews and Focus Groups Discussions. The interviews took place within the work premises to give participants some level of empowerment and control of the research process. All the interviews were conducted in the English language and lasted for approximately 60 minutes, which was within the 90 minutes recommended duration for a qualitative interview (Seidman, 2006). For recording purposes, two methods were used. Firstly, the researcher took up both roles of the recorder and interviewer by recording the responses in a field notebook. Secondly, the researcher made use of a voice

recorder to record the interviews with permission and consent from the interviewees.

FINDINGS AND DISCUSSION

The study findings revealed that the implementation of the Performance Management System (PMS) had a number of barriers that greatly affected the quality of service delivery in the public service.

Low of Feedback rate

The research findings revealed that the level of feedback posed a challenge on the implementation of the performance management system among the public service workers. This was on the account that the subordinates did not receive any feedback from their supervisors. According to the participants' view, most of them demonstrated that they had been appraised but have never received any feedback. The actual views of participants were as follows:

This performance management system is just for formality. I say so because, ever since I was appraised, I have never received any feedback on my strengths and weaknesses

(Pt.01)

Similarly, it was indicated by another participant that:

Feedback in any given situation is important in that it prevents the loss of confidence in the system. In this case we are not given any feedback with regard to PMS therefore we have lost confidence.

(pt.09)

These research findings are in agreement with the study done by Ramataboe (2015) whose purpose was to establish the effectiveness of service delivery in the Ministry of Social Development in Lesotho through the implementation of the performance management system. In this study it was revealed that among the challenges in the implementation of the PMS included lack of feedback. In addition, the research findings are also in agreement with the study done by Kuhil and Michael (2018) whose research study aim was assessing the practices and challenges of employee performance management system (EPMS) at Commercial bank of Ethiopia. Among the results was lack of regular feedback. In Zambia, Kafwa's (2016) study that was conducted to evaluate the effectiveness of the Annual Performance Appraisal System (APAS) in improving performance in selected Ministries of the Zambian Civil Service revealed that there were inconsistencies in feedback provision in the concerned Ministries.

Feedback in any given situation is important as it leads to the effective implementation of the performance management system. The presence and type of feedback usually has an influence on the attitudes, happiness and job satisfaction of the public service workers. Lack of feedback has an impact on the employees' self-confidence and motivation. Feedback usually motivates employees to work extra hard especially when they have learnt something new about their strength and weaknesses. As the supervisor provides feedback, they make their subordinates to move from uncomfortable to comfortable. This in return increases the self-confidence of the subordinates and in return the

performance of the subordinates improves. However, it is important to note that only positive feedback or constructive criticism has the power to increase the self-confidence and motivation of the subordinates. In Amanda's (2013) study that was conducted to identify the challenges impacting performance management implementation (PMI) in public universities in Uganda, it was revealed that limited motivation and staff morale led to the non-implementation of the performance management systems. *Lack of commitment from top management and junior officers*

The findings of the study affirmed that lack of commitment from top management and leadership and from junior officer was a challenge in the implementation of the performance management system. The reasons that were advanced pertained to top management's lack of commitment on the implementation of the performance management system and lack of meetings aimed at discussing PMS. Other reasons included lack of clear and reliable gains in the implementation of the performance management system.

Comments on the state of commitment by participants included the following:

You know that top management is the vision carrier of the

Ministry's goals and aspiration but there is total lack of commitment on the part of top management on the implementation of the Performance Management System and this is why it is failing in this ministry. (Pt. 02)

Equally, another participant felt that lack of commitment from top management on the implementation of Performance Management System was a challenge. The actual views of the participant were as follow;

As long as top management is unwillingly and uncommitted on the implementation of the performance management system then anything can happen (Pt.30)

The above views were also indicated by another participant when he said:

We do not have meetings with top management where we can discuss PMS. This shows how uncommitted management is towards PMS (Pt. 40)

In addition, on the part of junior staff, it was observed by one participant that

Junior officers are sometimes problematic in that as long as they do not see any clear and reliable gains in the implementation of the performance management system they will always oppose it and be uncooperative (Pt.59)

The above views were made much stronger when another participant expressed her thoughts in the following way;

To tell you the truth, the idea of performance management system is a bad one and I cannot be committed to such a bad thing. It is there just to frustrate us as junior officers (Pt. 60)

The above findings are in line with the study by Jurnal and Siti-Nabiha (2015) which aimed at

investigating the implementation of performance management systems in

Indonesia's local government. The findings revealed that the Mayor (a senior manager) played a major role in institutionalizing the PMS, especially in integrating the outcome-based measures into the planning, reporting, monitoring and evaluation and reward systems. In addition, the findings of this study are also in agreement with Sefali (2010)'s study aimed at investigating the impact of the Performance Management System on accountability in the Public Service of Lesotho. It was revealed that there was no evident commitment by the Government of Lesotho to properly implement the PMS.

High-level commitment from the top management and junior government officers can contribute to the improvement and usage of the performance management system in the public service. What is worth noting is that almost all heads of departments in the ministries visited did not seem to understand what their responsibilities and roles were in as far as performance management, improvement and appraisal were concerned. Hence, majority of the participants considered all matters concerning the PMP and APAS as solely the responsibility of the human resource departments. In fact, it is now generally agreed that performance management and appraisal should be the concern and responsibility of every manager in an organization as they have a direct impact on the overall performance of the same organizations.

Lack of Resources

In addition to the above finding it was revealed that the lack of resources posed a challenge on the implementation of the performance management system among the public service workers. This was on the account that there was inadequate funding and time to implement the performance management system.

This theme was emphasized by almost every participant. As indicated below:

The implementation of the performance management system need money and as you may be aware that government is not providing adequate funding to these ministry as such programmes usually suffer as they are not printer (Pt. 56)

The above finding is in agreement with Okech's (2017) study who conducted a study whose purpose was to examine the influence of performance contracting on efficiency in the provision of service delivery in the public sector. Top of his findings were inadequate resources. Adequate resources are a prerequisite for the success of any major programme of change. However, in the implementation of the PMP, as well as other reform efforts, financial and physical resources have not been readily available. In fact, a large number of civil servants (i.e. 69.9 percent) argued that they were often given jobs without the necessary (physical and financial) resources to carry them out. Contributing to this was the continued poor performance of the Zambian economy presenting a major threat to the operations of the civil service. For a long time now the operations of the civil service has been severely affected by untimely and inadequate funding due to the weak government

resource base resulting from the poor economic performance (MAFF, 2001; MLGH, 2000).

Lack of Time

Another prominent challenge that was identified by public service workers in this study was time. All the public service workers that were involved in this study mentioned that time could not allow them to implement the performance management system.

This theme was emphasized by almost every participant. As indicated below;

It requires a lot of time to undertake regular appraisal processes (Pt.29)

This finding is in line with the White's (2015) study in which the participants indicated that they were so busy with their work that they could not find time for regular or consistent reflection. This issue of lack of time was more pronounced in the study conducted by Khan (2012). In Khan (2012) the majority of the respondents regarded lack of time as the major barrier to their engagement in reflective practice. The lack of time for the implementation of the performance management system could be attributed to many factors. These would be the rigidity of the work environment and workload experienced by public service workers. The working time is allocated in such a way that it does not allow time for the implementation of the performance management system.

Lack of Training

Public service workers were asked to identify the challenges to the implementation of the

performance management system. All the participants involved in the study indicated that lack of training was the major challenges that disabled the implementation of the work performance of staff. Public service workers indicated in this study that they had not received any training in performance management system. For instance, the following interview indicated the views of one participant:

Lack of training on how to implement performance management is a major challenge that usually prevent us from implementing the performance management system (Pt.33) In the focus group discussion, it was noted as follows;

If we were trained on the performance management system I think we could be implementing it with easy (FG, 07: Pt, 05) Similarly, it was observed by one participant that:

We did not have any formal training on the conditionalities of performance management system (FG, 07: Pt, 01)

This finding is similar to the finding of Kuhil and Michael (2018). In Kuhil and Michael's (2018) study it was revealed that there was limited trainings concerning the purpose, requirements and implications of PM among employees. This was also observed by Ramataboe (2015) that lack of training on performance management i.e. lack of orientation on PM, posed a challenge on the implementation of the performance management system. In addition to the above, Sefali's (2010) study aimed at investigating the impact of the Performance Management System on accountability in the Public Service of Lesotho. The

civil service also lacks comprehensive induction, orientation and re-orientation programmes for officers appointed in the new structures (PSMD, 2001). As a result, no significant changes have taken place in terms of the civil service work culture after restructuring and the introduction of the PMP and APAS. New employee's induction is thus, left to the informal channels within organizations thereby creating the risk of them being taught ineffective work processes and attitudes. As Fitzpatrick (2003) put it, any new entrant to an organization should undergo induction training; ideally at an early stage and before some "disgruntled old hand" tells them the "real story" around the organization. „There is no real expense involved in delivering such training in-house, and the bad effects of "negative socialisation" can be avoided" (Fitzpatrick, 2003:23). Formal induction ensures that individuals are clear about their jobs and about the aims, objectives and working practices of the organization they have joined. Formal induction therefore, cannot be overlooked, especially when the government is trying to change to the more efficient and effective work processes such as strategic and work planning, target setting, activity based budgeting and the use of a more objective and open annual performance appraisal system. *Lack of effective reward system*

Respondents further revealed during the semi-structured interview and focus group discussion that lack of an effective reward system posed a challenge on the implementation of the Performance Management System. Two sub-themes emerged from this main theme namely: non-financial rewards and financial rewards.

It was revealed that's lack of an affective reward system was a challenge that impeded on the implementation of the performance management system as indicated by one of the participant as follows;

The idea of the performance management system is excellent and constructive. The only issue I have with this system is the lack of a reward system. Yeah you can be appraised by your supervisor but what do you get out of that? Nothing (Pt.46).

Additionally, during the focus group discussion, the above idea was expressed by another participant. The actual views by the participant were as follows;

I started work a long time ago and I have gone through a number of performance systems but up to now, I have not seen any value in these performance management system and am about to retire (FG, 06: Pt.3)

The above study finding are in line with the study done in Brazil by Pacheco, Portulhak and Espejo (2017) that aimed at the analysis of how performance management was implemented in a teaching hospital located in the south of Brazil. The study revealed that there were inadequacies of the artifact and the reward system. In addition to the above, the findings are in line with the study done by Sefali (2010) that aimed at investigating the impact of the Performance Management System on accountability in the Public Service of Lesotho. The results of the study indicated that lack of incentives and the majority of the public officials were not motivated enough to correctly implement the PMS.

The public service lacks a clearly defined wage policy upon which salary and wage administration could be based. Currently, salary administration is being done arbitrarily whereby certain categories of public workers, due to their ability to bargain, earn more ad hoc salary increases that have brought about distortions in the salary structure of the civil service (PSMD, 2001). Such distortions in salary awards usually affect the motivation and morale of civil servants, and in turn the overall performance of both institutions and individuals. Policy is meant to guide practice (Simui, Namangala, Tambulukani and Ndhlovu, 2018).

Lack of Trust

The research findings of the study affirmed that lack of trust was among the challenges that led to the non- implementation of the performance management system. The reasons that were advanced pertained to junior officers not trusting top management.

One of the participants observed that,

I just do not trust the whole programme on performance management system, it is like you are championing a system that will work against you (Pt.16).

The above findings are in line with Kuhil and Michael's (2018) study that was conducted in Ethiopia aimed at assessing the practices and challenges of employee performance management system. Among the findings of the study was lack of trust. It is important to note that trust is a complex and multidimensional phenomenon. Trust in an organizational is an important part of professional

relationships between co-workers, between managers and employees, or between employees and managers. Trust is key element of effective implementation of the performance management system as it requires effective communication and team-work between co-workers, between managers and employees, and between employees and managers. Trust depends on the integrity, strength, ability and surety of a person. The implementation of the performance management system is dependent on trust. Trust and the implementation of the performance management system are both emotional and a rational act. This is because they are associated with affection, gratitude, security, confidence, acceptance, interest, admiration, respect, liking, appreciation, contentment, and satisfaction. These are important aspects that can lead to building of trust and the implementation of the performance management system.

CONCLUSION

In conclusion, this study has revealed that the implementation of the PMS had a number of challenges that greatly affected the quality of service delivery in the public service. The most common challenges brought out by the participants included low of feedback rate, lack of commitment from top management, lack of commitment from top management and leadership and lack of commitment from junior officers. In addition, lack of resources, lack of adequate funding, lack of time, un responsive leadership styles, constant change of managers/ transfers of managers, lack of trust, fear of the unknown, unfairness in the performance managements system, lack of training in performance management system, lack of effective

coordination, ineffective supervision and cultural beliefs were noted to be disablers in the implementation of the PMS. Thus, if the Public service is to improve on its performance, there is need to combine available resources and competencies to overcome disablers consistent with the theory of Resource-Based View. Unless managers of public service realize the importance of understanding and applying the resource based view to mobilize and deploy available resources, performance management practices will remain inappropriately implemented.

RECOMMENDATIONS

Based on the findings of the current study, the researchers provide five recommendations.

- i. Top management should engage junior officers in discussing the issues affecting the effective implementation of performance management system and on ways to improve quality service delivery in the public service.
- ii. The government should increase funds in form of grants to support the implementation of the performance management system.
- iii. Public service workers need to be trained in pedagogical knowledge and skills to spur motivation and confidence among staff.
- iv. Clearly defined wage policy upon which salary and wage administration could be based. Distortions in salary awards affect the motivation and morale of civil servants, and in turn the overall performance of both institutions and individuals.

v. Top management need to build trust among staff with regard to performance management system so that implementation of the PMS is not viewed as a trap or a punishment tool thus improving employee's commitment and productivity.

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