

**UNIVERSITY FOR DEVELOPMENT STUDIES**

**PERFORMANCE MANAGEMENT SYSTEM IN LOCAL GOVERNMENT  
SERVICE OF GHANA: AN ANALYSIS OF PERFORMANCE CONTRACTS  
AND SERVICE DELIVERY IN THE UPPER WEST REGION**

**YAKUBU BADUONG MAMUDU**



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AND SERVICE DELIVERY IN THE UPPER WEST REGION**

**BY**

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**(UDS/DSA/0018/16)**

**THESIS SUBMITTED TO THE DEPARTMENT OF SOCIAL, POLITICAL,  
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AWARD OF DOCTOR OF PHILOSOPHY IN SOCIAL ADMINISTRATION**

**FEBRUARY, 2025**



## DECLARATION

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I declare that this thesis is the outcome of my own effort guided by my supervisors. It has not been presented anywhere as a whole or part for award of a degree. All references have been duly acknowledged.

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## ABSTRACT

Over the past two decades, performance management system has become an important worldwide management practice in private and public organisations. Performance management systems are widely recognised as tools that help public organisations meet customer needs, but their implementation often relies on untested assumptions, leading to gaps in the literature. The study examines the effects of the implementation of the local government service performance management system on service delivery in the Upper West Region of Ghana. The study is hugely grounded in the Goal-setting theory. The study uses a mixed methods approach, collecting data from 313 participants through survey questionnaires, interviews, observations, and document analyses, to analyze and interpret both quantitative and qualitative findings. The findings revealed that the local government service has implemented a robust performance management system for the past ten years (2014 to 2023), utilising contracts and appraisals to ensure efficient service delivery for citizens. The study reveals that performance management systems improve key areas like general administration, human resource management, and local economic development, but fail to improve infrastructure development, financial management and reporting. Further, the study indicates that while performance management systems have improved social services, environment and sanitation, there are still gaps in the efficient delivery of key performance areas and indicators. This study concludes that the effective and efficient implementation of local government service performance management system to improve service delivery is necessary but not sufficient without adopting an integrated and all-inclusive, employee-centred approach at all levels of the local government structure into the formulation, implementation and evaluation of performance management systems in a developing country, particularly, the Ghanaian context.



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Last, I acknowledge all authors whose work I read and who assisted me in finalizing this thesis, nevertheless, I accept full responsibility for whatever shortcomings I may have in the work.



## DEDICATION

I dedicate this work to my late mother, Madam Asana Hanala.



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## LIST OF ACRONYMS

AAP	Annual Action Plan
AHR	Ahafo Region
AR	Ashanti Region
BAR	Brong Ahafo Region
BER	Bon East Region
CBF	Capacity Building Framework
CD	Chief Directors
CR	Central Region
CSU	Client Service Unit
ER	Eastern Region
GAR	Greater Accra Region
HRMIS	Human Resource Management Information System
ISCCS	Inter-Service & Sectoral Collaboration & Cooperation System (ISCCS)
KPAs	Key Performance Areas
KPIs	Key Performance Indicators
LGS	Local Government Service
ME	Monitoring and Evaluation
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan, Municipal and District Assemblies
MMDCDS	Metropolitan, Municipal and District Co-ordinating Directors
MMDCEs	Metropolitan, Municipal and District Chief Executives
NER	North East Region
NR	Northern Region



OHLGS	Office of the Head of Local Government Service
PA	Performance Appraisal
PC	Performance Contract
PMIF	Performance Management Implementation Framework
PMS	Performance Management System
PSC	Public Services Commission
RCC	Regional Co-ordinating Council
RCD	Regional Co-ordinating Directors
RMU	Records Management Unit
SDS	Service Delivery Standards
SPSS	Statistical Package for Social Sciences
SR	Savannah Region
UER	Upper East Region
UWR	Upper West Region
VR	Volta Region
WNR	Western North Region
WR	Western Region



## CHAPTER ONE

### INTRODUCTION

#### 1.1 Background of the study

Over the past decades, Performance Management (PM) has become an important worldwide management practice in private and public organisations (Abagsonema & Brenya, 2021). The continuous public demand for accountability, efficient government and value for money has influenced most governments in the world to implement performance management systems (PMS) that cater for the needs of the citizens. The overall objective of PMS is to create a high-performance culture where employees and organizations know the need to perform well and behave accordingly to meet or exceed organizational expectations. The normative rationale for performance management is deeply rooted in the public administration argument that effective implementation of performance management systems leads to better service delivery (Ahenkan et al, 2018). Studies have shown that many developing and middle-income countries have implemented performance management systems with a mix of stated objectives, such as to deliver better public services; enhance public management, good governance, and accountability; bolster economic development; improve equity in service delivery and development outcomes and to promote a more stable and peaceful state (Ahenkan et al., 2018). Performance management has also been a subject of concern for politicians, policymakers, academics and practitioners for many decades because it is considered a managerial process that consists of planning performance, managing performance through observation and feedback, appraising performance and rewarding employees for good performance (Bakuri et al., 2018; Bukari, 2014).

Furthermore, performance management system is a critical managerial issue in Ghana's Local Government (LG) administration and successive governments have





attempted to encourage all business sectors to improve their performance and hence increase their competitive advantage through the use of PMS (Sosu, 2020). Similarly, PM provides the climate and systems that support reward; and communicate how employees and the organizations can achieve improved performance. It further defines individual requirements and expectations for all employees in terms of the inputs and outputs expected from them, thus reducing confusion and ambiguity. More so, the effective implementation of PMS in public sector management enhances performance, productivity, and efficiency by providing clear objectives, utilizing resources effectively, and developing employee competencies for enhanced service delivery. (De Waal, 2018). The need for improved performance of employees in the public sector has led to the implementation of a series of work-oriented measures such as Performance Target-Setting, League Tables, Balanced Scorecards, Performance Contracts (PCs) and employee Performance Appraisals (PAs) systems. These are instruments designed by various governments around the globe to contribute to the progress and advancement of institutional performance (Andrews & Beynon, et al., 2017). Performance management systems are gaining prominence in sub-Saharan Africa as LGs play a crucial role in efficient social service provision, but implementing a functional PMS remains a major challenge (Ahenkan et al, 2018; Mosoge & Pilane, 2014; Bawole et al., 2013).

Also, the literature suggests that the effective implementation of PMS in sub-Saharan and emerging economies is challenging, with a failure rate of 49%, and its effectiveness in ensuring organizational efficiency is less evident (Abagsonema & Brenya, 2021; De Waal & Counet, 2009). However, there is little evidence to suggest why this is the case, and whether these challenges may affect the achievements of LG's performance goals (Hvidman & Andersen, 2015). The Local Government



Service in Ghana is crucial in guiding the development of Metropolitan, Municipal and District Assemblies (MMDAs) and collaborating with other national institutions to ensure quality services through staff appointments, development and promotion (Ahwoi, 2017). In fulfillment of this core mandate, the LGS in Ghana has implemented various administrative reforms to enhance employee performance efficiency and align with national development goals. These reforms include the Annual Confidential Reporting System (ACRS), Performance Evaluation System (PES), and Performance Agreement System (PAS), focusing on Senior Managers of the Civil Service (National Performance Management Advisory Commission (NPMAC), 2015). Again, Ghana's LGS has implemented performance management strategies like the Performance Based Grant System (PBGS) and the District Development Facility (DDF) to enhance efficiency, accountability, and service delivery standards. Under the DDF mechanism, the Functional Organisational Assessment Tool (FOAT), later replaced by the District Performance Assessment Tool (DPAT), is utilized to assess the performance of MMDAs.

Under this, MMDAs that excel in their Key Performance Areas (KPA) are financially rewarded for successfully implementing their Medium-Term Development Plans and Annual Action Plans (AAP). Additionally, in 2014, the United Nations International Children Education Fund (UNICEF) Ghana and CDD-Ghana, in collaboration with the Ministry of Local Government and Rural Development, launched the District League Table to enhance social accountability in MMDAs, aiming for improved public sector performance (District League Table, 2016). Despite these initiatives, the implementation of PMS in Ghana's LGS faces challenges such as a lack of a clear framework, low executive support, poor understanding of Governing Boards and Councils, lack of rigor, non-linkage of employee performance



to reward and sanctions mechanisms, ignorance of public servants on the role of PMS and lack of effective monitoring and reporting (NPMAC, 2015). Other factors like manpower shortages, financial and material resource scarcity, and accountability issues have significantly impacted the implementation and quality of employee PM in Ghana's LGS (George & Mensah, 2015). Similarly, the lack of a written policy on employee performance management systems, lack of effective target setting, lack of effective monitoring and evaluation, poor performance communication and feedback have hindered the effective implementation of performance in public sector organizations (NPMAC), 2015).

In recognition of these challenges, in 2014 Ghana's LGS developed for implementation of a comprehensive PMS based on Service Delivery Standards (SDS) and anchored on systematic processes of planning, implementing, monitoring, evaluating and reporting on the performance of employees (LGS-Annual Performance Evaluation Report, 2015). The anticipation for the implementation of the New Performance Management System is aimed at ensuring that employees and Local Government Service agree to, and are committed to the achievement of set objectives and targets in service delivery within a given timeframe. In conceptualizing the LGS performance management policy framework, four key principles were identified such as accountability, transparency, equity, and ownership. These were considered as building constructs to guide the development of the policy statement and guidelines of Ghana's LGS administration in general and PMS in particular (NPMAC, 2015). Therefore, the performance management instruments and tools of the PMS, ought to be a systematic approach to improving results through evidence-based decision-making, continuous organizational learning, and a focus on accountability for performance in the public sector (George et al, 2015). Moreover, research on public





sector PMS in Ghana primarily focuses on performance measurement, appraisal, and assessment, indicating inequity in the approach to public sector PMS (Mugabo et. al, 2021). On the other hand, the implementation of PMS in Ghana's public sector administration focuses on specific areas like education, health, banking, housing, water, environment, sanitation and public transport management which failed to link public sector PMS service delivery, creating an imbalance in managing public sector performance (Ohemeng et al., 2019; Barbato et al., 2018).

Therefore, there is a need for contemporary research that focuses on the implementation of an effective PMS in Ghana's LGS. Most Literature on performance management systems at the LG level primarily focuses on European and American experiences, where local councils are highly autonomous, compared to developing countries' central government extensions (Aguinis, 2021; Aguinis et al., 2020; De Waal et al., 2020; Ohemeng & Kanga, 2019). It is within this context that this study explores the extent to which the implementation of PMS improves employees' job performance and service delivery in Ghana's LGS. Theoretically, the study contributes to the current PMS by providing a deeper understanding of the relationship between PMS (both performance contracts and performance appraisals) and service delivery in Ghana's LG administration. More importantly, this study is one of very few to be conducted in Ghana's public sector administration. Hence, the study contributes to the development of LGS performance management framework and strategies and offers interventions to enhance the effectiveness of performance within the LGS administration and service delivery in Ghana.

## **1.2 Statement of the Problem**

PM plays a crucial role in local government administration and the public sector as a whole. As a result, in an attempt to improve organizational results, local governments



have worked to formally and informally establish PM systems. As a result, practitioners, scholars, and organizational management theorists are increasingly recognizing the growing significance of PM in the public sector (Sosu, 2020; Keraro et al., 2017). It is argued that PM systems have the potential to increase accountability and optimize the advantages of citizen engagement (Sosu, 2020). The increasing citizens' demand for accountability, equity, value for money and efficient and effective service delivery may push public managers to implement PMS, addressing resource scarcity and citizen demands (Sosu, 2020; Favoreu et al., 2015; de Wall, 2010). In 2014, Ghana's LGS implemented a PMS to motivate employees and address declining public sector performance by adhering to agreed-upon service delivery standards (LGS-Performance Management System, 2015). The impact of PMS on Ghana's socio-economic transformation under the LG administration is significant, but its effect on citizen satisfaction remains unclear (Sosu, 2020; Bukari et al., 2018; Bukari, 2014; Bulawa, 2013).

Annual performance evaluation reports from 2015 to 2022 show that most MMDAs do not significantly implement LGS performance management system compared to other performance management tools like the District Performance Assessment Tool (DPAT) and the District League Tables (DLTs) tools due to low rewards associated with PMS. The LGS-Annual Performance Evaluation Reports further revealed that over 49% of MMDAs lack properly documented PM plans, including Performance Contracts and Performance Appraisals. In the case of the Upper West Region, most assemblies and departments face logistical challenges in creating an environment conducive to employee PMS, potentially compromising service delivery and preventing high organizational performance (LGS-Annual Performance Evaluation Report, 2022). The region has over the years performed below average when

compared to its peers. In 2015, Ghana's Upper West Regional Co-ordinating Council ranked 9th out of ten administrative regions, while 7 out of 11 Municipal/District Assemblies had a subpar performance in all the 7 Key Performance Areas (KPA's) of the LGS performance management system. Even though in 2016 and 2017, the Performance Contracts (PCs) were not signed due to the change of political power and administration, only 31% of employees in the region were appraised by their supervisors (Annual Progress Report, 2018).

Similarly, Also, in 2018, all 11 Municipal/District Assemblies in the Region performed below average in all 7 KPA's of the performance contract. Even though in 2020, the UWRCC's performance improved to rank 6th out of 16 administrative regions, this did not significantly influence the overall performance of all 11 MDAs, 9 assemblies still performed poorly in all KPA's. On the other hand, in 2021, the region performed abysmally, and the UWRCC was ranked 15th out of 16 regions, while the Wa East District Assembly was ranked in the last position out of 261 MMDAs, with a total score of 11.88%. Lastly, in 2022, the RCC's performance slightly improved and was ranked in the 9th position out of 16 RCCs in the country, but 7 Assemblies out of the 11 performed unsatisfactorily. This trend not only reveals the region's poor implementation of the PMS but also displays many performance inconsistencies, raising key questions: Why do Assemblies in the region continue to record low performances? what factors cause the poor performances? How will this performance affect service delivery? and What measures can be put in place to improve upon the performance of these Assemblies? Over the years, the implementation of effective and efficient PMS in Ghana's local government service has become a top priority for all stakeholders involved in local governance, including politicians, civil society organisations, and the general public. More so, the need for local governments to



manage the performance of employees is not optional but mandatory if LGs are to achieve their objectives and devise strategies for the development of employees and the general populace.

However, Ghana's LG administration faces challenges in the timely provision of essential services like education, health, infrastructure, water, public transport, environmental protection, and human resource development due to a lack of efficient implementation of PMS (LGS-Annual Performance Evaluation Report, 2020). Bukari (2014) highlights Ghana's LG administration's major challenges as a lack of financial resources, poor human resources, improper revenue management, delayed statutory fund release, poor government commitment, and widespread corruption. The general perception is that there is paucity in the literature regarding the use of PMS in the achievement of performance-related outcomes at the LG level (Hvidman et al, 2015). Additionally, most literature on performance management in LG administration largely draws on the developed world's context (Sehoa, 2015; Bukari, 2014). More so, some scholars and organizational theorists maintained that relevant literature on PMS in Ghana's LGS is scanty, and so policymakers, academics and practitioners in the domain of Ghana's LG administration cannot hugely rely on it for an efficient and effective employee performance decision-making (Barbato et al., 2018; Mafanya & Matsiliza, 2016; Bukari, 2014). Hence, the need to conduct an in-depth study on PMS within the context of Ghana's LGS and how the PMS impacts LGS service delivery. This study examines PMS in Local Government Service of Ghana's Local Government Service. Specifically, the study extensively explores Ghana's LGS performance system and its effects on service delivery with the expectation that the system improves service delivery in the LGS. It also helps fill the literature gaps on organisational studies and employees' performance management in the LGS.



### **1.3 Main Research Question**

- What are the performance management practices of LGS in Ghana and how does the implementation of Ghana's LGS performance management system impact Service Delivery in the Upper West Region?

#### **1.3.1 Specific Research Questions**

1. What is the nature and practice of Ghana's Local Government Service performance management system in the Upper West Region?
2. How is the performance management system used for organisational decision-making in Ghana's LG administration in the Upper West Region?
3. How effective are the LGS performance monitoring and evaluation strategies/methods used for assessing the performance of the RCC/MDAs in the Upper West Region?
4. What are the effects of the implementation of Performance Management System on LGS Service delivery in the Upper West Region?
5. What are the implementation challenges of the Local Government Service performance management system of the Upper Region?

### **1.4 Main Research Objective**

- To explore the Performance Management system in the Local Government Service of Ghana and its impact on Service Delivery of the Upper West Region.



#### **1.4.1 Specific Research Objectives**

1. To document the nature and practices of Ghana's Local Government Service performance management system in the Upper West Region;
2. To examine how performance management information is used for organizational decision-making in Local Government Service in the Upper West Region;
3. To assess the various monitoring and evaluation strategies/methods of the LGS performance management system;
4. To investigate the effects of the implementation of the Performance Management System on Service Delivery in the Upper West Region;
5. To analyze the implementation challenges of performance Management system in Local Government Service in the Upper Region;

#### **1.5 Significance of the Study**

In developing and transitional economies, mechanisms for managing organizational performance are essential because public sector organizations frequently perform below expectations as a result of administrative issues brought on by poor governance and leadership, inefficiency, corruption, and lax accountability systems (Awortwi & Nuvunga, 2019; Bukari et al., 2018; Robinson, 2017). The significance of this study cannot be overemphasized. Firstly, this study, when conducted to its logical conclusion, will provide feedback on policies driving existing PM, which is critical to policymakers, the Government, and other development partners who have an interest in the performance of LG institutions and agencies of Ghana. Secondly, the results of this study are equally crucial for policymakers at all levels of Ghana's LG administration, including the National, Regional, and MMDAs levels, to ensure that a functional PM framework exists to support the performance of the UWRCC and all the eleven Municipal/District Assemblies of the Upper West Region for enhanced





service delivery that is comparable over time between Local authorities and other RCCs/MMDAs in Ghana and other parts of the world. Additionally, feedback on the implementation of the PMS will enable the major stakeholders such as LGS leadership and employees to identify their strengths and weaknesses as well as the key competencies they require to effectively and efficiently achieve their respective performance targets for enhanced organizational goals. These may serve as lessons and benchmarks in the implementation of performance management contracts and appraisal processes of Ghana's LG administration PMS and other public institutions in Ghana. More so, this study is significant because, it provides the needed guidelines to local authorities in the study area and elsewhere to employees, government and non-governmental institutions on how performance management information is used in making decisions and the strategic options available to address the implementation challenges of PM while ensuring high sustainable performance. At another level, the findings of this research will enable all stakeholders in local governance to reflect on practical issues that impact performance management practices. Furthermore, this study may contribute to knowledge by exploring these issues in an LG context where multiple stakeholders often have a wide range of experience, expectations and interests about the performance of LG but unfortunately may not play any direct role in managing the performance of their local authorities. This study will highlight the critical issues of employees' performance which will recommend appropriate interventions for addressing them. Lastly, this study seeks to acquire empirical evidence from a relatively new and unexplored cultural context, taking into account that most of the previous studies on performance management were conducted in Western developed countries. Little is known about Africa, particularly Ghana's LGS, in terms of organizational performance management system. Therefore, this study



would help other researchers to generate relevant ideas for future research and replication possibilities in other settings.

### **1.6 Scope of the Study**

This study intended to examine the performance management system in LGS in Ghana and to conduct an analysis of the PCs and its effects on service delivery in the UWR of Ghana. In terms of geography, the study covered all employees of LGS of the eleven MDAs, the RCC, and the Regional Decentralized Departments of the LGS of the UWR. The respondents were drawn from employees in both the professional and sub-professional cadres of the LGS. In terms of content, the study was limited to PMS in Ghana's LGS. Contextually, the study sought to critically analyze the Performance Management System in Ghana and its effects on service delivery in Ghana's Local Government Service administration.

### **1.7 Organisation of the Thesis**

The thesis has been organized into nine chapters, reflecting the development of performance management. Chapter One provides an introduction and background to the study, and also a problem statement, research questions, the objectives of the study, the significance of the study, and the scope of the study. The chapter concludes by providing a vivid description of how the thesis is organized and discusses the value of the study for both current and future references. Chapter Two: Reviewing relevant literature related to organizations' PMS. Both empirical and theoretical literature on the critical issues which have a direct organizational performance and individual employee performance management were extensively reviewed. It further explored the theoretical and conceptual framework of both organizations and employees and was critically assessed to throw more light on the various concepts of PMS to draw a relevant conclusion from the scholarly works of researchers and practitioners. The





researcher adopted a concentric approach of discussing relevant literature from the global perspective, African, West African, and Ghanaian perspectives. The chapter also focused on discussing Ghana's LG administration. This explained the legal and constitutional basis of Ghana's LG administration PMS within Ghana's LGS context. This is essential because LGS, as well as employees' PMS, do vary from one country to another. The chapter further identified emerging issues and selected knowledge gaps that the study sought to fill. The chapter further explains the theoretical framework that serves as the pillar in which the study is grounded, and the goal-setting theory was adopted as the theoretical underpinning of the study, taking into account the local government performance management system. Chapter Three of the study discussed the methodology of the study. In more specific terms, the chapter described the study area and the rationale for selecting the particular settings for the study, the research paradigm and approach of the study, and the research design for the study. It also explained the sources of data and data collection instruments, the sampling procedure, and techniques. Furthermore, the chapter presents the results on the demographic characteristics of respondents, which includes respondent's implementation often in answering the survey questionnaires and key informants who were engaged in interview sessions of the study. Finally, the chapter explains the methods of data collection, data management processes, instruments used for data analysis, and ethical issues. Chapter Four presents, analyzes, and discusses the first question of the study. It highlights and discusses the nature of the performance management system in Ghana's LG administration, which includes both the PCs and PA systems, and how the LGS performance management has been implemented over the past eight years. Chapter Five also delved into the second research of the study, which includes the performance management system and organizational decision-



making in Ghana's LG administration. The aim is to evaluate whether or not the implementation of the LGS performance management has significantly impacted performance management decision-making. More so, Chapter Six extensively discusses the LGS performance management monitoring and evaluation strategies/methods and how they helped the LGS authorities to effectively and efficiently manage PM implementation in the study. Chapter Seven, on the other hand, discusses the impact of the LGS performance management system on service delivery. The discussions were organized under seven main thematic areas, such as general administration, human resource management and development, financial management and reporting systems, infrastructure development, local economic development, environmental and sanitation issues, and the provision of social services. Chapter Eight of the study discusses the LGS performance management implementation challenges and the way forward in improving PMS in the study. Chapter Nine was the last Chapter of the study which is dedicated to summary, conclusion and recommendations. It also includes the implications of the study for theoretical anchorage, policy, and managerial practices. These are linked to the key findings of the study. Lastly, the conceptualization, contextualization, and methodological limitations of the study serve as a conclusion to this thesis.

### **1.8 Chapter Summary**

This chapter introduces the thesis by providing a brief introduction and background of the study. The research problem is defined in the context of Ghana's LG administration. Furthermore, the chapter emphasizes the study's significance in development and policymaking, defining its scope, outlining the thesis, and reviewing related literature.

## CHAPTER TWO

### REVIEW OF RELATED LITERATURE

#### 2.1 Introduction

The chapter explores performance management literature, identifies concepts influencing local government practices, and discusses the philosophical and historical evolution of performance management implementation. The chapter also explores global perspectives on performance management systems, focusing on Ghana's LG administration. It examines the effects of PMS on service delivery, examining both empirical and theoretical literature on strategic and organizational studies. The chapter explores the operationalization of LGS's performance management system, including Performance Contracts and Performance Appraisal systems, and concludes with a theoretical framework based on Goal-setting theory and its relevance to the study, Conceptual framework as well as a summary of research and knowledge gap of the study.

#### 2.2 Conceptual Definitions

The study is grounded in some key terminologies and concepts. The need for clarity in the explanation of these concepts goes beyond the academic aspect of the study but could provide clear guidance in the formulation and implementation of development policies. Therefore, the ensuing sections provide detailed explanations of these concepts and terminologies used in the study.

##### 2.2.1 Performance

Performance is a multidimensional construct measuring employees' ability to achieve organizational goals within a specific timeframe and skillfully combine appropriate behaviour to achieve these objectives, influenced by various factors (Ahmad et.al,



2022; Rafiq, et al, 2021). Organizational and individual performance levels are crucial for achieving organizational goals, with the relationship between these levels being a key factor in achieving success (Mautla et. al, 2021; Colquitt et al., 2019). Performance encompasses not only individual results, behaviours, and outcomes but also the mental and physical effort applied to achieve tasks (Ahenkan et.al. 2018).

### **2.2.2 Management**

Management, a concept that extends beyond business and public administration to various organizations, has become an integral part of everyday life, often referred to as "managerialism" (Locke & Spender, 2011). Management encompasses; strategic planning, setting objectives, managing resources, deploying the human and financial assets needed to achieve objectives, and measuring results (Kaewnaknaew et al., 2022). According to Daft & Marcic (2017) and Daft & Armstrong (2015), management involves formulating, coordinating, implementing, and evaluating organizational strategies, monitoring employee performance, and utilizing resources like financial, natural, technological, and human resources to achieve organizational objectives. Pal and Basal (2015), further maintain that management is a distinct activity that is characterized by the following: Economic resource management, along with land, labour, and capital, are crucial for organizational success. Managers and leaders integrate these factors, as inputs alone do not guarantee production. Thus, effective management is an essential ingredient in an organization (Gomez-Mejía et al., 2020). Management is a goal-oriented activity that coordinates workers' efforts to achieve organisational goals, with success measured by achieving these goals through efficient resource management and enhancing service delivery.



### 2.2.3 System

A system, derived from the Greek word *systema*, refers to an organised relationship among functioning units or components, designed to achieve one or more objectives. The concept of "system" is widely used in various human organisations, including social, economic, political, and biological sectors, and is increasingly used in organisational research for behavioral management and design (Vetter et al., 2015). A system is an organised group of interdependent components linked to achieving a specific goal. It includes physical parts, managerial steps, and multi-level structures. Each component, whether simple or complex, must function efficiently to achieve the intended goal (Vetter et al., 2015). Systems concepts emphasize the importance of designing a system to achieve a predetermined objective, ensuring interrelationships among components, and prioritizing the organization's overall objectives over its subsystems' (Vetter et al., 2015).

### 2.2.4 Performance management

Performance management is a popular management style that fosters a work environment that empowers employees to perform to their fullest potential (Swart & Kinnie, 2019). Ahwoi (2017) emphasizes performance management as a crucial aspect of organisational success, encompassing all activities and strategies used to achieve goals effectively and efficiently. Bulawa (2014) defines performance management as a strategy involving organisational activities, human resource policies, culture, and communication systems. It equips managers, supervisors, employees, and stakeholders with techniques to plan, monitor, measure, and review performance following KPAs and indicators. Performance management is crucial for



organisations, aiding managers and employees in understanding roles, measuring performance against objectives, and identifying employee capacity gaps.

### **2.2.5 Performance Management System**

The performance management system (PMS) is a comprehensive approach to organizational performance that includes planning, appraisal, review, and evaluation (Choo, 2022; Manes-Rossi et.al, 2022). Jindal et.al. (2015) define a performance management system as a process aimed at improving employee capabilities and performance to achieve organizational goals, balancing skills and competency requirements with desired results. Ramataboe (2015) outlines a performance management system that focuses on achieving organizational goals through continuous assessment and feedback, thereby improving employee performance through activities like goal setting and performance evaluation. Weijie and Taek Kyu (2022) argue that performance management systems establish a relationship between employees and managers, focusing on career development. They emphasise the importance of clear communication, effective planning, employee development, feedback, recognition, reward, fairness, and transparency in contemporary organisational practice. Therefore, this study is grounded in the conceptual definition of the term performance management system includes a systematic process for improving performance by developing the individual performance of staff and teams to enhance productivity, develop competencies, increase job satisfaction and achieve the full potential of all staff in local government service.

### **2.2.6 Performance Appraisal System**

Performance appraisal is a strategic tool used by organisations to assess employees, develop competence, enhance performance, and distribute rewards (Nabi & Munir,





2016). Pawar (2017) distinguishes performance management and performance appraisal systems, stating that while they share similarities, they are distinct and integral to a comprehensive performance management approach. Performance appraisal is a systematic process of assessing an employee's job performance, productivity, and production based on pre-established criteria and organisational objectives (Nabi et al., 2016). Performance appraisal is a formal procedure used in organisations to evaluate individual and group performance and competencies. It involves a systematic evaluation of job performance and potential career development, typically conducted by the employee's supervisor and reviewed by other supervisors (LGS-Performance Management System, 2016). Organisational theorists Van Dijk and Schodl (2015) define performance appraisal as the continuous assessment of employee performance, measuring and providing feedback, thereby fostering employee improvement and achieving organisational goals holistically. For this study, the concept "Performance Appraisal System" refers to a formal management system that evaluates an individual's performance in an organisation, aiming to create a high-performance culture by identifying, observing, measuring, and developing employees' performance effectively (LGS-Performance Management System, 2016).

### **2.2.7 Performance Measurement**

Performance measurement is a sub-process of performance management that involves identifying, tracking, and communicating performance results using indicators, while performance management ensures target results are achieved (Brudan, 2010). Performance management involves gathering, analyzing, and reporting data on individuals, groups, or organisations to determine if outcomes align with intended objectives (LGS-Performance Management System, 2016). Bourne et.al. (2018)



emphasize the importance of performance measurement in performance management, a crucial business process for the future prosperity and well-being of organizations. Ramataboe (2015) argues that performance measurement has evolved to aid in planning, implementing, and steering strategies to achieve and maintain long-term competitive advantage through strategic alignment. Performance measurement results are used to review and set new objectives and prioritize resource allocation in an organization. It involves planning, monitoring, reviewing, and evaluating employees, supervisors, and the organization as a whole, developing measurable indicators (Aguinis, 2019). In this study, performance measurement is defined as a process that involves setting goals, allocating resources, informing managers, modifying policies, and reporting on success (LGS-Performance Management System, 2015).

#### **2.2.8 Performance evaluation**

Performance evaluation measures individual and organisational efforts toward public goals, promoting improvement through internal and external policy outputs and outcomes, and is crucial for results-based management in public organisations (Osamu, 2013). Performance evaluation ensures fair assessment of employees' contributions, provides accurate appraisal documentation, protects staff and organisation, and promotes high-quality performance and productivity. Performance evaluation promotes employee recognition and communication, requiring fair, consistent, and objective conduct. An effective system includes standardized forms, measures, feedback guidelines, and disciplinary procedures (LGS-Performance Management System, 2015). In this context, performance evaluation is a formal assessment of an individual's job-related actions, Key Performance Areas (KPA's), and KPIs within an organisation, assessing their contribution to achieving organisational goals. Employers use evaluation forms, measures, feedback guidelines,



disciplinary procedures, and evaluation schedules (LGS-Performance Management System, 2015).

### **2.2.9 Performance Contracts (PCs)**

Performance Contracts (PCs) are crucial organisational performance management tools in Africa, recognized globally for both developed and developing countries (Rotich & Ochieng, 2014). Many countries have implemented Performance Contracts over the years to enhance service delivery quality (Rael & Geoffrey, 2017). Performance Contracts are legally binding obligations that bind organisations or individuals to perform specific tasks at predetermined levels to improve service delivery (Vuokko, 2024). Performance Contracting is a branch of management science that involves a freely negotiated performance agreement between the government, organisation, individual, and the agency or organisation itself (Vuokko, 2024). Performance contracts set performance standards or targets for government organisations to achieve within a specific timeframe. They clarify objectives, facilitate performance evaluation based on results, and reduce costs by promoting transparency and accountability (Ogola & Nzulwa, 2018; Zachary & Keziah, 2014). Within the context of this study, performance contracts refer to a continuous, integrated approach involving individuals, managers, agencies, and governments agreeing on Key Performance Areas (KPA) and Key Performance Indicators (KPIs) to achieve set targets within a specific timeframe. They are crucial in implementing the Performance Management System (PMS) (LGS- Performance Contracts, 2020).

### **2.2.10 Service Delivery Standards (SDS)**

Public service delivery aims to enhance global performance, particularly at the local level, by identifying and distributing services based on local preferences (Perez-Lopez





& Zafra-Gomez, 2015; Muriu, 2014). Service delivery, as defined by Keraro & Isoe (2015), is a systematic approach that ensures efficient and effective delivery of goods and services to clients for holistic and sustainable development. Local governments can better address development challenges and local needs by implementing distinct public policy domains for service delivery (Keraro & Isoe, 2015). Organisational theorists like Voorn, Genugten & Van Thiel (2019) emphasize that service delivery is a continuous process involving user engagement, design, delivery, evaluation, and improvement. Service delivery in public services involves providing products or activities that meet user needs effectively and quickly, often requiring excellence in delivery. Ndevu (2018) defines service delivery as a collaborative, uniform, and objective process that ensures the provision of goods and services that meet individual and community expectations. This study defines service delivery as the process of organisations, agencies, and employees delivering minimum quality, quantity, time, and cost of services to the general public in a participatory, professional, and transparent manner (LGS-Service Delivery Standards, 2014).

## **2.3 Philosophical Evolution of Performance**

Management System Performance management emerged as organisations sought to enhance productivity and effectiveness under rising market pressures, evolving through various phases (Brooks, 2019; Fletcher, 2014; Armstrong, 2009).

### **2.3.1 The first phase of the evolution of performance management**

The origin of performance management can be traced to the early 1960s when performance appraisal systems were in practice. During this period, Annual Confidential Reports (ACRs) which were also known as Employee Service Records (ESR) were maintained to control the behaviours of employees. Employee

performance reports, such as ESR or ACR, provide valuable information on employee performance. Negative comments can impact career growth. These reports assess ten traits, but confidentiality is maintained. Employees remain in darkness due to the lack of transparent feedback and communication mechanisms (Brooks, 2019; Fletcher, 2014; Armstrong, 2009).

### **2.3.2 The second phase of the evolution of performance management**

From the late 1960s to the early 1970s, a phase emphasized communicating adverse performance reports to employees for corrective action, with the reviewing officer having discretionary power to overrule ratings (Brooks, 2019; Fletcher, 2014; Armstrong, 2009). Employees typically receive formal written communication on identified areas for improvement if their rating for a specific trait is below 33% (Brooks, 2019; Fletcher, 2014; Armstrong, 2009).

### **2.3.3 The third phase of the evolution of performance management**

The mid-1970s marked the third phase of performance management, with the shift from Annual Confidential Reports (ACR) to performance appraisal. The stage introduced a significant change where employees could disclose their achievements in confidential performance reports (Brooks, 2019; Kris Byron et al., 2017; Kris Byron & Zingoni, 2017). In this phase, organisations allow employees to self-appraise their accomplishments annually, including traits and quantifiable performance metrics like achieved targets. More so, organisations introduced a training needs section in appraisal forms, maintaining employee confidentiality and focusing on control over development (Brooks, 2019; Fletcher, 2014; Armstrong, 2009).





#### **2.3.4 Fourth phase of the evolution of performance management**

The appraisal phase in India, originating in the 1980s and 1990s, was characterized by development-driven, target-based, participative, and open appraisals. This phase focused on employee performance planning, review, and development, with key result areas determined annually and reviewed every six months by the appraisee and reporting officer (Brooks, 2019; Fletcher, 2014; Armstrong, 2009). The review period involves collaborative discussions on performance factors, employee training needs, new targets, and ratings, leading to a shift in performance management and the introduction of new Human Resource Management departments (Brooks, 2019; Fletcher, 2014; Armstrong, 2009).

#### **2.3.5 Fifth phase of the evolution of performance management**

The early 2000s phase marked maturity in handling issues, performance-driven, culture building, team appraisals, and quality circles, emphasizing development, planning, and improvement (Brooks, 2019; Fletcher, 2014; Armstrong, 2009). The performance management system is undergoing continuous evolution, with a potential for a more objective and transparent approach in the near future (Brooks, 2019; Fletcher, 2014; Armstrong, 2009).

#### **2.4 Performance Management System in the Global Perspectives**

Performance Management Systems are crucial for global organizations, boosting productivity, promoting social, economic, and political accountability, and enhancing service delivery, with governments prioritizing their implementation strategies (Alpha Nur, 2025; Folorunso et al., 2024). From the late 1970s to the mid-1990s, performance management systems gained global attention from scholars and practitioners in both developed and developing countries (Bloom et al., 2014; Bloom

& Reenen, 2011). This section reviews relevant literature on performance management systems (PMS) implementation on the global economy across European, American, Asian, and African countries (Ayega & Muathe, 2018; Bulawa, 2014).

#### **2.4.1 Performance Management in European Settings**

Over the past two decades, European countries have adopted public administration reform trends like Neo-Weberian, New Performance Management System (NPMS), and public-governance reforms, promoting active participation between managers and employees in public and private institutions (Hammerschmid et al., 2018; Hammerschmid & Er, 2015). Denmark, Finland, the UK, the Netherlands, and Sweden have adopted the Performance Management System (PMS), promoting active participation between managers and employees. Portugal, Ireland, and Estonia also implemented PMS and developed post-financial crisis strategies (Hammerschmid et al., 2018). Hammerschmid et al., (2018) found France, Italy, Spain, Austria, Germany, and Hungary less receptive to PMS implementation, while the UK views performance management as strategic, and aligned with organisational objectives, and that organisational goals and objectives directly correlate with employee development, but concerns arise about poor connections between performance appraisal scores and work hours (Aguinis & Burgi-Tian, 2021; Aguinis et al., 2018). France's egalitarian economic system has influenced PMS, with the introduction of Financial Performance Metrics (FPM) enhancing employee performance management culture and aiding in daily operations and performance decision-making (DeNisi et al., 2021). European countries have extensive experience in implementing PMS, often using individual employee performance as a benchmark for rewards and sanctions within the organization (Aguinis & Burgi-Tian, 2021; Aguinis et al., 2018).



#### **2.4.2 Performance management in American settings**

Performance management systems in the US and Mexico gained popularity in the 1970s, influenced by individualistic and capitalist economic systems prioritizing individual employee performance over collective performance (Varma et al., 2023). Performance measurement techniques like Management by Objective (MBO), Balanced Scorecard, 360-degree Evaluation, Critical Incidence Method, and Top Talent Ranking are integral to PMS in Mexico, while Six Sigma and Benchmarking are popular tools in the United States of America (Varma et al., 2023). Six Sigma is an elite ranking method that defines stakeholder hierarchy and functions, while benchmarking helps managers identify best practices for improving service delivery (Varma et al., 2023). The implementation of PMS, particularly in public sector organizations, can be impacted by various factors (Varma et al., 2023; Aguinis & Burgi-Tian, 2021).

#### **2.4.3 Performance management in Asian settings:**

China, South Korea, and Japan share some similarities in performance management systems due to their collectivist culture, but they are at different stages of economic development. Since the mid-1990s, performance management (PM) has become a top priority in China's public sector, promoting efficiency, effectiveness, transparency, and social accountability through practices like recruitment, appraisal, promotion, reward, and disciplinary procedures (Aguinis, 2019; Othman, 2014). In the early 1980s, China's performance management system integrated employee behavior and administrative procedures, with performance tied to compensation and reward systems, with creditable employees receiving better remunerations (Aguinis & Burgi-Tian, 2021; Kleingeld et al., 2020). The Chinese cultural system, valuing social





harmony, respect for age, seniority, and egalitarian governance, significantly influences Chinese PMS and performance decisions (Aguinis & Burgi-Tian, 2021; Kleingeld et al., 2020). South Korea's performance management system is a robust one, incorporating performance budgeting and strategies outlined in the 2006 Framework Act on Government Performance Evaluation, aiming to enhance efficiency, effectiveness, transparency, and social accountability in service delivery (Seung-Bum & Ador, 2016). The South Korean PMS is rooted in Confucian values, emphasizing group work over individual work. The 1961 Policy and Programme Assessment System has improved efficiency, expanding PMS and service delivery. The government also adopts Western development paradigms to support its growth and economic transformation (Aguinis & Burgi-Tian, 2021; 2013). Japan's performance management system, modeled after the American system, was implemented in the 1920s and 1930s, focusing on employee ability measures like judgment, planning, negotiating, leadership, and training (DeNisi & Sonesh, 2016). A study by Panda et al. (2018) found that India's performance management system has implementation gaps, affecting public organizations' achievement of key performance areas. They recommend continuous interaction between major shareholders, managers, and employees to support organizational goals. Awadh et al. (2013) found a direct correlation between organizational culture and employee performance in Malaysia, suggesting that managers should foster a positive culture for enhanced service delivery.

#### **2.4.4 African countries' perspectives on performance management system**

Performance management systems are gaining popularity in African countries due to increased accountability and quality public service delivery, requiring well-implemented systems for social, economic, and political accountability (Sisa &





Naidoo, 2017). In the last two decades, African governments have implemented PMS to strengthen their weak economic systems, driven by increased public voices for transparent governance and improved community services (Aquinas et al., 2018; Aquinas et al., 2016). Organizational management theory suggests that the Public Management System (PMS) is relatively new in African public sector administration, gaining momentum in the late 1960s after African countries' independence. Governments focused on radical social, economic, and political reforms to revitalize institutions (Fatile & Adejuwon, 2017; Sisa & Naidoo, 2017; Sisa et al., 2015). Sisa et al. (2015) found that the failure rate of performance management systems (PMS) in African public sector organizations is as high as 70% compared to those in America, Europe, and Asia. Despite this, many African countries have implemented PMS reforms to increase productivity and service delivery.

In North Africa, Egypt has implemented a functional PMS in the last two decades to ensure social, economic, and political accountability by duty-bearers (Tenakwa et al., 2023). In the early 1990s, the Egyptian government implemented a comprehensive public performance management system (PMS) that combines both financial and non-financial measures to enhance service delivery and employee performance (Zaki et al., 2019; Maher & Bedawy, 2018). However, poor implementation and stakeholder commitment hinder the implementation of performance management systems (PMS) in Egyptian public sector organizations, impacting employee promotion, training, merit pay, and disciplinary decisions (Mudeme & Holtzhausen, 2018; Fatile & Adejuwon, 2017; Mudeme, 2017).

In West Africa, since the 1960s, Nigeria has implemented public sector performance management (PMS) through reforms like the Udoji Reforms and 1988 Civil Service Reforms, aiming to improve employee performance (Zaki et al., 2019; Eneanya,



2018; Ikeanyibe, 2016). Strategies like ministerial press briefings, project monitoring, and annual performance reporting enhance citizen participation in governance and promote social accountability among duty-bearers (Fatile & Adejuwon, 2017; Sisa & Naidoo, 2017). The Nigerian implementation of PMS faces challenges like inconsistent implementation, contradictory reforms, and poor employee involvement, affecting the smooth functioning of public institutions (Eneanya, 2018; Fatile & Adejuwon, 2017; Sisa & Naidoo, 2017).

In East Africa, since the 1990s, Kenya's government has been implementing civil service reform programs to manage public sector wage bills and improve the spending balance between operations and maintenance (Korir et al., 2015). Performance management systems involve translating mission and strategy into budgets, translating results into them, and comparing them with budgets (Odhiambo & Njuguna, 2021; Mwangi & Njuguna, 2019). The performance management system in Kenya's public sector is primarily based on performance appraisal and performance contracts (Odhiambo & Njuguna, 2021; Mwangi & Njuguna, 2019). Performance contracts aim to enhance service delivery and resource efficiency and institutionalize a performance-oriented culture in public service, reducing reliance on exchequer funding and overall performance (Ndubai et al., 2016; Ngetich, 2015; Bomett & Kindiki, 2014). Kenya's public sector performance management system faces challenges like overly ambitious targets, lack of periodic monitoring, and inadequate resources. To improve, organizations should adopt cost-effective performance management programs for lean processes and better monitoring of results (Odhiambo & Njuguna, 2021; Mwangi & Njuguna, 2019).

The implementation of Project Management Systems (PMS) in public and private organizations, particularly in Africa, has been hindered by factors such as lack of

common vision, non-alignment of strategies, short-term focus, and failure to link budgets to strategy (Bana, 2009). The weak implementation of the performance management system in most public administrations in Africa can be attributed to the high dependency rate on donor countries for the implementation of their development plans. The need for the repositioning of public administration is crucial for governments in African countries (Fatile & Adejuwon, 2017; Sisa & Naidoo, 2017). Therefore, performance management must be viewed as an ongoing series of models, frameworks, guidelines, tools, and, most importantly, the mindset or inculcating a culture for institutional and individual performance to be assessed.

### **2.5 Purpose of Performance Management System**

Performance management information is crucial for organizational managers to make administrative decisions, identify employee strengths and weaknesses, and serve the following purposes in both public and private organizations as enumerated by Aguinis (2019). This is summarized in Table 2.1 below.



**Table 2.1: Purpose of Performance Management System**

<b>Purpose of Performance Management System</b>	
<b>Purpose</b>	<b>Descriptions</b>
<b>Strategic purpose</b>	Performance Management Systems (PMS) are strategic tools used by top management to efficiently achieve organizational goals by linking organizational objectives with individual employee goals, reinforcing positive values and behavioral patterns, and playing a crucial role in onboarding processes.
<b>Administrative purpose</b>	Performance management systems serve an administrative purpose by providing valuable information for making important decisions about employee salaries, promotions, retention, rewards, training, and layoffs in both public and private organizations.
<b>Information purpose</b>	Performance management systems are crucial communication tools in organisations, providing employees with updates on their performance, and supervisors' expectations, and identifying work areas crucial for organisational growth and development.
<b>Feedback mechanism</b>	Feedback is crucial in a well-implemented PMS for developmental purposes. It helps managers identify employee strengths and weaknesses, develop programs, provide coaching, and provide information about career paths. This developmental purpose encompasses both short-term and long-term aspects of employee growth.
<b>Organisation purpose</b>	PMS aids in workplace planning, human resource allocation, and talent inventories. It aids in assigning tasks based on competencies, potentials, and abilities, assesses future training needs, evaluates performance achievements, and evaluates HR intervention's effectiveness.
<b>Data management</b>	Performance Management System enables organisations to gather valuable data for documentation, development testing, and administrative decisions like salary management, promotions, employee retention, and downsizing of the staffing norms of the organisation to achieve the organisational goals.

**Source: Author's construction, 2023.**

In summary, well-implemented performance management systems (PMS) guide employees to achieve organizational standards, maintain work performance standards,



and provide a fair and consistent framework for addressing poor performance issues. (LGS-Human Resource Operation Manual, 2013).

## **2.6 Performance Management Process**

Scholars' views on performance management frameworks share similarities but differ in activities. Despite variations, goal setting, evaluation, rewarding, coaching, and mentoring are generally involved in the process (Mone & London; 2018). Performance management involves an integrated approach, including annual reviews, setting objectives, assessing progress, and providing coaching to ensure employees meet career goals (Alqahtani & Ayentimi, 2021; Radebe, 2019; Ayentimi et. al., 2018). Performance management in organisations involves stages like planning, implementation, assessment, recognition, rewarding, developing employee capacities, and supporting career development (Kaydos, 2020). The planning stage is the initial phase of performance management, involving setting achievement goals, discussing job expectations, prioritising tasks, and establishing performance agreements or contracts, based on the employee's task or department (Shaturaev, 2022; Notshikila & Govender, 2014). The planning stage outlines organisational expectations, employee performance measurement, and key competencies for effective task delivery. It also identifies the time frame for achieving these objectives and outlines the desired outcomes (Alzahmi, et al., 2024). Performance planning, conducted at the start of the year, involves setting Key Performance Areas and Key Performance Indicators (KPA's) and developing strategies to achieve them, making it a crucial component of any performance management process (Panda et al., 2018). The performance implementation stage is the second phase of performance management, where employees work towards job goals, while managers provide coaching, feedback, and motivational conditions to increase organisational success. They also address



performance problems that affect employee efforts (Kalashe, 2016). Performance management in some organisations involves annual mid-year and annual reviews, involving active participation from employees and supervisors. The process aims to identify and address performance issues, identifying and overcoming potential issues (Aguinis & Burgi-Tian, 2021; Aguinis et al., 2020). The implementation phase of performance management offers both formal and informal platforms for employees and supervisors to discuss progress, review competencies, and adjust objectives before the final review (McMahon & Ford, 2013). The performance assessment/review phase is a crucial part of the performance management process, allowing organisations to evaluate their progress and determine the success or failure of their performance management system (Dango, 2021; Osmani, & Maliqi, 2012).

## **2.7 Performance Management Evaluation Techniques**

The techniques for performance evaluation can be categorized broadly under two main methods namely traditional and modern techniques (Chadha et. al, 2022). The traditional methods include Ranking, Graphic Rating Scales, Critical incident method, and Narrative Essays, focus on evaluating individual employees' personal attributes and perspectives (Aggarwal & Thakur 2013).

### **2.7.1 Traditional performance management evaluation techniques**

Traditional methods of performance management evaluation, such as Ranking, Graphic Rating Scales, Critical incident method, and Narrative Essays, focus on evaluating individual employees' personal attributes and perspectives (Aggarwal & Thakur 2013). The ranking method ranks employees' performance based on their Key Performance Areas (KPA's), praised for its speed, transparency, and cost-effectiveness. However, the ranking method has been criticized for its lack of objectivity and its inability to identify employee strengths and weaknesses (Douglas et.al, 2022). The





graphic rating scale method is a review of a scale that lists traits and performance ranges, allowing employees to be rated based on their actual performance (Dessler, 2011). The technique, while easy to use and reduces personal biases, does not provide a holistic view of employees' unique perspectives, challenging the objectivity of evaluating organisational performance (Shaout & Yousif, 2014; Aggarwal et.al, 2013). The critical incident method enables managers to record unusually good or undesirable employee behavior, enabling regular reviews at a predetermined time (Khan, 2020). The critical incident method, while effective for analyzing employee performance data, can be time-consuming and laborious, and may struggle to convince employees to share critical incidents through surveys (Khanna, 2022). Narrative essay methods are traditional performance evaluators' methods, involving writing both present and past performance to explain employees' strengths and weaknesses and offer suggestions for improvement at the end of the evaluation period (Aggarwal & Thakur, 2013). Narrative essays are a reliable method for providing employee performance information, including feedback for organizational decisions, training needs assessment, capacity building, promotions, and rewards (Aggarwal & Thakur 2013).

### **2.7.2 Modern techniques of performance management evaluation**

Technological advancements in workplaces have led to the development of robust performance management techniques, aiming to improve traditional methods of evaluating employee performance (Aggarwal & Thakur, 2013). Scholars have identified modern performance management evaluation methods like Management by Objective, 360° (degree) Feedback, Balanced Scorecard, Human Resource Scorecard, Behaviorally Anchored Rating Scale, and Key Result Area Method (Deming, 2019; Fonseca et al, 2015; Aggarwal & Thakur 2013). Management by Objective (MBO)

involves collaboration between managers and employees to set, plan, and communicate objectives using the SMART (Specific, Measurable, Achievable, Realistic & Time-bound) method (Aguinis, 2019; Deming, 2019). Managers and employees regularly discuss goals and progress, allowing for administrative decisions like salary hikes, promotions, and training (Deming, 2019). However, this method has been criticized for prioritizing tangible goals over intangible aspects like interpersonal skills and job commitment and is also expensive and time-intensive (Deming, 2019). The Behaviorally Anchored Rating Scale (BARS) method assesses employee performance quantitatively and qualitatively, comparing performance with behavioral attributes based on numerical ratings (Aliyu, et.al, 2022; Yin, el. al, 2022; Deming, 2019). The Behavioral Anchored Rating Scale offers clear standards, improved feedback, accurate analysis, and consistent evaluation, but manual use can suffer from inherent distortions (Dipboye, 2018; Shaout & Yousif, 2014).

## **2.8 Importance of Implementing Performance Management System**

Performance management systems foster a conducive work environment, enabling employees to perform at their best, thereby significantly contributing to the growth and development of organisations. Table 2.2 presents a summary of the importance of performance management system as highlighted below.





**Table 2.2: Importance/Benefits of Performance Management System**

<b>Benefits of performance management system</b>	
<b>Benefits</b>	<b>Brief explanations</b>
Employee Development and retention	Performance management systems enhance employee development and retention, contributing to organisational growth and service delivery in a competitive global environment (Brown & Latham, 2018).
Establishment of employee development strategies.	<p>A well-implemented PMS enables managers to establish employee development strategies, bridging the gap between HR and development.</p> <p>It assesses individual employee capacity gaps and employs coaching, mentoring, workshops, and on-the-job training.</p> <p>This will equip employees with the necessary knowledge and skills to excel in their Key Performance Areas, thereby enhancing service delivery and achieving organisational goals (Werner, 2017; Mishra et.al, 2014).</p>
Achievement of organisational goals.	The performance management system plays a crucial role in achieving an organisation's strategic goals by linking individual employees' Key Performance Areas with organisational goals, providing management with valuable information for effective administrative decisions (Aguinis, 2019).
Effective and efficient organisational decision making	Performance management systems enable organisations to make crucial decisions like salary administration, promotions, employee retention, termination, and reward performance, while also addressing non-performance (Aguinis, 2019).
Effective organizational maintenance and development,	Performance management systems provide crucial information for organizational maintenance and development, aiding in employee work plans, identifying training needs, and assigning tasks based on talents and competencies (Aguinis, 2019).
Adaption to societal demands	<p>Efficient performance management systems enable managers to adapt to societal demands, protect organizations from lawsuits, and ensure fair decision-making, reducing legal risks.</p> <p>A functional performance management system enhances communication within an organization, enabling unbiased decisions when downsizing due to uncontrollable circumstances.</p>





	Kremer et al. (2019) suggest that fostering strong working relationships within an organization can boost employee dedication, enthusiasm, and teamwork, leading to increased job satisfaction and reduced turnover.
Ensure Transparency and Accountability.	Siti-Nabiha and Jurnal (2020) suggest that a well-executed performance management system promotes transparency, accountability, and positive behavioural change among employees and managers within an organisation.
Improvement of employees' performance.	Performance management systems improve workforce performance by creating job descriptions and improvement plans, aiding in strategic decision-making and identifying organizational strengths and weaknesses (Robbins et al., 2019; Mishra et al., 2018; Abasilim et al., 2015).
Efficient and Effective service delivery.	Implementing a performance management system can enhance service delivery by reducing hierarchy, red tape, and goal clarity, promoting evaluative management, and enhancing organizational learning and performance improvement.
Effective and efficient organisational communication.	Performance management systems enhance organizational performance by promoting effective communication, identifying Key Performance Areas (KPA's), and addressing performance gaps, fostering a culture of continuous improvement.
Employee motivation	Performance management systems enhance employee training, motivation, job satisfaction, and organizational performance by identifying training needs, promoting value, providing clear expectations, facilitating problem-solving, and fostering positive relationships (Ameen & Baharom, 2019).

**Source: Author's construction, 2023.**

In summary, a well-implemented performance management system aids leaders in identifying issues, developing strategies, providing clarity, facilitating communication, promoting goal setting, increasing employee retention, and fostering positive relationships among employees and supervisors.

## **2.9 Performance Management Implementation Challenges**

Performance management systems have significantly benefited numerous countries globally, enhancing resource efficiency and achieving organisational goals in both



private and public sectors (Onder & Zengin, 2022). Performance management implementation faces challenges such as non-compliance with principles, ineffective goal setting, poor communication, employee training, inaccurate performance indicators, and political interference, particularly in public sector organizations, despite its numerous advantages. Chikwariro, Bussin, & De Braine (2021) highlight challenges in implementing performance management systems in public sector organizations, including poor stakeholder participation and insufficient financial resources. Trust issues between managerial staff and general employees, based on political affiliation, negatively impact performance management systems in public sector organisations, particularly in developing countries, hindering growth and development (Chikwariro, Bussin & De Braine, 2021). Also, Palvalin (2019) highlights the challenge of poor information and communication technology (ICT) infrastructure in implementing modern performance management techniques in public sector organizations, emphasizing the need for electronic methods. More so, Ugochukwuet et.al (2015) found that poor attitudes and resistance to change by managers and employees in developing countries significantly impact the effective implementation of performance management systems. Furthermore, performance management in local government administration faces challenges such as low authority responsibility, lack of training, social issues, organisational obstruction, and lack of rewards for good performers (Tenakwah, 2015).

## **2.10 The Concept of Local Government in Ghana**

Ahwoi (2017) defines local government as functions carried out by local authorities to complement central government and state statutory bodies, maintaining law and order, providing social services, and encouraging community cooperation for improved living. Scholars such as Amah, (2018) and Kpentey (2019) explain local government



as a formal organisation framework that allows communities to effectively conduct their affairs and regulate their actions for the public, encompassing policies, programs, and projects of national interest, administered by local bodies under central government control. Local Government Service is a multi-dimensional concept encompassing social, economic, geographic, legal, political, and administrative dimensions, promoting unity and protecting the economic well-being of the local population (Ahwoi, 2017). As an administrative, political, legal, and geographic institution with administrative, bureaucracy, and specific territorial jurisdiction over a particular human habitation, Ahwoi, (2017) emphasised that local government is established by a competent authority and governed by a specific law. Therefore, local government in Ghana aims to strengthen initiatives focused on inclusive voice, improved access, and transparency in service delivery, without central government control, thereby consolidating the results of previous initiatives (Ahwoi, 2017). Local government, often associated with democracy, decentralization, and governance, aims to bring the administration to the average person in a locality, primarily addressing the issue of subsidiarity, which is considered the root of all local government concepts. In Ghana, local government is provided for by the Local Government Act 1993, and it is enshrined in the 1992 Republican constitution of Ghana. Local government is delivered by Metropolitan, Municipal and District Assemblies, and in each Assembly area, there are elected Councils and Unit Committees on which service delivery is devolved.

#### **2.10.1 Brief historical perspective of Ghana's local government system**

Ghana's local government is rooted in traditional patterns, with village councils of chiefs and elders responsible for local needs. British authorities adopted the Indirect Rule System (IRS) to reduce European officials in the local government structure



(Ahwoi, 2017). The system minimized local opposition to European rule by allowing local rulers to exercise direct administrative control over their people. The colonial government recognized traditional chiefs' influence and introduced Native Authorities in 1935, combining central colonial and local authorities into a single governing system. Native authorities had wide powers, supervised by provincial commissioners, ensuring central government policy implementation (Ahwoi, 2017). Furthermore, in 1951, the Local Government Ordinance established a two-tier structure of local governance, combining the British system and local administration. The colonial governance system was criticized for its weak and unpopular nature, with political power heavily vested in chiefs and traditional authorities, leading to conflicts and corruption. Experts believed reforms favored chiefs, preventing popular participation and resulting in inefficiency (Ahwoi, 2017). The colonial local government system, criticized for its lack of coordination, influenced subsequent acts like Act 54 and Act 359, which later established a four-tier structure. In consequence, the 1974 amendment marked the transition from old to current local government administration in Ghana, with the current Decentralisation Policy beginning in 1988 under PNDC Law 207.

### **2.10.2 The current local government system in Ghana**

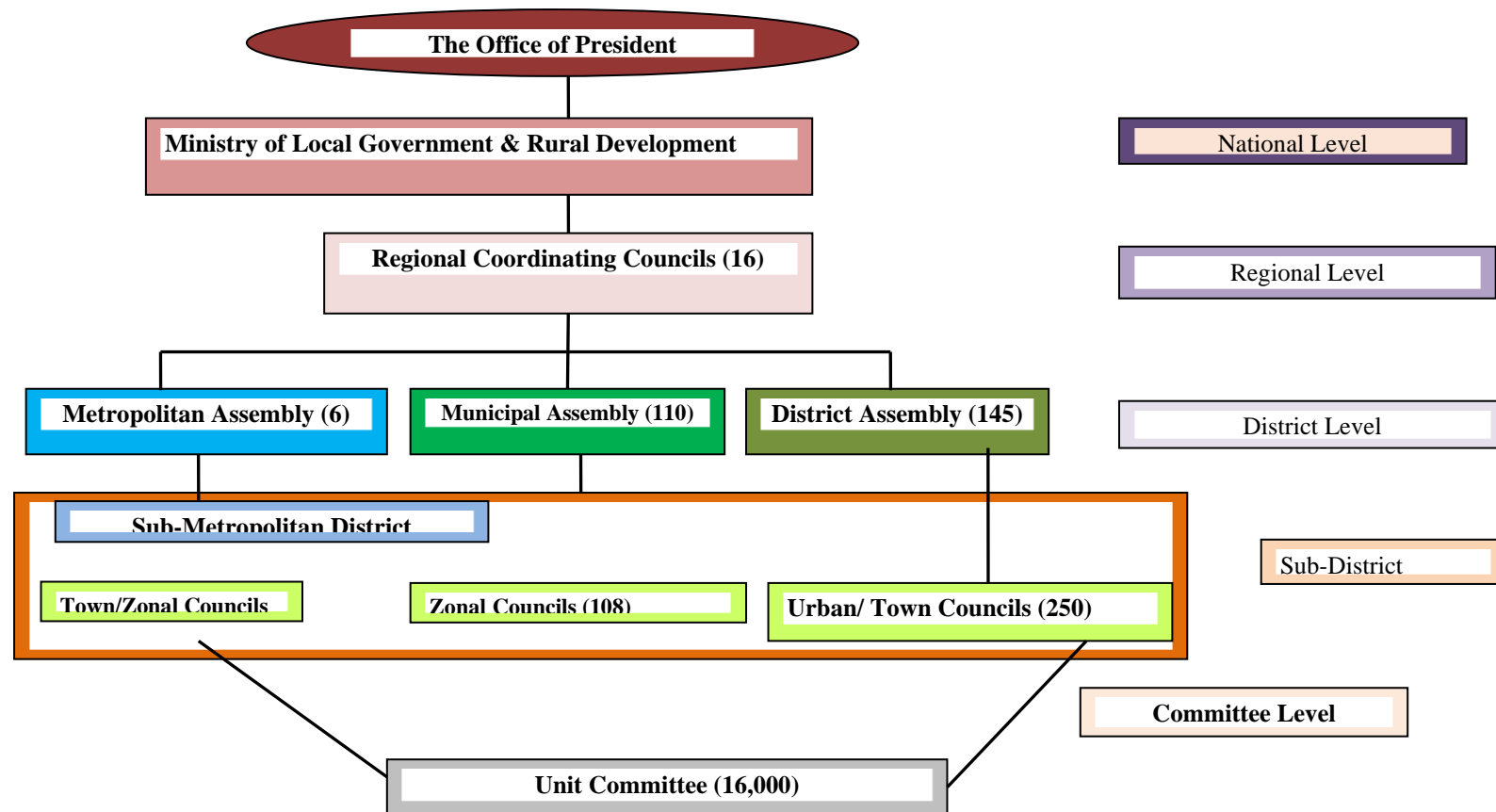
The decentralisation policy framework and institutional structures in Ghana, established in 1988, are legally supported by the Provisional National Defense Council (PNDC) Law 207 (Anderson, 2021; Osei-Asibey, et. al, 2021). Before Ghana's fourth constitutional regime, the military government undertook a significant overhaul of the local government system, affecting both its conceptual basis and decentralization practices (Ahwoi, 2017). This resulted in the establishment of 110 MMDAs, which replaced the previous 65 administratively run District Councils that



had been in existence since the mid-1970s. PNDC Law 207, promulgated under a military regime with socialist and communist orientations, was subsequently superseded by Chapter 20 of the 1992 Constitution and later replaced by the Local Government Act, 1993 (Act 462) after the return to democratic constitutional rule in 1992 (Kpentey, 2019). The constitutional changes in Ghana have shaped the local government system, combining traditional district administration with democratic authority for service provision and taxation, retaining the decentralisation initiative (Alam & Koranteng, 2011). Metropolitan, Municipal, and District Assemblies are responsible for developing their jurisdictions, with executive, legislative, deliberative, administrative, and technical powers to articulate citizens' views and implement local services (Owusu, 2015; Bening, 2012). The 1992 Republican Constitution emphasizes local governance and decentralization as key state policy principles, establishing a decentralised framework and the District Assembly Common Fund (Article 252) for inter-governmental revenue sharing between central and local governments. Article 35(6) of the Republic Constitution of Ghana aims to promote democracy, social integration, and development by decentralising government administrative and financial functions and allowing people to participate in decision-making.

### **2.10.3 The composition and structure of Ghana's local government system**

The Local Government of Ghana comprises a Regional Co-ordinating Council, a four-tier Metropolitan and three-tier Municipal and District Assembly system (Ahwoi, 2017).



**Figure 2.1: Structures for Local Government Administration in an Inter-Governmental Framework**

Source: Adopted from (Ahwoi, 2017)

Ghana's local governance structures, including the Central Government, Regional Co-ordinating Council, Metropolitan, Municipal, and District Assemblies, Sub-Metropolitan District Councils, Urban Councils, Zonal Councils, Town and Area Councils, and Unit Committees, ensure efficient implementation of national policies.

#### **2.10.3.1 The Office of President**

The Office of the President leads, coordinates, and implements laws, primarily through an Executive President, Vice-President, Technocrats, and Presidential Staffers. It appoints Ministers and other government functionaries to promote social, economic, and political development (Ahwoi, 2017).

#### **2.10.3.2 Central Government Level**

The Ministry of Local Government and Rural Development (MLGRD) is responsible for policy formulation, monitoring, evaluation, standard setting, and technical support for Regional Co-ordinating Councils and decentralized departments (Ahwoi, 2017).

#### **2.10.3.3 Regional Level/Regional Co-ordinating Council (RCCs)**

The Regional Co-ordinating Councils (RCCs) are responsible for coordinating and monitoring national and local policies and programs, as well as providing technical support for Metropolitan/Municipal/District Assemblies (MMDAs) (Ahwoi, 2017).

#### **2.10.3.4 Local Level/Metropolitan/Municipal/District Assemblies (MMDAs)**

The MMDAs are responsible for policy formulation, local-level integrated development planning, and resource mobilization, ensuring effective implementation of national sectoral policies and programs (Ahwoi, 2017).

#### **2.10.3.5 Sub-Metropolitan, Municipal and District Levels**

The Sub-metropolitan District Councils, including Urban, Zonal, Town, and Area Councils, operate below Metropolitan Assemblies, Municipal Assemblies, and





District Assemblies, operating at the bottom of the structural hierarchy of local government authorities (Ahwoi, 2017).

## **2.11 Local Government Service of Ghana**

Article 192 (2) of 1992 provides that the Civil Service until provision is otherwise made by parliament, comprise service in both central and local government. The Local Government Service Act, 2003, Act 656 now replaced by the Local Governance Act, 2016 (ACT 936) created the Local Government Service out of the Civil Service. The objective for the establishment of the LGS is “to secure the effective administration and management of the decentralised local government system in the country”. (LG ACT 936, Section 51). The LGS is responsible for administrative decentralisation. The membership of the local government service comprises persons holding non-elective public office in the Regional Co-ordinating Councils (RCCs) and Regional decentralised departments, Metropolitan, Municipal, District Assemblies (MMDAs), Sub-district structures, the Office of Head of Local Government Service (OHLGS), and such other persons as may be employed for the Service. Local Government Service Council (LGSC) is the governing body of the Service (Local Governance Act, 2016). The strategic direction of Local Government Service includes the vision, mission, motto, core values as well as service delivery standards. The Vision of Local Government Service includes a world-class, decentralised and client-oriented service. Also, its Mission is to support Local Government to deliver value for money services through the mobilisation, harmonisation and utilisation of qualified human capacity and material resources to promote local and national development. The Motto of the Service includes Decentralisation, Democracy, and Development. The Core Values also include Accountability, Client-oriented, Creativity, Diligence, Discipline, Equity, Integrity, Innovativeness, Loyalty, Commitment, Anonymity,



Impartiality, Permanence, Timeliness and Transparency. The Service Delivery Standards are Participation, Professionalism, Client Focus, Transparency, Efficient and Effective use of Resources and Accountability. This strategic direction serves as a guide for the members of the Service in rendering services to its clients (Local Governance Act, 2016)

## **2.12 The Legislative and Policy Framework for Ghana's Local Governance Process**

The 1992 Constitution of the Republic of Ghana is the supreme law of the country. It also prescribes a multi-party democratic system of government which created the opportunity for popular participation and engagement of the citizenry in the governance process of Ghana. The main legislative texts relating to local government in Ghana are: the Civil Service Law 1993 (PNDCL 327), National Development Planning (System) Act 1994 (Act 480), National Development Planning Commission Act 1994 (Act 479), Institute of Local Government Studies Act 2003 (Act 647), Internal Audit Agency Act 2003 (658), Local Government (Departments of District Assemblies) Commencement Instrument 2009 (LI 1961), Local Government Act 2016 (Act 963) with Amendment (Act 940) Public Financial Management Act 2016 (Act 921), Land Use and Spatial Planning Act 2016 (Act 925), National Development Planning (System) Regulation 2016 LI 2232. Legislative and policy frameworks aim to improve efficiency, accountability, and transparency in Ghana's decentralization process, requiring stakeholders to understand relevant legal frameworks for citizen participation (Ahwoi, 2017).

## **2.13 Performance Management System in Ghana's Local Government**

Service The Local Government Service (LGS) has developed a comprehensive Performance Management System (PMS) based on Service Delivery Standards to





enhance performance, productivity, competencies, and job satisfaction, and achieve full potential, in line with the Local Governance Act, 936 (Act 2016). The LGS performance management system utilizes Performance Contracts and Performance Appraisals systems to establish clear objectives and indicators for employee performance, aiming for a predictable, effective, and efficient system for planning, implementation, monitoring, evaluating, and reporting (LGS-Service Delivery and Performance management system, 2015). Local Government Service Performance Contracts (PCs) are agreements between various levels of the Local Government System, based on the planned achievement of Key Performance Areas. They are signed at the Regional, Metropolitan, Municipal, and District Assemblies levels, and at the National level between the Head of Local Government Service and other department directors. At the Regional level, the PCs are signed by the Regional Ministers (RMs) and the Regional Co-ordinating Directors/Chief Directors (RCDs/CDs). At the MMDA level, the PCs are signed between the Metropolitan/Municipal/District Chief Executives (MMDCEs) and Metropolitan/Municipal/District Co-ordinating Directors (MMDCDs) and also, at the National level, the Head of the Office of Local Government Service (OHLGS) signs the PCs with the Chief Director and other Directors and Agencies (LGS-Performance Management System, 2015). Also, LGS Performance Appraisals (PAs) are a crucial component of the PMS, requiring all LGS employees to sign the Staff Performance Appraisal System with their department heads. These PAs aim to ensure quality, time, and cost-effective services to citizens in various MMDAs. Key elements include Key Performance Areas (KPAs), Key Performance Indicators (KPIs), Performance Weighting, Service Delivery Standard (SDS), Competencies, and Rating Scales. KPAs encompass key accountabilities and areas of a job, while KPIs describe

performance dimensions considered important for measuring performance. Weightings are crucial in the PMS for evaluating performance, highlighting the importance of key performance areas (KPA) in employees' work. They are allocated 100% weight, with senior staff having a maximum of five KPAs and junior supporting staff having two to three KPAs. The new LGS performance management system does not assign weightings to competencies, despite their importance for employees' performance, merely rating them separately for developmental purposes (LGS-Service Delivery and Performance Management System, 2016).

#### **2.13.1 Ghana's LGS Performance Management System Implementation Process**

The Implementation process of performance management (both Performance Contracts and Appraisals) consists of four main phases or stages. These include; performance planning, mid-year review, end-of-the-year evaluation and decision-making stages. The performance planning phase involves setting performance targets for Key Performance Areas (KPA) using strategic plans from RCCs and MMDAs. It involves setting KPAs with KPIs, allocating weights, and applying Service Delivery Standards. The phase also identifies key competencies and personal development gaps (LGS-Service Performance Management System, 2016). The PMS's second phase involves a mid-year review by Regional Co-ordinating Councils to assess the performance of Municipal Government Departments (MMDAs) and identify implementation gaps and challenges, enabling them to address these issues before the end-of-year evaluation process. The phase assesses work progress, adjusts targets, and provides feedback to employees and supervisors to implement steps to improve PMS implementation (LGS-Performance Performance Management System, 2022). The performance management system's third phase involves end-year evaluations by Regional Co-ordinating Councils, which submit comprehensive reports to the



OHLGS, followed by independent performance assessments in all RCCs and MMDAs for decision-making. Department and Unit heads must conduct annual performance evaluations of staff and submit reports to Regional and MMDAs Co-ordinating Directors for decision-making purposes (LGS-Performance Management System, 2020). The final phase of the PMS involves administrative decisions regarding rewards and sanctions for non-performing employees, with good-performing regions receiving rewards and poorly performing regions receiving sanctions.

### **2.13.2 Principles of Performance Management System in Ghana's Local Government Service**

The PMS in Ghana's Local Government administration is based on a number of core principles. These include Accountability, Transparency, Equity, and Ownership (PSC-Human Resource Management Policy Framework and Manual, 2015). To ensure accountability in the LGS, and the attainment of national development goals in order to achieve value for money, all stakeholders including the Chief Directors, Municipal and District Co-ordinating Directors, Directors, Heads of Department are enjoined to set annual performance targets whose attainment will be enforced by appropriate combinations of rewards and sanctions (PSC-Human Resource Management Policy Framework and Manual, 2015). With regard to the cardinal principle of transparency, all employees and public service institutions should as much as possible operate an opened and transparent system of administration. Equity is based on fairness, considering factors like gender, ethnicity, location, disability, religion, and health status. Fairness is essential in employee assessment processes, frequency, and use for decision-making in the Human Resource Management System (PSC-Human Resource Management Policy Framework and Manual, 2015).



### **2.13.3 Principles of Performance Management System in Ghana's Local Government Service**

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Equity is based on fairness, considering factors like gender, ethnicity, location, disability, religion, and health status. Fairness is essential in employee assessment processes, frequency, and use for decision-making in the Human Resource Management System (PSC-Human Resource Management Policy Framework and Manual, 2015). The PMS process and outcome should be owned by the assessment, assessors, and stakeholders, promoting it by key actors and contributing to quality service delivery. MMDAs should be assessed annually for employee performance, setting achievable goals and aligning with the work plan, allowing employees to strive for KPAs. In summary, the PMS objectives should be measurable, encompassing personal development and operational goals, to be delivered within a specific timeframe (PSC-Human Resource Management Policy Framework and Manual, 2015).



#### 2.13.4 Service Delivery Standards and Performance Management System in Ghana's Local Government Service

The LGS service delivery refers to the minimal standard of expected services in terms of quality, time, and cost that the service provider commits to providing to its clients (LGS-Service Delivery Standards, 2015). These six (6) Service Delivery Standards have been developed and deployed by the Local Government Service Council for adoption by the Metropolitan, Municipal, and District Assemblies in order to guarantee that Local Government Service staff timely provides effective and efficient services to its clients at the right time and cost. The LGS's six main Service Delivery Standards (SDS) include the following as summarized in Table 2.3 below.

**Table 2.3: Ghana's LGS Service Delivery Standards (SDS)**

LGS's Service Delivery Standards (SDS)	
Service Delivery Standards	Descriptions
Participation	<ul style="list-style-type: none"> <li>Stakeholders like civil society, media, NGOs, private sector, and community members should be actively involved in the planning, implementation, monitoring, and evaluation of local government service delivery.</li> <li>Measurement indicators for MMDA participation include stakeholder involvement in annual fee-fixing resolutions, community hearings, surveys, and quarterly and annual monitoring projects.</li> </ul>
Professionalism	<ul style="list-style-type: none"> <li>Professionalism involves demonstrating necessary skills and competencies, adopting best practices for client satisfaction, and adhering to ethical standards in service delivery.</li> <li>The "professionalism" approach involves regular performance appraisals, annual development plans, bi-annual performance standards measurement, in-service training, and award schemes for staff demonstrating professionalism in their duties.</li> </ul>
Client Focus	<ul style="list-style-type: none"> <li>Client's focus involves prioritizing and consistently developing affordable and accessible services based on client requirements, using measurement indicators for assessment.</li> </ul>





	<ul style="list-style-type: none"> <li>The "Client Focus" initiative aims to establish functional Client Service Centres, publish a Charter, receive weekly complaints, provide timely feedback, and organize annual beneficiary surveys.</li> </ul>
Transparency	<ul style="list-style-type: none"> <li>Transparency, which means the process of providing all stakeholders with the understanding of how local government service operates, and furnishing them with easy access to adequate and timely information regarding decisions and actions taken by the Service.</li> <li>Some measurement indicators for assessing "transparency" involve establishing a functional Procurement Committee, updating revenue and expenditure charts, publishing audit reports, disseminating draft budget estimates, adopting the Social and Public Expenditure Financial Accountability format for reporting, and publishing public General Assembly meeting minutes on community notice boards and other designated areas.</li> </ul>
Efficient and Effective use of Resources,	<ul style="list-style-type: none"> <li>Efficient and Effective use of Resources, which involves the optimal use of resources (including time, human resources, natural resources, financial resources, etc.) to provide services and products that satisfy the requirements of users in a timely manner. Some measurement indicators for assessing.</li> <li>The "Effective and Efficient use of Resources" involves ensuring compliance with the Public Procurement Act, timely financial transactions, organizing monthly financial and audit review meetings, ensuring 90% of activities align with the Annual Action Plan and Budget, and providing timely services.</li> </ul>
Accountability	<ul style="list-style-type: none"> <li>Accountability refers to the act of taking responsibility for one's actions and or actions in rendering services and informing citizens on the use of public resources.</li> <li>Some measurement indicators for assessing "Accountability" measures involve organising annual budget hearings, publishing monthly financial statements, providing public information on programs, projects, revenue, and expenditure, and organising quarterly Audit Report Implementation Committee meetings to discuss and act on Audit Reports.</li> </ul>

Source: LGS-Service Delivery Standards (2015).



In summary, the LGS Service Delivery Standards guide the government, public services, the private sector, and stakeholders in Ghana to improve service delivery efficiency, value for limited resources, and deepen the decentralisation process in Ghana.

#### **2.14 Theoretical Framework Underpinning of the Study (The Goal-Setting Theory)**

This study adopted the goal-setting theory as its theoretical framework. Locke and Latham (2002) defined a goal as a task a person consciously desires to achieve or the object of an action. Goal setting is a proactive process in organizational development and management, identifying and achieving objectives within a specific timeframe, and guiding managers and employees to improve task performance and achieve organizational goals (Grant, 2018). Locke and Latham (2006) viewed organisational goals as futuristic, highlighting the discrepancy-creating process of setting goals as a roadmap for direction and action within the organisation. Colquitt et al. (2019) identified two primary goal-setting theories in organisational psychology: academic and organisational sources. Academic sources can be traced back to the eras of Ryan (1970), Miller, Galanter, and Pribram (1960), Lewin, and the Wurzburg schools of thought. Management by Objectives (MBO) is the organisational source of goal-setting theory, influencing both managers' and employees' performance in workplace settings, dating back to the Scientific Management movement by Frederick W. Taylor (1919-1967) (Colquitt et al. 2019). Goal-setting theory, popularized by psychologists Locke and Latham in the 1960s, suggests that setting workplace goals can enhance employee performance. Other scholars and organisational management theorists including Latham and Yukl (1975 & 1978) greatly supported the theory and have contributed tremendously to expanding the frontiers of the theory within the sphere of organisational management and psychology, and posits that there exists a strong





correlation between setting goals and enhancing performance. Bandura's (1977) social learning theory emphasises goal setting, highlighting the significant influence of environmental and cognitive factors on human behaviour and performance outcomes. Edwin Locke's 1960s work on organisational performance management emphasises the link between setting challenging goals and improving performance. He argues that challenging goals lead to better performance, while easy goals decrease performance and hinder organisational objectives (Lock & Latham, 2006, 2015, and 2020). Debara (2022) explains goal-setting theory, an organisational psychology concept, suggests that clear, specific, and challenging goals are more motivating than vague ones, leading to increased employee success. Therefore, assigning employees with specific, challenging goals leads to higher performance levels than assigning no goals, easy goals, or "do your best" goals (Colquitt et al. 2019; Lunenburg & Lunenburg, 2015). Konstantara and Galanakis (2022) suggest that a positive commitment to achieving goals motivates employees to efficiently deliver services, reducing conflicting objectives. Goal-setting theory connects goals to performance outcomes through four mechanisms: direct attention, stimulating effort, challenging employees, and challenging goals. This emphasizes performance management systems, where organizational goals are carefully formulated and agreed upon by key actors (Daft & Marcic, 2017). Goal setting theory in the workplace improves employee performance by assuming that behaviour reflects conscious goals.

#### **2.14.1 Relevance of the goal setting theory to the study**

Numerous pieces of literature indicate that goal-setting theory significantly enhances the job performance of employees (Debara, 2022; Daft & Marcic, 2017; Lock & Latham, 2006, 2015, 2020). Latham (2004) highlights goal setting as a powerful self-management tool, inspiring individuals to create alternative work purposes and



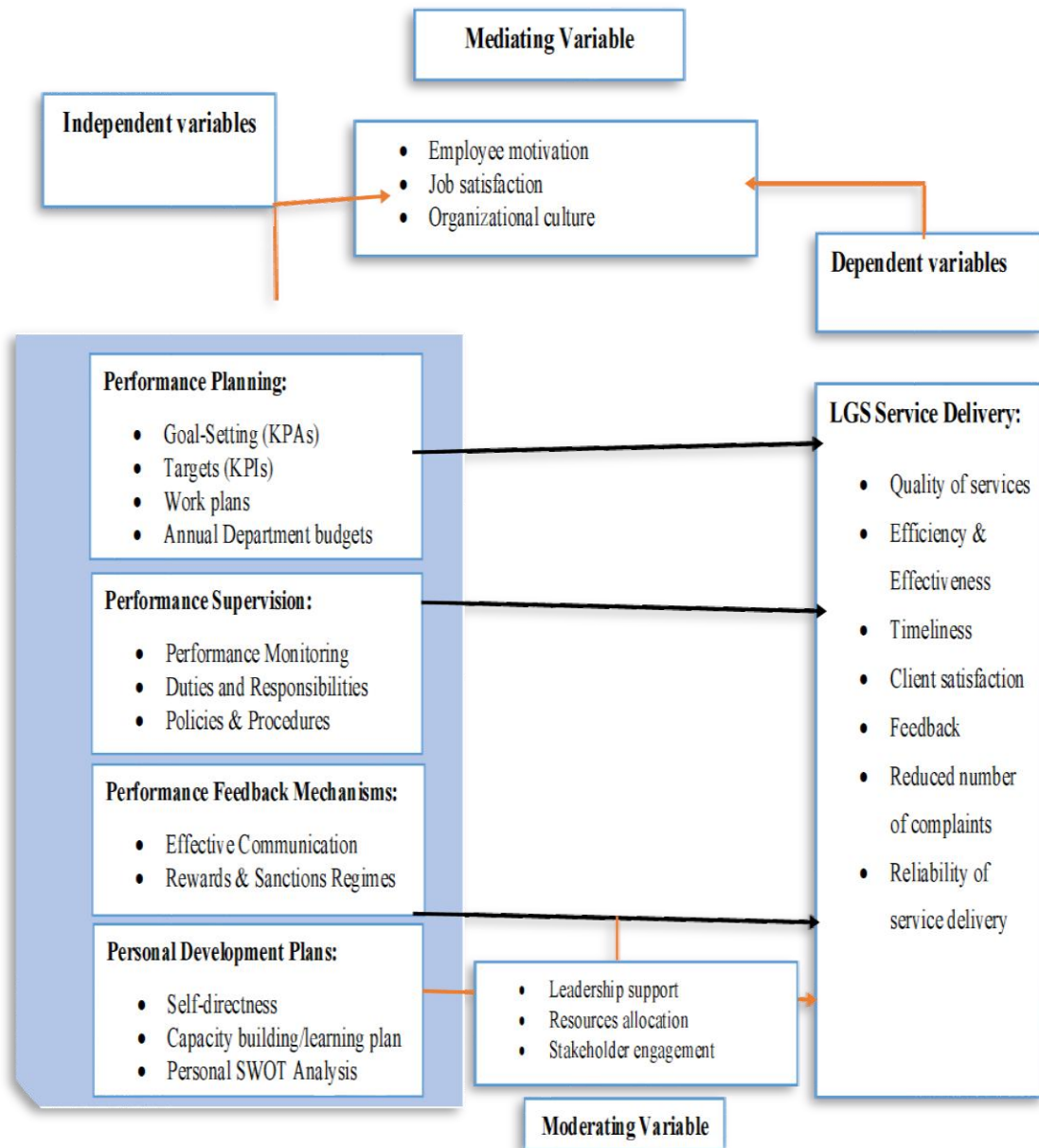
challenges, enabling them to overcome physically demanding tasks. Studies indicate that the most significant effort is put into challenging goals, whether they require cognitive or physical exertion (Latham, 2004). A psychological perspective suggests that an individual's sense of pride stems from their enhanced self-interest, potentially leading to better job opportunities and increased pay over time (Latham, 2004). Performance management systems in Ghana's LG administration, including Performance Contracts and Performance Appraisal, are designed to set clear goals and provide feedback for employee performance assessment and monitoring. The goal-setting theory was chosen as the appropriate theoretical framework for this study due to the following reasons as enumerated below: The Goal setting theory enhances service delivery in the LGS by providing employees and leadership with a common purpose, enabling them to align their work and personal goals with the goals of their respective Assemblies and Departments. The LGS performance management system involves setting individual performance targets that are aligned with employees' Key Performance Areas (KPAs) through work plans. Therefore, adopting the Goal setting encourages employees to create actionable plans, enabling them to create proactive plans to achieve their individual goals promptly, thereby improving service delivery. The PMS involves communication between appraisers (supervisors) and appraisees (staff/employees), adjusting performance indicators, providing formal feedback, and conducting mid-year reviews to verify work progress. Hence, Goals motivate employees to create actionable plans, enabling them to create proactive strategies to achieve set goals and improve service delivery. Through the goal-setting theory, the LGS performance management system evaluates employee performance to identify hardworking staff for rewards and to sanction poorly performed employees in accordance with Local Government Service rules and regulations. The LGS

performance management system involves making decisions on actions such as recognition, reward, training, promotion, career development, counseling, and sanctions. Using the goal-setting theory as a theoretical framework makes it possible to assess employees' performance based on assigned roles and tasks either or externally internally while improving clients and the general public's perceptions of service delivery. Lastly, the theory helps organisational leaders/managers assess/track employees' performance on assigned roles and tasks for effective and efficient service delivery.

### **2.15 Conceptual Framework**

This framework gives an overview of how variables of the study are conceptualised in the research and the relationship between the study variables. Performance management system is the independent variable. Employee motivation plays the intermediate (mediating) role while leadership commitment is the moderating variable and lastly LGS service delivery is the dependent variable. Figure 2.2 diagrammatically presents the conceptual framework below.





**Figure 2.2 shows the relationship between performance management system (Independent variable) and LGS service delivery (Dependent variable).**

**Author's Construction, 2023**

Figure 2.2 shows the relationship between performance management system (Independent variable) and LGS service delivery (Dependent variable). This relationship is moderated by leadership support, resource allocation and stakeholders' engagement in the PM implementation process. PMS was operationalized using four

interconnected dimensions that are: performance planning, performance supervision, performance feedback mechanism and employee personal development plan. The mediating variables were indicated by employee motivation, job satisfaction and organisational culture. Moderating variable conceptualised using leadership support, resource allocation and stakeholder engagement while LGS service delivery was operationalised using quality of services, efficiency and effectiveness, timeliness, client satisfaction, feedback, reduced number of complaints and reliability of service delivery.

## **2.16 Chapter Summary**

This chapter explores the performance management system in local government service, referencing existing literature and incorporating scholarly works in the field of organisational studies. Scholars and researchers have diverse perspectives on the definition of "performance management," first used by Beer and Ruh in their study of the US performance management system in 1976. The literature review indicates that performance management is a well-established concept. The chapter explored the historical development of performance management systems, tracing their origins to the Chinese dynasties (221-206 BC) and Biblical times.

The review analyzed both classical management theories and contemporary theories of performance management systems. The researcher utilized a concentric approach to review the literature on performance management systems from European, American, Asian, and African perspectives. The literature has revealed that contemporary theories emphasize employee development over performance management systems, contrasting classical discussions that focus on large organizations. Also, the contemporary theories of performance systems suggest that people-centric management and rating systems are not mutually exclusive. More so, the chapter



extensively reviewed both empirical and theoretical literature on performance management within the context of Ghana's local government service and service delivery.



## CHAPTER THREE

### RESEARCH METHODOLOGY

#### 3.1 Introduction

This chapter details the research methodology used to examine performance management system in Ghana's LGS and its effects on LGS service delivery. Further, the chapter justifies the pragmatism paradigm as the study's philosophy, discusses the research and design, and provides a justification for its adoption. Lastly, the chapter provides an explanation of data collection techniques, addresses ethical issues, and summarises the various sections presented in the study.

#### 3.2 Profile of the Study Area

The study was conducted in the Upper West Region of Ghana. Geographically, the Region is located in the North Western corner of Ghana. It is bordered to the South and South East by Northern Region, to the North East by Upper East Region and to the North and North West by the Republic of Burkina Faso, and Côte d'Ivoire to the west. It covers a geographical area of 18,476 square kilometers which represents 12.7% of the total land area of Ghana (Population and Housing Census (PHC), 2021). Just like the Upper East Region which was created out of the Northern Region in July 1960, The Upper West Region was also carved out of the then Upper East Region in 1983 to enhance the operationalization of administrative decentralisation (PHC, 2021). The Region comprises the Office of the Upper West Regional Co-ordinating Council and its Regional Decentralised Departments. Similarly, the Region is made up of eleven (11) Municipal and District Assemblies. The five Municipal Assemblies include the Wa Municipal Assembly, the Lawra Municipal Assembly, the Jirapa Municipal Assembly, the Sissala East Municipal Assembly and the Nandom Municipal Assembly. Also, the six District Assemblies are the Sissala West District Assembly, the Lambussie District Assembly, the Nadowli/Kaleo District Assembly,

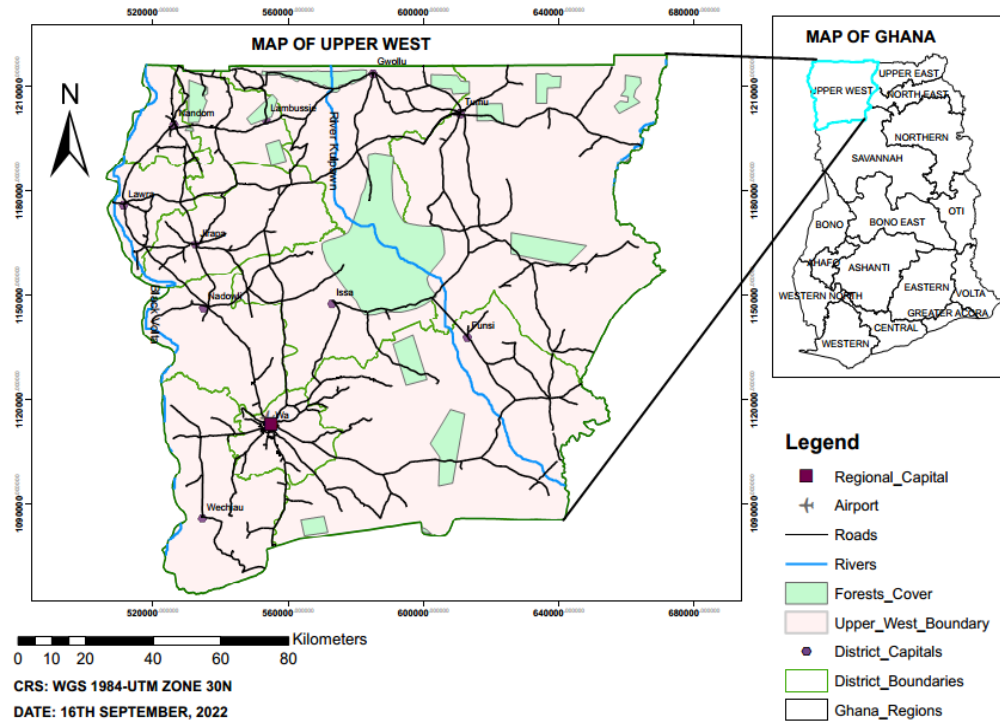




the Wa West District Assembly, the Wa East District Assembly and the Daffiama-Bussie-Issa District Assembly (MLGRD, 2021). The social structure of the Region is made of the following major ethnic groups such as the Dagaaba, Waala and Sissala, and the minority ethnic group includes Lobis, Vaglas, Chakali and Kassenas. There is peaceful co-existence among the ethnic groups as a result of long interaction, intermarriages and religious tolerance (PHC, 2021). The population of the region as enumerated in the 2021 Population and Housing Census (PHC) is 901,502, with 48.84 percent (44,0317) males and 51.15 percent (46,1185) females. The population aged less than 15 years constituted 41.7 percent of the total, while those aged between 15 and 64 constituted 52.3 percent. The rest (6.0%) were persons 65 years and older. The proportion of the urban population was 16.3 percent in 2010. The regional population density was 38.0 persons per square kilometre, an increase from 31.2 persons per sq. km. in 2000. The economy of the region is predominately agrarian, with over 80% of the population engaged in agriculture. This is far above the national average of 45%. A minority of the population engages in other economic activities such as Small-Scale Industry, Trade and Commerce, Tourism, etc. The Region also falls within the guinea savanna area of the country, and Agricultural activities are basically rainfed, and the population depends largely on rainfall to cultivate crops like guinea corn, maize, millet, rice, soya beans, groundnuts, cotton, yam, cowpea, and sorghum. Cattle rearing is another agricultural activity undertaken in the region. While maize, guinea corn and groundnuts are cultivated for domestic consumption - with Guinea corn also used for the pito beverage – cotton and cowpea are mainly produced as cash crops (Ghana Statistical Service, 2021). The most common economic trees are the Shea nuts, dawadawa, baobab and acacia. Economically trees of value exist in all districts, serving as a source of livelihood to the majority of the people. The most common



economic trees are shea, dawadawa, mango, neem, baobab, cashew and teak (Ghana Statistical Service, 2021).



**Figure 3.1: Map showing the study area**

**Source: Author's construct (2022)**

### 3.3 Research Paradigm for the Study

Researchers hold diverse philosophical perspectives on the development of knowledge and its impact on the research process (Saunders, Lewis & Thornhill, 2019). Thomas Kuhn's 1960 book, "The Structure of Scientific Revolution", is considered the first to introduce the concept of paradigm. Kuhn (1970) defines a paradigm as a set of beliefs and principles that explain the nature of science and the way scientific research is conducted within a specific time frame. Research paradigm refers to the general orientations, techniques, and theories that guide the research process, as described by Kaushik and Walsh (2019). Research paradigms, including positivism, post-positivism, constructivism, pragmatism, realism, naturalism, post-



modernism, and critical theory, have been identified by various schools of thought (Ganon, Taheri & Azer, 2021; Creswell & Clark, 2018; Saunders et.al. 2019). Organisational research focuses on positivism and constructivism, with positivism criticized for methodological rigidity, as it views organisations as value-free and cannot be studied like physical sciences whilst, constructivist researchers have been criticized for potential bias in analyzing contextual experiences due to their personal involvement and engagement with research participants (Rabby et al, 2021; Tshabangu, et al, 2020). This study is organisational research aimed at analyzing Ghana's Local Government Service Performance Management System and how the implementation of PMS impacts LGS service delivery. The fact that the research studies complex behaviour among key actors within social settings makes it challenging for the researcher to rely solely on positivism or constructivism paradigms to explain the nature of knowledge and how knowledge can be developed to explain human behavioural patterns within the context of organisations and to draw a logical conclusion due to the complex nature of organisational studies. This study adopts the pragmatism research paradigm, which involves a mixed methods approach, utilizing both quantitative and qualitative techniques for data collection, review, analysis, and interpretation. The pragmatic paradigm was employed for organisational research due to its ability to employ a mix of qualitative and quantitative approaches which allows the researcher to effectively and efficiently address the complex human behavioural patterns within an organisational setting. More so, pragmatism provides an experience-based, action-oriented framework for the study, enabling the researcher to employ various research methods and approaches to answer research questions.



### **3.4 Research Design**

Research design is a comprehensive plan that guides researchers through the entire research process, including data collection, presentation, analysis, and interpretation to address a specific research problem (Saunders et.al. 2019). The study employed a descriptive cross-sectional survey design, which involves collecting data from a specific population at a specific time (Malhotra, 2010). This design is most suitable for pragmatic philosophy due to its ability to conduct both quantitative and qualitative analysis within a very short time (Saunders et.al. 2019; Creswell & Creswell, 2018). The cross-sectional design necessitated the use of a mixed-method research strategy which enables the researcher to concurrently collect, review, analyze, and interpret both quantitative and qualitative data to answer the researcher's questions and draw logical conclusions in the study. The researcher used the strengths of both quantitative and qualitative research methods to counteract the weaknesses of each approach. Bhattacharjee (2012) and Youngs & Piggot-Irvine (2012) argue that the mixed methods research approach offers researchers more comprehensive solutions to the research problem. The mixed methods approach enhances data validity and reliability through data triangulation (Saunders et.al. 2019; Creswell & Creswell, 2018). However, combining both the quantitative and qualitative research approaches or strategies in a single study can be challenging and time-consuming, and also researchers need to develop a good and balanced understanding of how to employ both quantitative and qualitative research methodologies in a single study (Creswell & Plano-Clark, 2011).

### **3.5 Population and Sampling**

Bhattacharjee (2012) defines sampling as the statistical procedure of selecting a subset of a population of interest for observation and statistical inference. Saunders et. al. (2019) suggests that researchers can make a fair generalization of study results by

selecting units from their target population. The sampling process involves four stages: site determination, target population definition, sampling frame selection, and study sampling technique (Bhattacharjee, 2012).

### **3.5.1 Sample Site Determination**

The study was conducted in the Upper West Region, encompassing the Regional Co-ordinating Council, Regional Decentralised Departments, and eleven Municipal and District Assemblies of the Local Government Service. The study employed the convenience sampling method to select a region from the sixteen (16) Administrative Regions of Ghana for analysis. The study area was purposively selected due to the continued poor performance in implementing Key Performance Areas (KPAs) of the Performance Management System, particularly Performance Contracts, from 2015 to 2022. The study area enabled the researcher to analyze the region's subpar performance and suggest measures to enhance the performance of the various Municipal/District Assemblies and departments in the Region, secondly, the study area was chosen due to the researcher's familiarity with the geo-political, social, and economic terrain, allowing easy access to the study area and its research participants, lastly, the researcher faced resource constraints, making it challenging to cover the entire country, so the Upper West Region was chosen for the study.

### **3.5.2 Target population**

Saunders et al. (2019) define the target population as the entire group of individuals or objects that researchers use to make generalizations and draw logical conclusions in scientific research. The target population, as defined by Creswell & Creswell (2018), comprises individuals with shared identifiable characteristics. The study surveyed all Upper West Region local government service employees, including those in the Regional Co-ordinating Council, Regional Decentralized Departments, and the eleven



Municipal and District Assemblies. These are key stakeholders in local government service administration who play a crucial role in the implementation of government and development partners' policies, projects, and programmes, including the management and implementation of the performance management systems in the various Municipal/District Assemblies and departments in the Region. The study population covers 1,309 employees in the study area, including various job categories, classes, grades, and positions of Local Government Service, as per the October, 2022 Staff Nominal Roll of the UWRCC, and the eleven Municipal/District Assemblies in the Region.

### **3.5.3 Sample size determination**

Sample size determination is the process of determining the number of respondents in a sample, based on the data analysis plan of a study (Saunders et.al, 2019). A sample of 306 employees was chosen from a total of 1,309 employees across different cadres. The sample size was selected with a 95% confidence level and 0.05 margin of error, indicating a 95/100 chance that it accurately represents the actual population. Slovin's sample calculation formula (Amin, 2005) was used to determine the sample size, as the population size was known, as shown below:

$$n = \frac{N}{1 + (Ne^2)}$$

Whereby:

n = number of samples

N = total population

e = error margin/margin of error (0.05)



$$n = \frac{1309}{1 + (1309 * 0.05^2)}$$

$$n = \frac{1309}{1 + (1309 * 0.0025)}$$

$$n = \frac{1309}{1 + 3.2725}$$

$$n = \frac{1309}{4.2725}$$

$$n = 306$$

Regarding the qualitative study, a sample size of twenty-two (22) Key informants, including one (1) Chief Director, eleven (11) Municipal and District Co-ordinating Directors, and ten (10) Heads of Regional Decentralized Departments, were purposively selected. Hence, the study had a total sample size of 328 respondents.

#### **3.5.4 Sampling procedure and techniques**

The study employed a combination of purposive and simple random sampling techniques. Purposive or judgmental sampling is a deliberate selection of study units to reflect specific features, as described by Ritchie et al. (2014). The purposive sampling technique was employed to select Key Informants, including the Chief/Regional Co-ordinating Director, Regional Heads of Decentralised Departments, and Municipal and District Co-ordinating Directors. The respondents were chosen based on their personal profiles, positions, and experiences in Ghana's Local Government administration using the purposive sampling technique. Secondly, they were purposively selected because they possess the requisite knowledge and understanding of the study's central themes, and are also, responsible for monitoring, supervising and evaluating the performance management system implementation in



the Region. They were accessible and willing to share their vast knowledge and understanding of Ghana's LG administration and the performance management system in particular. The study also employed a simple random sampling strategy to randomly select respondents from the various job cadres of the LGS. By applying the simple random sampling strategy, each and every employee, except the key informants was assigned a unique number (code) within each cadre by using the LGS Human Resource Management Information System Software (HRMIS), 2014).

**Table 3.1: Sample distribution of respondents in the various cadres**

No	Job Title/Grade/Class of Respondents	Target population	Estimated sample size	Sample size percentage (%)
1	Administration	71	21	5.4
2	Development Planning	85	23	6.5
3	Budget	67	19	5.1
4	Human Resource Management	28	12	2.1
	MIS/IT	09	03	0.7
5	Internal Audit	62	17	4.7
6	Procurement/Supply	14	07	1.1
7				
8	Works/Engineering	91	26	7.0
9	Environmental Health and Sanitation	218	49	16.7
10	Social Welfare & Community Development	113	31	8.6
11	Revenue	29	09	2.2
12	Agriculture	198	45	15.1
13	Physical Planning	21	08	1.6
14	Statisticians	11	04	0.8





15	Records Management	16	05	1.2
16	Executive	31	06	2.4
17	Secretarial	38	06	2.9
18	Transport/Drivers	39	06	2.7
19	Catering/Stewards	29	04	2.2
20	Junior Support Staff	138	05	10.5
<b>Total</b>		<b>1,309</b>	<b>306</b>	<b>100</b>

**Source: Author's construct (2023)**

### **3.6 Data Sources**

The study adopted an integrated approach to collecting data to align with the pragmatism paradigm. Two main resources of data collection can be identified. These include primary and secondary data sources (Creswell & Plano Clark, 2018). The primary data was collected from various employees at different levels of the LGS through interviews and survey questionnaires. Secondary data was gathered from academic literature (magazines, periodicals, journals monographs, thesis, and books), Act of Parliament and the 1992 Constitution, Ministry of Local Government and Rural Development bulletins, Ghana Statistical Service reports, LGS Annual Performance Management evaluation reports, and other relevant documents and protocols. The researcher utilized secondary sources to gain a comprehensive understanding of the conceptual and theoretical frameworks that underpin the interpretation of primary data from respondents.

### **3.7 Data Collection Methods/Techniques**

The study collected both quantitative and qualitative data. The questionnaire method was employed to collect quantitative data from all employees of various Local



Government Service cadres, except for key informants. The survey questionnaire method efficiently collected large-scale information from a large sample of respondents, utilizing their relevant competencies and knowledge in the LGS performance management system, thereby reducing time and resource consumption. In the same vein, interview methods were employed to gather qualitative data from key informants about Ghana's LG administration and the LGS performance management system. Open-ended questions were used to gather information from key informants, including the Chief Director, Municipal and District Co-ordinating Directors, and Regional Heads of Decentralised, providing a comprehensive understanding of the study.

### **3.8 Data Collection Instruments/Tools**

Data collection techniques involve using specific tools and methods to gather relevant data to explain a research problem within a specific time frame (McKittrick, 2021; Patricia, et. al., 2021). Research instruments are tools used by researchers to measure concepts of interest in a study, facilitating data collection (Jevnaker & Olaisen, 2022). The study employed various data collection methods such as survey questionnaires, in-depth interviews, observations, and document analysis.

#### **3.8.1 Survey questionnaires**

The study administered 306 closed-ended and open-ended questionnaires to gather data from respondents of various job categories and levels, ensuring a comprehensive analysis. The questionnaires were divided into five main sections. Section 'A' asked respondents to provide personal data such as age, gender, education level, marital status, and years of work in the LGS. Section 'B' included statements and questions regarding respondents' knowledge and understanding of Ghana's LGS administration. Section 'C' delved into the respondents' knowledge and understanding of Ghana's LGS



performance management system while Section 'D' addresses the impact of the implementation of the LGS performance management systems on the delivery of Local Government Services and lastly, Section 'E' addressed the implementation challenges of the performance management system in the LGS in Ghana. In administering the questionnaires, respondents were asked to rate questions on a scale by ticking appropriate answers and filling in black spaces with correct answers. Due to the simple, flexible nature of survey questionnaires, respondents in the categories of top management and middle management were allowed to complete the questionnaires by themselves and return them later to the field officers. This gave them ample time to complete the questionnaires at their own convenience, and this was done without any hindrances.

### **3.8.2 In-depth interviews**

The researcher utilized a semi-structured interview guide to gather insights from key informants, including bureaucratic elites and top-management staff such as the RCD/CD, MDCDs and Regional Heads of Decentralised Departments. These key informants play a crucial role in the implementation of the LGS performance management system. In conducting the interviews, the researcher ensured an ethical and relaxed atmosphere during interviews by scheduling the time, date, and venue carefully, along with personal contact with the key informants. The researcher spent 45 minutes to one hour conducting interviews with each key informant which was successful in achieving the study goals and objectives. Field notes were taken with the respondents' consent and recorded in the field notebook. Audio recording was used in some instances to document interviews, with the consent of the respondents. The researcher and respondents reviewed the collected data to ensure it accurately represented the views, thoughts, feelings, and behaviours of the respondents, allowing



clarification of doubts (Clapham, et.al. 2018). Then the field notes and tape recordings were transcribed verbatim for interpretation and analysis which enabled the researcher to maintain credibility, competence, and trustworthiness in the study through this process (Voss, Tsikriktsis & Frohlich, 2018). The researcher employed value-inquiring questioning techniques like descriptive, probing, and demographic questions to gather relevant information from respondents, ensuring valid and reliable data collection from the key informants.

### **3.8.3 Document analysis**

The study utilized document analysis to gather relevant data from printed and electronic sources, allowing for the collection of traces of events beyond respondents' opinions, as these are secondary data sources (Flick, 2018). The researcher critically examined academic and non-academic documents on Ghana's LGS performance management system, collecting a catalog of files, statistical records, official proceedings, and images for analysis. Similarly, the analysis of minutes of meetings, progress reports, annual performance management evaluation reports, audit reports, and other protocols of the LGS was meticulously analyzed. Also, personal interviews were conducted to obtain clarification on these documents. Document analysis enhances the study's trustworthiness and credibility by serving as a complementary data collection method that cross-validates other instruments which also, mitigates researcher biases during the study's collection, analysis, and interpretation phases (Flick, 2018; Bloomberg & Volpe, 2016).

### **3.8.4 The Observation Methods**

The study adopted observation as a data collection method, with an observation checklist being created to guide the process. The checklist outlines key events, activities, programmes, projects, and policies of the LGS administration and



performance management system. The observational method was used to gather detailed data on office space, logistics, and infrastructural development in various MMDAs, including roads, schools, hospitals, and portable water supply. This data collection technique was used to collect data on environment and sanitation, landscaping, and waste management methods in the Assemblies which helps the researcher validate data from survey questionnaires and interviews (Agba & James, 2022). By using the observational data collection strategy, the researcher was able to actively participate and observe General Assembly meetings and staff durbars to record key deliberative and legislative procedures, enabling effective interpretation and harmonization of data gathered from survey questionnaires and interviews.

### **3.9 Pilot study**

A pilot study was conducted to test data collection instruments on a small sample, ensuring their validity and reliability before they were administered to respondents. The pilot study underwent necessary amendments and improvements to data collection instruments, focusing on relevant population members, but not those included in the final sample. A pilot study selected 32 respondents, including 7 top managers, 17 middle managers, and 8 junior supporting staff, using a combination of structure and random sampling techniques. These respondents were chosen from four Municipal/District Assemblies and the UWRCC. These Assemblies include Nandom Municipal Assembly, Wa Municipal Assembly, Wa East District Assembly and Sissala West District Assembly. The respondents from the UWRCC were purposively selected because of the unique role it performs in the LGS performance management process by co-ordinating, monitoring, supervising and offering technical backstopping to Assemblies in the implementation of the PMS. The other respondents were randomly selected. The study excluded pilot study respondents due to potential



influence on data and study outcomes due to their participation in the main study. Tichapondwa (2013) recommends using a sample of identical characteristics and attributes to conduct a pilot study, as they are part of the population but not the sample. The respondents were chosen due to their similar characteristics to those in the actual study (Phellas, Bloch & Seale, 2012; Turner, 2010).

### **3.10 Data Management, Processing and Analysis**

Locke, et.al. (2020) define data analysis as the methods used by researchers to describe facts, detect patterns, develop explanations, and test hypotheses. Data quality assurance, statistical data analysis, modeling, and interpretation of results are all essential aspects of this process (Creswell & Creswell, 2018). A data entry spreadsheet was created using Statistical Package for the Social Sciences (SPSS) version 25 prior to the data collection exercise for the purpose of entering and analyzing quantitative data. Also, daily review meetings were held with research assistants to discuss field experiences and ensure questionnaires were edited before being handed over to the researcher. Key informants' data was documented in notebooks and recorded devices. The data was then transcribed and typed into a Word document from notebooks. The qualitative data was categorized into themes to prepare for the integration with the quantitative data.

#### **3.10.1 Quantitative data analysis**

The quantitative data was analyzed using the Statistical Package for Social Science (SPSS), Windows version 25, as per Orodho et.al. (2016). The SPSS software simplifies data entry, cleaning, and synchronization, providing high-quality graphics and tabulation components for valid and reliable data analysis and interpretation (Morgan et.al. 2019). Descriptive statistics, including charts, tables, percentages, means, grand means, and standard deviation, were used to assess trends, explain





research questions, and arrive at logical conclusions. The following steps were employed to analyze the quantitative data. Firstly, the survey questionnaire was organized and validated to ensure the data collected complied with pre-set standards for data collection procedures. Secondly, the data was edited to ensure its usefulness, accuracy, coherence, and consistency with research questions, which positively impacts the quality of data analysis and interpretation. After the editing, the data was then coded whereby the non-numerical information was categorized into meaningful groups. More so, numerical codes were assigned to different groups using an Excel spreadsheet, enabling data conversion and measurement comparisons (Goedhart, 2021). Coding aims to eliminate unsuitable data, ambiguous answer interpretations, and inconsistent data while simplifying the creation of appropriate data structures for computer input, lastly, the data was analyzed and presented using the SPSS system after coding the variables. These procedures enabled the researcher to effectively organize data using a procedure that combined tabulated and graphical descriptions (Burckhardt, et. al, 2021). Both descriptive and inferential statistics, among other statistical instruments, were employed to display frequencies, distributions, comparisons, and relationships. Regarding the quantitative data, respondents were asked to respond to the survey questions which are in a statement form and to rate the extent to which they agree or disagree with the statements on the Likert scale of 5 ratings whereby: SA=Strongly agree, A=Agree, NS=Not sure, D=Disagree, SD=Strongly Disagree. This gave a holistic picture of the nature of the performance management system in the study.

### **3.10.2 Qualitative data analysis**

Qualitative data was analyzed manually. Data captured through audio recordings were transcribed. The researcher adopted the following interrelated steps in analyzing the



qualitative data. First, data captured in the field notebook and audio recordings were carefully transcribed and sorted into themes with similar patterns and specific content. Secondly, all testimonies and narratives generated from the key informant interviews were quoted verbatim but anonymized according to best research practice. Thirdly, the study collected qualitative data from the key informants on Ghana's LG administration and PMS, including its nature and practices, LGS performance management implementation and organizational decision-making process, the LGS performance management system strategies/techniques, the impact of the LGS performance management on service delivery, the LGS performance management system implementation challenges, and ways to improve the PMS in Ghana's LG administration. Lastly, interview responses, common themes, patterns, and trends were extracted and presented, along with key quotes and testimonies, making them anonymous to maintain respondents' confidentiality. Thematic analysis was chosen for this study due to its flexibility and accessibility, making it suitable for those new to qualitative research, and offering a systematic and logical method for analyzing extensive data collected through interviews and other qualitative methods. (Saunders et.al. 2019). Since this study involved a larger population which have their individual views about organizational performance management system, the thematic data analysis strategy was suitable for this study as it enabled the researcher to carry out rich descriptions and detailed explanations of the various perspectives of the key actors including employees, management and government in the implementation of the performance management system.

### **3.11 Validity and Reliability of Research Instruments**

Validity and reliability are key research quality evaluation concepts, assessing the accuracy and consistency of a method, technique, or test in measuring a specific



phenomenon. Therefore, validity and reliability are crucial in research design, method planning, and presenting results and findings (Middleton, 2022).

### **3.11.1 Validity of research instruments**

Scientific research instruments have various forms of validity to ensure accurate measurement of a phenomenon. This research addressed validity issues by employing triangulation, a method that involves utilizing multiple sources to enhance the study's rigour. The validity of the questionnaires was established by providing the instruments to academic supervisors, lecturers, and experts for review and modification as needed. Also, the researcher obtained consent from respondents, reviewed interview tapes after each session, and read out transcripts to ensure study validity. More so, the construct validity method was employed to measure respondents' understanding of LGS performance management system implementation, thereby validating data collection instruments through individual opinions comparison (Mayer, 2020). Furthermore, the study criterion validity ensures the validity of the data collection protocols which allows the researcher to assess the effectiveness of the LGS performance management system in enhancing service delivery (Middleton, 2022).

### **3.11.2 Reliability of Research Instruments**

Reliability refers to the consistency, stability, and repeatability of the informant's accounts and the accuracy of the investigators' collection and recording of information (Saunders et.al. 2018). Reliability refers to a research method's ability to consistently produce consistent results over repeated testing periods (Don-Solomon & Kuroakegha, 2018). Therefore, reliability ensures stable and consistent instrument scores, nearly identical when administered multiple times, and consistent across different times (Cohen et al., 2016). The study's reliability was ensured through



rigorous pilot testing of the survey questionnaire and interview survey, resulting in nearly identical results from various respondents. A total of 32 respondents representing 10% of the sample size were considered for the study, and also, the study used Cronbach's Alpha, with an acceptable alpha coefficient of 0.70, which is commonly used to measure instrument reliability in research studies (Karatepe & Olugbade, 2016).

### **3.12 Ethical Considerations**

Cavan (1977) defines ethics as principled sensitivity to others' rights, emphasizing that respect for human dignity is better than truth. Therefore, researchers are obligated to safeguard human rights, provide guidance, and oversee the interest of respondents in a study. The ethical standards for research include informed consent, privacy and confidentiality, accuracy and plagiarism. The researcher obtained an introductory letter from the University for Development Studies for data collection. Also, each respondent was informed about their ethical approval prior to data collection and the data collection process was conducted in compliance with all ethical requirements. Furthermore, the research participants received an information sheet outlining the research's purpose, objectives, and rights, ensuring they understood the rationale before signing the content form and respecting privacy and confidentiality. More so, Respondents were given the freedom to voluntarily participate in the research process and have the option to exit if they choose to do so, and in effect, participants were informed that answering and returning the questionnaire assumed their consent to participate in the study. Again, participants were not required to provide their names on the questionnaire, and data was coded to maintain anonymity and confidentiality throughout the research process. Similarly, participants in interviews were guaranteed anonymity and confidentiality, with data including job designation and name of



Assembly and department coded and not disclosed in any way that could identify them. In addition, the research participants were ensured that the collected data was exclusively used for academic research to fulfill the requirements of a PhD thesis, as stated in the study objectives. Even though the researcher worked with the Local Government Service for some time, that did not influence his sense of analysis, judgment and outcome of the study due to the strict application of these research ethical standards ensured confidence in respondents, resulting in accurate, valid, reliable, and nonbiased responses from both survey participants and key informants. In conclusion, all cited sources were duly referenced, and the final plagiarism test was carried out in line with the University's policy.

### **3.13 Chapter Summary**

The study investigates the effectiveness of the Local Government Service (LGS) in Ghana, specifically its impact on service delivery in the Upper West Region. The study utilized a mixed methods approach, combining quantitative and qualitative techniques to arrive at a logical conclusion. The study was conducted using the pragmatism paradigm due to the nature of the research questions. The study adopted a descriptive survey design and multiple-stage sampling techniques to select respondents. More so, the study utilized both quantitative and qualitative data collection methods to gather information from 328 respondents and analyzed the data for logical conclusions. Lastly, the research strictly adhered to ethical considerations, enhancing participation and motivating respondents to provide valid, reliable, and balanced answers to survey questionnaires and interview guides.



## CHAPTER FOUR

### THE NATURE AND PRACTICES OF GHANA'S LGS PERFORMANCE MANAGEMENT SYSTEM

#### 4.1 Introduction

The chapter discusses the demographic characteristics of respondents and the response rate for both survey questionnaires and key informants' interviews. Also, the chapter explores Ghana's LGS performance management system, focusing on respondents' views on the design and implementation of a PM policy framework and the involvement of stakeholders in the preparation of the framework. More so, respondents were surveyed on the operationalization/implementation and functional roles of various stakeholders in the LGS performance management system. More so, the views of respondents were assessed as to whether or not the LGS performance management system has well-defined performance targets and, lastly, whether or not the achievement of employee performance targets is used as a performance improvement measure in Ghana's LG administration.

#### 4.2 Basic Demographic/Characteristics of Sampled Respondents

This section of the study presents information on respondents' backgrounds that was considered crucial for discussions. These include the age, gender, educational level, number of years of work experience and position of the respondents as summarized in Table 4.1 below.



**Table 4.1: Demographic characteristics of respondents**

No.	Demographic Factors	Frequency (N)	Percentage (%)	Valid Percentage (V.%)	Cumulative Percent (C.P)
<b>1</b>	<b>Gender of Respondents</b>				
1	Male	205	70	70	70
2	Female	89	30	30	100
	<b>Total</b>	<b>294</b>	<b>100</b>	<b>100</b>	
<b>2</b>	<b>Age</b>				
1	20-29	81	27.6	27.6	27.6
2	30-39	120	40.6	40.6	68.2
3	40-49	92	31.3	31.3	99.5
	50-59	1	0.3	0.3	<b>100.0</b>
	<b>Total</b>	<b>294</b>	<b>100</b>	<b>100</b>	
<b>3</b>	<b>Educational Level</b>				
1	Master's Degree	62	21.1	21.1	21.1
2	First Degree	139	47.3	47.3	68.4
3	Diploma/Certificate	72	24.5	24.5	92.9
4	Secondary Education	21	7.1	7.1	<b>100.0</b>
	<b>Total</b>	<b>294</b>	<b>100.0</b>	<b>100.0</b>	
<b>4</b>	<b>Work Experience</b>				
1	below 5 years	102	34.7	34.7	34.7
2	6-10 years	67	22.8	22.8	57.5
3	11-15 years	54	18.4	18.4	75.9
4	16-20 years	41	13.9	13.9	89.8
5	over 20 years	30	10.2	10.2	<b>100.0</b>
	<b>Total</b>	<b>294</b>	<b>100.0</b>	<b>100.0</b>	
<b>5</b>	<b>Position in the Service</b>				
1	Top Management	53	18.0	18.0	18.0
2	Middle Management	155	52.7	52.7	70.7
3	Junior Supporting Staff	86	29.3	29.3	<b>100.0</b>
	<b>Total</b>	<b>294</b>	<b>100</b>	<b>100.0</b>	

**Source: Field Survey, 2023 (294).**

Table 4.1 presents the demographic profile of respondents in the study. A total number of 294 respondents' bio-data was identified, namely, gender, age, educational levels, work experience, and job position of the respondents. Out of the total number





of 294 respondents, 205 (70%) were male and 89 (30%) were female. This reflects male dominance in Ghana's local government service in the Upper West Region and Ghana at large. Regarding respondents' information on age groups, the results indicate that the majority of the respondents, 120/294 (40.6%), were in the 30 to 39 age brackets, followed by 40 to 49, who were 92 (31.3%). In the same vein, 81 (27.6%) of the respondents were in the 20 to 29 age brackets, while only one (0.3%) respondent was within the age range of 50 and 59 years. The results showed that the Upper West Region Local Government Service has a young workforce, with most mid-career and economically productive individuals, with a few nearing compulsory retirement ages.

In terms of educational qualification, a greater proportion of 139/294 (47.3%) of respondents obtained bachelor's degrees in various academic fields of study. Also, 72 (24.5%) of respondents obtained diplomas and certificates in various academic disciplines, while 62 (21.1%) of respondents had master's degrees in various academic fields of study, and only 21 (7.1%) of the respondents had secondary education. However, none of the respondents who completed the survey questionnaires had obtained a PhD in any academic field of study. This shows that most employees have academic and professional qualifications, enabling them to progress in LGS Upper West Region. Their good educational background allows them to easily answer survey questionnaires.

More so, a total of 102/294 (34.7%) of respondents had worked in the LGS in the Upper West Region for 5 years and below, while 67 (22.8%) of respondents have worked in the region for a period of 6 to 10 years. Similarly, 54(18.4%) of respondents have worked with the LGS in the Region for a period of 11 and 15 years, whereas, 41(13.9%) of respondents had 16 to 20 years of work experience in the



Local Government Service while 30 (10.2%) of respondents had an extensive work experience of over 20 years in the Local Government Service. The results, therefore, suggest that most respondents in the Upper West Region's LGS cadres have extensive experience, enhancing their knowledge of LG administration and performance management systems, thereby providing relevant information for the research. Lastly, the results indicate that the majority of the respondents 155/294 (52.7%) fall in the category of Middle Management job position, followed by 86 (29.3%) of the respondents were Junior Supporting Staff while the remaining 53/294 (18.0%) were in the Top Management positions in the Local Government in the Upper West Region. This showed that Ghana's LGS has over the years recruited many employees into the professional and sub-professional cadres. The results also illustrate that the majority of senior staff members are knowledgeable about the LGS performance management system and their roles in implementing performance targets effectively.

#### **4.3 Background Information for Key Informants**

A total number of twenty-two (22) key informants were purposively sampled for interviews. These include the Chief Director, eleven (11) Municipal and District Coordinating Directors, and ten (10) regional heads of decentralized departments. Out of the total number of 22 key informants, a total of 19/22 (86%) of them returned the informed consent forms and were successfully contacted and interviewed for the study.

In terms of gender composition, 13 (68%) of the key informants were male, while 6 (32%) of the key informants were female. With regard to educational qualification, all 19 interviewees hold at least a bachelor's degree. Also, 18 out of the 19 interviewees had master's degrees and other relevant professional qualifications. It is, therefore, clear that all the respondents, well-educated and knowledgeable about key issues in



LG administration and performance management, provided concrete responses to the interview question, enhancing the study's effectiveness. Furthermore, the study analyzed information on the working experience of the key informants. These include the number of years they have worked with the local government service. More so, the number of years of interviewees in leadership positions of their respective assemblies and departments was analyzed.

The results reveal that all respondents have worked for fifteen (15) and above years in the local government service while the minority, 5(26.0%) of respondents have continuously worked in their current stations for five (5) years, whereas, the overwhelming majority 14(74.0%) of respondents have continuously worked on their current station for a period of one to five years as per the local government service postings and transfers policy guidelines whereby senior and top management employees cannot stay at a particular work environment for more than five (5) years. It is worth mentioning that the number of years an employee retains in particular employment enhances or attests to his/her level of experience and familiarity with the work environment and organizational culture, which is vital in ensuring the effective implementation of the organization's strategic goal for enhanced service delivery.

#### **4.4 Response Rate**

In every scientific research, participants' willingness to actively participate is crucial, and researchers should foster healthy social interactions to minimize barriers like interests, psychological predispositions, and obligations (Creswell & Creswell, 2018).

##### **4.4.1 Response rate for survey questionnaires**

The Survey questionnaires were administered between January and February, 2023. In all, a total of 306 questionnaires were duly administered, and out of this number, 294



were appropriately completed and retrieved from the research participants. Table 3.2 below shows a summary of the response rate of the survey questionnaires in the study.

**Table 4.2: Survey Questionnaire Return Rate**

<b>Respondent</b>	<b>Expected</b>	<b>Actual</b>	<b>Percentage (%)</b>
Administration	19	18	86
Social Welfare & Community Development	16	16	100
Revenue	9	5	56
Agriculture	22	19	86
Physical Planning	13	12	92
Statisticians	4	2	50
Records	20	19	95
Executive	11	11	100
Secretarial	13	13	100
Transport/Drivers	18	18	100
Catering/Stewards	9	9	100
Development Planning	28	28	100
Finance	18	18	100
Technical	8	8	100
Budget	13	13	100
HRM	12	12	100
MIS	5	5	100
Internal Audit	23	23	100
Procurement/Supply	14	14	100
Works/Engineering	21	21	100
Environmental Health & Sanitation	10	10	100
<b>Total</b>	<b>306</b>	<b>294</b>	<b>96%</b>

**Source: Field Survey, 2023 (N=294)**

The results in Table 4.2 indicate a 96% return rate for the questionnaires, which is considered to be very good since it is above the threshold of 70% as asserted by



Babbie (2018), which can conveniently be used to conduct meaningful analyses of the research data for a logical conclusion.

These results suggest that the respondents showed high interest in Ghana's LG administration and performance management system, indicating collective responsibility for effective implementation in assemblies, departments, and units within local government service. For this reason, the research problem's practical relevance motivated participants, and the high response rate ensures a representative sample, minimizing biases and ensuring the reliability of the study results.

Despite a high questionnaire return rate of 294 respondents, 4% of the target population, including 12 respondents, did not return their questionnaires. Some factors could have contributed to this phenomenon, which could be a result of low knowledge of some employees on performance management systems, which may affect their appreciation of research questions and survey questionnaires. Also, the questionnaire's detailed nature may have discouraged some respondents, possibly due to work pressure, busy schedules, or lack of interest in the study, resulting in their failure to complete the survey. However, this did not affect the research findings' outcome due to the high return rate above 70%, which is considered appropriate for every scientific data analysis (Babbie, 2018). In summary, the high response rate of questionnaires indicates a high level of interest among respondents in the research process, indicating their keenness to share their perspectives on PMS in Ghana's LG administration.

#### **4.4.2 Response rate of key informants' interview**

With regard to the key informants' interviews, out of the total number of 22 respondents sampled, 19(86%) of them were successfully contacted and interviewed as indicated in Table 4.3 below.



**Table 4.3: Key Informants Interview Return Rate**

<b>Respondent</b>	<b>Expected</b>	<b>Actual</b>	<b>Percentage (%)</b>
Chief Director	1	1	100
Municipal/District Co-ordinating Directors	11	11	100
Head of Regional Decentralised Department	10	7	70
<b>Total</b>	<b>22</b>	<b>19</b>	<b>86%</b>

**Source: Field Survey, 2023 (N=294)**

Table 4.3 indicates that an overwhelming majority (86%) of the key informants took part in the interview sessions. This high level of participation of the key informants in this study is very important because they possess remarkable knowledge and understanding of Ghana's LG performance management system, which will enable them to share their expertise in addressing the research questions. This enables them to provide relevant information that explains the research questions. Generally, the response rate for both the quantitative and qualitative data collection was very good and covered the scope of the study, which can positively impact the outcome of the research findings.

#### **4.5 Nature and Practices of Ghana's LGS Performance Management System.**

This section of the study conducts an extensive assessment of the nature and practices of Ghana's LGS performance management system by examining the following thematic areas: the operationalization of the PMS, stakeholders' involvement in the designing of the PM policy framework, the roles and responsibilities of the key actors in the implementation of the PMS, and the various elements of the PMS. The quantitative results were analyzed by using descriptive statistics as shown in Table 4.4



below. On the other hand, the qualitative results were presented through verbatim transcription of key informants' interview responses, categorized into various themes.

**Table 4.4: Nature and Practices of Ghana's LGS Performance Management**

**System**

<b>Statement</b>	<b>SA (%)</b>	<b>A (%)</b>	<b>NS (%)</b>	<b>D (%)</b>	<b>SD (%)</b>	<b>Mean</b>	<b>Std. Deviation</b>
<b>The LGS has put in place a performance management system.</b>	15.3	55.8	15.0	9.5	4.4	2.3197	0.9913
<b>The necessary stakeholders are involved in the implementation of the LGS performance management system.</b>	44.2	23.1	16.7	10.2	5.8	2.1020	1.2378
<b>The LGS performance management system is operationalized through Performance Contracts (PCs) and Performance Appraisal (PAs) system.</b>	48.0	21.4	14.3	10.2	6.1	2.0510	1.2587
<b>The PCs are signed between the Regional Minister and Regional Co-ordinating Directors and between the Municipal and District Chief Executives and Municipal and District Co-ordinating Directors, and the PAs are signed by all other staff.</b>	48.0	21.4	13.3	12.2	3.7	1.9966	1.2072
<b>The performance management system has aligned employee's performance targets with the assemblies'</b>	53.4	24.5	10.9	6.1	5.1	1.8503	1.1529



goals.							
The achievement of employee's performance targets can be used as a performance measure of the assemblies.	44.9	27.	10.9	12.9	3.4	2.0204	1.1769

Source: Field Survey, 2023 (N=294)

SA=Strongly Agree, A=Agree, NS=Not Sure, D=Disagree, SD=Strongly Disagree

The results in Table 4.4 show that 15.3% and 55.8% of respondents strongly agreed and agreed, respectively, with the statement that the LGS has a performance management system, while 9.5% and 4.4%, respectively, disagreed and strongly disagreed with the assertion, whereas 15.0% of respondents were not sure about the statement. The results show a mean value of 2.3197 and a standard deviation of 0.9913. Also, 44.2% and 23.1% of respondents strongly agreed and agreed, respectively, that the necessary stakeholders were involved in the implementation of the LGS performance management system, while 10.2% and 5.8% of respondents disagreed and strongly disagreed with the assertion, and 16.7% of respondents were in decisions about the statement. The results show a mean value of 2.1020 and a standard deviation of 1.2378. Additionally, 48.0% and 21.4% of respondents, respectively, strongly agreed and agreed that the LGS performance management system is implemented through two performance instruments, i.e., Performance Contracts (PCs) and the Performance Appraisal (PAs) system. On the contrary, 10.2% and 6.1% of respondents, respectively, disagreed and strongly disagreed with the statement, while 14.3% of respondents were not sure about the statement. The results reflect a mean value of 2.0510 with a standard deviation of 1.2587. Also, the results reveal that 48.0% and 21.4% of respondents strongly agreed and agreed, respectively,





that the PCs are signed between the regional minister and regional coordinating directors and between the municipal and district chief executives and municipal and district coordinating directors, and the PAs are signed by all other staff. On the other hand, 12.2% and 3.7% of respondents disagreed and strongly disagreed with the statement, while 13.3% of respondents were not sure about the assertion. The results depict a mean of 1.9966 and a standard deviation of 1.2072.

More so, 53.4% and 24.5% of respondents respectively strongly agreed and agreed with the statement the LGS performance management system has aligned employee's performance targets with the organizational goals. While 6.1% and 5.1% of respondents, respectively, disagreed and strongly disagreed, and 10.9% of respondents were not sure about the statement. The results reflect a mean value of 1.8503 and a standard deviation of 1.1529. Lastly, 44.9% and 24.5% of respondents strongly agreed and agreed that the achievement of employee performance targets can be used as a performance measure of the LGS. On the contrary, 12.9% and 3.4% of respondents, respectively, disagreed and strongly disagreed with the statement, while 10.9% of respondents were undecided about the statement. This represents a mean of 2.0204 and a standard deviation of 1.1769.

The mean of each item in the questionnaire ranges from 1.8503 (statement item no. 5) to 2.3197 (statement item no. 1), which reflects that most respondents were more inclined to "agree" and "strongly agree" with the various items in the questionnaire. Even though many respondents seem to have agreed with most of the statements, it is worthy of note that a significant number of respondents could not share their opinions as to whether or not they practically understand the nature of the LGS performance management system.



The qualitative results show that all 19 interviewees (100%) reported that LGS has, over the years, implemented a performance management system. Also, 89.5% of interviewees confirmed that all relevant stakeholders were involved in the implementation of the LGS performance management system. Another 89.5% of interviewees believe that the LGS performance management system is implemented through performance contracts (PCs) and performance appraisals (PAs). The overwhelming majority, 94.7% of 18 interviewees stated that political and bureaucratic heads typically sign performance agreements at RCCs and Assemblies levels, while all other employees sign performance appraisals with supervisors. More so, 84% of interviewees stated that the performance management system has well-defined targets, which are used as performance improvement measures in assemblies and departments. Interviewees discussed their experiences and perspectives on the LGS performance management system used to manage employee performance and RCCs/MMDAs as a whole. The comments delved deeper into interviewees' comprehension, values, attitudes, and perceptions of Ghana's LGS performance management system in the Upper West Region. The findings revealed that the LGS over the years implemented a PMS.

#### **4.5.1 Ghana's LGS Performance Management Policy Framework**

The study reveals that Ghana's LGS has implemented a functional PM policy framework to guide its performance management system. It aims to foster a high-performance culture among employees and leadership for improved service delivery. This finding is supported by the descriptive statistics in Table 4.4, which illustrate that 71.1% of respondents agreed that LGS has, over the years, implemented a performance management system, indicating a positive consensus among respondents. On the other hand, 15% of respondents were neutral or undecided on this statement,

suggesting a lack of clear information or awareness among some participants on the implementation of the LGS performance management system while 14.0%, disagreed with the statement, suggesting that a minority of participants may perceive the system's absence or ineffectiveness. Similarly, the qualitative results indicate that Ghana's LG has implemented PMS over the years at all LGS levels. Most interviewees agreed that the LGS has in the past eight years implemented a new PMS.

The interview insert below illustrates the views of the majority of key informants.

I will say that before the implementation of the current performance management policy in 2014/2015, successive governments introduced several performance management regimes aimed at improving employees' performance for enhanced service delivery in the public sector. A few of the many performance management practices that I can at a glance, think about are the Annual Confidential Reporting System (ACRS), Performance Evaluation System (PES), and Performance Agreement System (PAS) with the motive of assessing the performance of employees, especially, senior managers of the Civil Service. I can state clearly that, in the past eight years, Ghana's local government service has designed and implemented a functional performance policy framework that guides the implementation of a performance management system at all levels of Local Government administration. With this, all employees of LGS every year, are mandated to sign and submit performance agreements with their supervisors which must be well documented (Interview with DCD, 3/2/2023).

Drawing on the above interview quotation, confirmed the existence of the PMS and PM policy framework for the LGS performance management system; however, a good number of employees were not familiar with the PMS, as 15% of respondents were undecided and 14% disagreed with the position that LGS has over the years implemented a performance management system. In this regard, the LGS performance management system may face some implementation challenges because some employees lack or have limited knowledge and understanding of the system. The LGS PM policy framework may be misunderstood by employees, particularly those in the lower cadres, due to the lack of effective PM communication on employees' performance targets as well as the roles and responsibilities they would perform at a





particular time. Secondly, the study sample may have included many newly recruited employees with limited knowledge of LG administration and the LGS performance management system, which, in consequence, adversely affects their level of understanding of the PMS process and hinders the effective and efficient implementation and service delivery.

Generally, the findings revealed that Ghana's LG administration has over the years implemented PMS at various levels within the organization, including Regional, Assemblies, Departments, and Unit levels, requiring the involvement of the relevant stakeholders. The findings align with scholars and organizational theorists, including Pfister et al. (2023), Varma et al. (2023), and Aguinis (2019), who indicate that effective implementation of organizational PMS requires that organizational leadership ensures that employees adequately understand their performance targets and how they align these targets with the overall organizational strategic goals and objectives. These scholars further emphasized that the effective and efficient implementation of the organizational performance management system is a collective responsibility for all employees.

#### **4.5.2 Stakeholders' Involvement in Ghana's LGS Performance Management Policy Framework**

Involving all stakeholders in designing a performance management policy framework in an organization fosters trust, inclusivity, and alignment with the organization's vision, mission, and strategic goals, enhancing its effectiveness and efficiency in service delivery (Aguinis, 2019). The Ghanaian LG administration is advocating for a robust PM policy document to ensure the effective and efficient execution of the PMS, as the absence of stakeholder involvement can lead to poor implementation (Sosu, 2020). The results in Table 4.4 show that 67.3% of respondents believe all





relevant stakeholders participated in the LGS PM Policy document preparation, while 16.7% expressed uncertainty and 16.0% disagreed, indicating potential concerns about stakeholder involvement. Moreover, the qualitative results of the study aimed to assess whether or not the major stakeholders in Ghana's LG administration were involved in the development of the PMS process. In this regard, the key informants' views were practically assessed. They were specifically asked whether they considered the LGS performance management system as an employee performance management tool that various stakeholders collectively designed to improve employees' performance or an imposition from the central government. In response, most key informants indicate that the PMS is an employee tool developed through an integrated approach, incorporating the views of key Ghanaian LG administration actors. As remarked by one of the interviewees:

I will say that the LGS performance management system is not an imposition from the Central Government. The reason is that, before the implementation of the current performance management system somewhere between 2014 and 2015, the Ministry of Local Government and Rural Development (MLGRD) in collaboration with the Office of Head of Local Government Service (OHLGS) carried out some level of stakeholder consultations both at the National, Regional and MMDA levels. though I am not sure whether or not the consultations were sufficient, I can emphatically state that the relevant stakeholders were consulted, most especially, in the stage of formulating the Key Performance Areas (KPA's) of the PMS. Therefore, the preparation of the LGS performance management policy document followed the cardinal principles of consultations, teamwork, participation and accountability. I will therefore say that the PMS policy document is not an imposition from the central government (Interview with MCD, 3/2/2023).

The quotation suggests that there was some level of stakeholder participation in designing the LGS performance management policy document. This assertion was further alluded to by another interviewee as he remarked in an interview that:

I can confirm that in 2013 and 2014, the LGS designed and published a number of protocols to guide its operations. One of such protocols is the performance management policy document. I can also remember that, at that time, me and my colleagues Metropolitan, Municipal and District Co-ordinating Directors (MDCDs) were called to Accra to take part in designing that document (PM policy framework).

But the main challenge is that most assemblies could not sufficiently train their employees on the new PMS, so, the majority of the junior support staff and some middle management staff are still not conversant with this new performance management tool (Interview with DCD, 3/2/2023).

Drawing on the descriptive statistical data and key informant's interview results indicates some level of stakeholder collaboration and involvement in the preparation and implementation of the LGS PM Policy document. The study further revealed that the Regional Minister, Municipal/District Chief Executives, Regional/ Municipal/ District Co-ordinating Directors, and Regional Heads of Decentralized Departments participated in the preparation of the PM policy document. This is evident from the key informant's interview reports, where the overwhelming majority of interviewees revealed that the Ministry of Local Government, Decentralization and Rural Development and the Office of the Head of Local Government Service conducted consultations and sensitization workshops for the RMs, MMDCs, MMDCDs, and some regional heads of decentralized departments before the PM policy document was implemented in 2014. The platform aims to gather support from key LGS actors and stakeholders to enhance the scope and content of the LGS performance management policy document. Although the study found some level of stakeholder engagement in the preparation of the LGS performance management policy document, the involvement was primarily skewed towards political and bureaucratic leadership, leaving other stakeholders, like junior support and middle management staff, out of the equation. This situation may have negative implications for the implementation of the performance management process since these categories of employees form the majority class of the LGS as well as the main implementers of the LGS performance management system. Thus, the effective and efficient implementation of the LGS performance management policy framework requires



active participation from all stakeholders. This will enable them to properly understand the PMS scope and content as well as how it should be implemented.

These findings corroborate numerous pieces of literature in organizational research that the active involvement of all stakeholders in the development of the organizational PM policy framework will serve as a catalyst for the efficient and effective execution of the organizational performance targets because this will guarantee the active participation of all key stakeholders. For example, scholars and organizational theorists, including Saidi-Mehrabad et al. (2023), King et al. (2020), Aguinis (2019), Colquitt et al. (2019), Sosu (2019), Armstrong et al. (2018), and Armstrong (2014), emphasize the importance of employee involvement in decision-making processes, particularly in preparing organizational PM policy documents that will enhance organizational growth and development. They further emphasized that stakeholder involvement in performance management policy preparation fosters employee responsibility and commitment towards efficient execution of assigned targets, contributing to overall organizational goal achievement.

The study finding shows a significant relationship between employee involvement in organizational decision-making and their commitment to achieving targets. Employee involvement in formulating PM policy documents boosts job satisfaction and commitment, fosters workplace social cohesion, and ensures responsibility, accountability, transparency, equity, and ownership, ensuring employees consistently deliver quality service to the right clients, at the right time and cost. The findings corroborated the views of some scholars and organizational management theorists, including Colquitt et al. (2019), Sosu (2019), Armstrong et al. (2018), and Armstrong (2014), who pointed out that involving all key actors in performance management



implementation promotes organizational harmony, motivating employees to achieve performance targets effectively for enhanced service delivery.

#### **4.5.3 Operationalisation of the LGS Performance Management System**

This section of the study also examined the implementation of the LGS performance management system. It was revealed that the LGS performance management system is implemented using two primary performance management instruments: Performance Contracts (PCs) and Performance Appraisal (PAs) systems. The results presented in Table 4.4 show that 69.4% of respondents agreed that the performance management system was implemented through PCs and PAs, indicating a majority perception of the system's implementation method. Also, 14.3% of respondents were neutral or undecided, indicating a need for further clarification or awareness about the operationalization of the LGS performance management system, while 16.3% of respondents disagreed, indicating that some employees may lack knowledge and understanding of the LGS performance management system's operationalization. Similarly, the key informants' interview results indicate that the LGS performance management system is anchored on PC and PA systems, as reported by most interviewees.

The findings of the descriptive survey align with those of key informants' interview reports. To learn more about how the LGS performance management system is being implemented, the following question was posed to interviewees: *How, in general, do you think the Local Government Service's performance management system operates?*

In response, the overwhelming majority of key informants confirmed that the LGS performance management system was implemented through performance contracts and performance appraisal systems. One of the interviewees stated the following during the interview:





Like the previous performance management system that placed a lot of premiums on employees' annual appraisal system, the current Local Government Service performance management system which was introduced somewhere, in 2014/2015 was implemented in two main ways, namely, the performance contracts and performance appraisal systems. The performance contracts are normally signed between the Regional Minister and the Regional Co-ordinating Director/Chief Director at the Regional level, and at the Assembly level, performance contracts are signed between the Chief Executives and Co-ordinating Directors. All other employees of Local Government Services are mandated to sign performance agreements in the form of performance appraisals with their respective department/unit heads or with their supervisors (Interview with a MCD, 6/2/2023).

To buttress the implementation process of the LGS performance management system, another interviewee explicitly explained that:

Here, in this assembly, all employees except the District Chief Executive (DCE) and District Co-ordinating Director (DCD) are supposed to be appraised every year. The DCE and the DCD, normally sign the performance contract. I would like to state that the performance management system is a process and not an event. For instance, in conducting performance appraisal, what we normally do in my assembly is that at the beginning of the year, mostly the first and second weeks of January all staff and their supervisors will meet to set targets and agree upon performance targets. Also, in the middle of the year, mostly, in the first week of July, both supervisors and their staff will meet to review the progress of implementation of the targets. Again, at the end of the year, both staff and supervisors will conduct an end-of-year evaluation to assess the level at which employees have achieved the key performance indicators. Let me add that the final stage of the appraisal system is decision making, whereby management will make administrative decisions on each employee's performance and those who performed creditably can be rewarded and poor-performing employees can also be sanctioned by management (Interview with DCD, 6/2/2023).

Furthermore, another interviewee expressed that:

The LGS performance management system encompasses both the performance contracts and performance appraisal system. I would like to add that though the two performance management tools are implemented separately, the performance appraisal tool is an integral part of the performance contract tool i.e., employee appraisal is always captured as a key performance indicator of the performance contract (Interview with RHDD, 6/2/2023).

Although the study found that while most respondents reported the PMS was implemented through PCs and PAs, some employees, especially those in the lower organizational hierarchy, have a limited understanding of the LGS performance management process. This may adversely affect the efficient and effective

implementation of the LGS performance management system, as it requires all stakeholders to have a fair understanding of the implementation process of the PMS. The study findings support numerous organizational studies and performance management systems, emphasizing the significance of employee involvement and understanding of performance targets in implementing functional PMS (Varma et al., 2023; Aguinis, 2019; Colquitt et al., 2019; Armstrong et al., 2018; Levy et al., 2017; DeNisi & Pritchard, 2016). Thus, the successful implementation of any functional organizational PMS, including LGS, necessitates high stakeholder understanding and appreciation of key performance indicators, requiring active collaboration between department heads and staff. The study aligns with Locke and Latham's goal-setting theory (2006), focusing on clarity, challenge, commitment, feedback, and task complexity to develop performance targets for employee motivation and service delivery.

#### **4.5.4 Alignment of Employees' Performance Targets with Assemblies Goals**

Organizational performance alignment improves performance management by aligning individual employee targets with organizational goals, potentially increasing organizational performance by 22% annually (Tardi & David 2023). The research indicates that aligning employee performance targets with the organization's objectives enhances purpose, clarity, and collaboration, aiding leaders in resource allocation for effective PMS implementation (Sisa & Naidoo, 2017). Other organizational theorists including Henisz (2023), Kimotho and Ngetich (2023) emphasize the significance of aligning employee performance targets with organizational goals for workplace harmony, increased productivity, and efficient service delivery. In light of this, the study evaluated participants' perceptions of the



LGS performance management system's alignment of employee performance targets with Ghana's LG administration's goals and objectives.

The majority of 77.9% of respondents believe employee performance targets align with LGS goals, while 10.9% are neutral and 11.2% are dissatisfied with the clarity of defining performance targets. The quantitative results align with key informants' interviews, indicating that LGS has implemented practical measures to enable assemblies and departments to set employee performance targets in line with its strategic goals and core mandate. To enable the researcher to ascertain concrete and reliable information about whether or not individual employee performance targets were aligned with the broader goals and objectives of the LGS performance management system, the key informants were asked expressly to further verify the findings of the descriptive survey. *How would you personally describe the processes involved in developing an employee's performance targets in your assembly or development, and would you say that employees' performance targets are developed to be aligned with the LGS goals and objectives?* In response to the question, the key informants explained that the employee's performance targets were formulated to align with the LGS strategic goals and objectives. In an interview, this is what one of the interviewees had to say:

In my assembly, we normally set individual performance targets to align with the objectives of the assemblies. This is how we do [setting of employee performance targets] every year the assembly will prepare its Annual Action Plan (AAP) which captures all the KPAs and KPIs of all the departments and units of the assembly. Also, the AAP reflects the goals and objectives of LGS. Then, employees' KPAs and KPIs which are usually derived from their job description [found in the scheme of service] will be aligned with the AAP. Based on this, I will say that employee performance targets are aligned with the overall goals and objectives of the assembly, in the same vein, the assembly's KPAs and KPIs are developed in accordance with the LGS objectives (Interview with MCD, 6/2/2023).





To further confirm the above quotation, another interviewee noted that:

There is a deliberate process undertaken each year to align and cascade the LGS strategic objectives to individual employee performance targets. Every year, the assemblies will sign performance agreements in the form of performance contracts. In this performance contract documents are KPAs and KPIs which are universal to assemblies of the LGS. Usually, the performance targets of individual employees are developed to achieve the KPAs and KPIs of the LGS performance management system. Therefore, all department and unit heads are required to set employee performance targets to align with the LGS performance management goals (Interview with DCD, 6/2/2023).

The study revealed that despite most respondents stating employee performance targets align with assemblies' goals, over 58.0% of assemblies and departments have faced challenges in aligning these targets (LGS-Annual Performance Evaluation Report, 2022). The reports further reveal challenges in strategic planning due to the lack of requisite human resources, limited stakeholder involvement, and frequent changes in government development priorities. Similarly, a report revealed that employees often fail to align KPAs and KPIs with job descriptions and assemblies' Annual Action Plans, a challenge that affects all key actors in Ghana's LG administration. The study reveals that employee KPAs and KPIs are not aligned with the assemblies' strategic goals, negatively impacting service delivery. This contradicts the goal-setting theory (Locke & Latham, 2006), which suggests aligning individual performance targets with organizational strategic goals and objectives. Therefore, the LGS should implement pragmatic interventions to improve service delivery by implementing the PMS. Comprehensive employee training on the PMS can align employees' performance targets with assembly goals, enabling them to set SMART key performance indicators. Similarly, in appraising employees, the appraisers (supervisors) and appraisees (employees) should always collaborate to plan, review, implement, monitor, and evaluate the KPAs and KPIs of employees to ensure that they are aligned with the broader organizational goals and objectives. Similarly,



supervisors and staff should discuss employee KPAs and KPIs, plan for achieving the KPAs and KPIs, track progress, and provide necessary support. Regular feedback and guidance can help employees align their performance targets with organizational goals, ensuring alignment with organizational goals.

#### **4.5.5 Employee Performance Targets Used as a Performance Improvement Measure in Ghana's LGS**

This section of the study analyzed the effectiveness of using employee performance targets as a performance measure for assemblies, emphasizing the importance of analyzing these performance indicators in organizational studies. As illustrated in Table 4.4, the study shows 72.8% of respondents support using employee performance targets as performance measures in assemblies, while 10.9% are neutral and 16.3% disagree, suggesting potential skepticism. The study indicates that achieving employee performance targets effectively measures the overall performance of various assemblies and departments in the region. The findings align with Key Informant interview reports, indicating that achieving employee performance targets effectively measures the overall performance of various assemblies and departments in the Region.

The study found that while performance targets can measure assembly effectiveness, some employees, particularly junior support and middle management staff, lack knowledge about the PMS due to poor communication between management and employees, making them uncertain about using performance targets, which has adverse implications for the PMS implementation process. The study corroborated with those of Radebe (2015) and Ramataboe (2015), who argued that employees who lacked effective communication and feedback on the implementation of their KPAs and KPIs would fail to achieve their performance targets as compared to their peers in

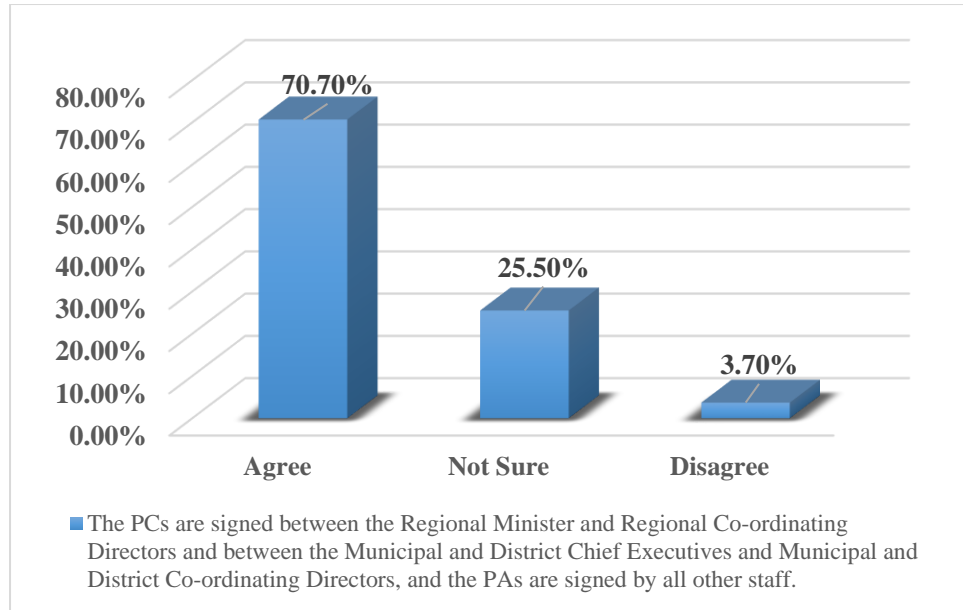


other organizations with effective and efficient communication and feedback systems. More so, the study contradicts Locke & Latham's goal-setting theory, which emphasizes performance feedback in organizations, which updates employee progress towards goal attainment. Therefore, the LGS assemblies/departments should prioritize PMS in their strategic development plan, staff capacity building, and training plans; hold regular performance evaluations; and ensure effective communication, clear roles, and performance indicators for employees.

#### **4.5.6 LGS Performance Management Implementation Process**

The LGS performance management system aims to establish efficient, predictable systems for planning, implementing, monitoring, evaluating, and reporting employee performance, aligning it with local authority strategic goals. The implementation of this strategy will promote a culture of high performance, ensuring employees understand the importance of adhering to LGS's core values and service delivery standards. The study reveals that the LGS performance management system uses performance contracts and staff appraisal systems, signed between regional ministers and coordinating directors, and department/unit heads are mandated to appraise all employees as indicated in Figure 4.1.





**Figure 4.1: LGS Performance Management Implementation Process**

**Source: Field Survey, February, 2023**

Figure 4.1 portrays that the majority of respondents (70.7%) agreed with the signing of PCs and PAs by relevant stakeholders, with 25.5% neutral and 3.7% disagreeing. The LGS performance management system (PCs) is typically signed by Regional Ministers and Co-ordinating Directors, following a comprehensive process of performance planning, monitoring, reviewing, and decision-making. The LGS performance management system (both PCs and PAs), like other performance management systems, is a process rather than an event that is implemented in phases or stages with specific timelines.

The results reveal that the LGS performance management system is implemented through PC and PA systems, with political and bureaucratic heads signing PCs and department/unit heads signing PA with direct report staff. Despite the fact that both the PAs and PCs are signed every year, the results showed that most supervisors do not place high priority on the PMS. For instance, in the study, employees were asked



to mention the last time, they were appraised by their supervisors. In response, most of them explained that they were normally appraised anytime they were due for promotion, which usually happened every four years. During an interview session, this is what one of the research participants had to say:

Majority of us [employees] are aware that we are to be appraised but the problem is that most of us are not aware of the LGS performance management implementation process. For me, I was appraised by my supervisor when I was due for promotion last year [2022] and my appraisal report was used during my promotion interviews [Field data, interview transcript, 6/2/2023].

In the same vein, another participant, in an interview noted that:

I am aware that I am to be appraised every year. I also know that the performance appraisal is to be conducted in stages. But I honestly don't know the stages as well as the time frame allotted for each of these stages. What most of us do here [in my assembly] is that we normally fill the appraisal form for our supervisors to sign anytime we want to go for our promotion or upgrading interview or anytime the performance contracts assessment team from Accra [OHLGS] is about to come and conduct their annual performance evaluation of this office [assembly] [Field data, interview transcript, 6/2/2023].

Some key deductions could be made from these quotations. Firstly, it can be deduced that either most employees were not aware of the LGS performance management implementation process or were deliberate in their own approach towards the implementation of the performance management system, and secondly, most employees hold the view that all the phases (planning, mid-year review) of the performance management implementation cycle were not as important as compared to the end-of-year evaluation and decision-making phases because this final performance review is linked to rewards, and this may build the perception that the end-of-year review is the most important stage of the PM implementation cycle. A number of factors may have accounted for these, which include a lack of sensitization of employees on the motive of implementing an organizational performance management system. Secondly, poor supervision of the performance management



process, and lastly, lack of leadership commitment towards the implementation of the performance management system. These findings strongly agreed with that of Bukari (2014), who concluded that organizational leadership and all major stakeholders should adopt an integrated and all-inclusive, citizen-centered approach in the formulation, implementation, and evaluation of performance management systems so that all employees will properly appreciate the organizational performance management implementation process for enhanced service delivery.

In conclusion, the authorities of Ghana's LG administration should put pragmatic measures in place to ensure that the LGS performance management system (both the performance contract and staff performance appraisals) is well implemented and coordinated at all levels of the local government structure in the country. Stakeholders, including junior support staff, middle management, and key Ghana's LG administration actors, should be involved in PMS implementation, and regular training and capacity-building workshops should be organized for employees, especially those in the lower cadres, to enhance their understanding of the PMS for enhanced service delivery.

#### **4.5.7 Features of Ghana's LGS Performance Management System**

This section of the study identified some key components/features that formed the building blocks of the LGS performance management system. These include Key Performance Areas (KPAs), Key Performance Indicators (KPIs), Performance Weighting (PW), Service Delivery Standards (SDS), Key Competencies (KCs), and Performance Ratings (PRs). Key Performance Areas refer to outputs to be accomplished in a bid to reach the organizational/departmental objective. These include the key accountabilities (areas of a job for which the employee is responsible for producing results) (Rao, 2016; LGS-Performance Management System





Framework, 2015). The PC KPAs are developed in line with government development priorities, and changes in government administration can influence the nature of KPAs. For example, in 2015, the government at that time formulated the KPAs of the performance contracts to suit its major development priority areas. In this regard, six main KPAs were developed and implemented by all MMDAs in the country, which include (i) specific priority areas of MMDA, (ii) performance reporting, (iii) the implementation of the Annual Action Plan and Financial Management, (iv) human resource management, (v) client service initiatives, and lastly, work environment improvement initiatives and crosscutting issues.

However, in 2018, the performance contracts KPAs were slightly reviewed due to a change of government and political administration. Also, the number of KPAs was increased from six to seven for all MMDAs in the country. These include; (i) General administration; (ii) human resource management; (iii) financial management and reporting; (iv) infrastructure; (v) social services; (vi) economic development, and (vii) environment and sanitation. These KPAs have been up to date, and not reviewed, probably because there has been no change in government and political administration since January 2017. Perhaps there may be a review of the KPAs in the future. It is worth mentioning that the KPAs of employees of all cadres who normally signed performance agreements in the form of performance appraisals are formulated from their job descriptions. These are always derived from the LGS scheme of service. For the senior staff category, employees are required to formulate a maximum of five KPAs and a minimum of three, and in the case of junior staff, a maximum of three and a Minimum of two KPAs are required.

Another important feature of the LGS performance management system that helps explain the nature of the LGS is the KPIs. Key Performance Indicators refer to a

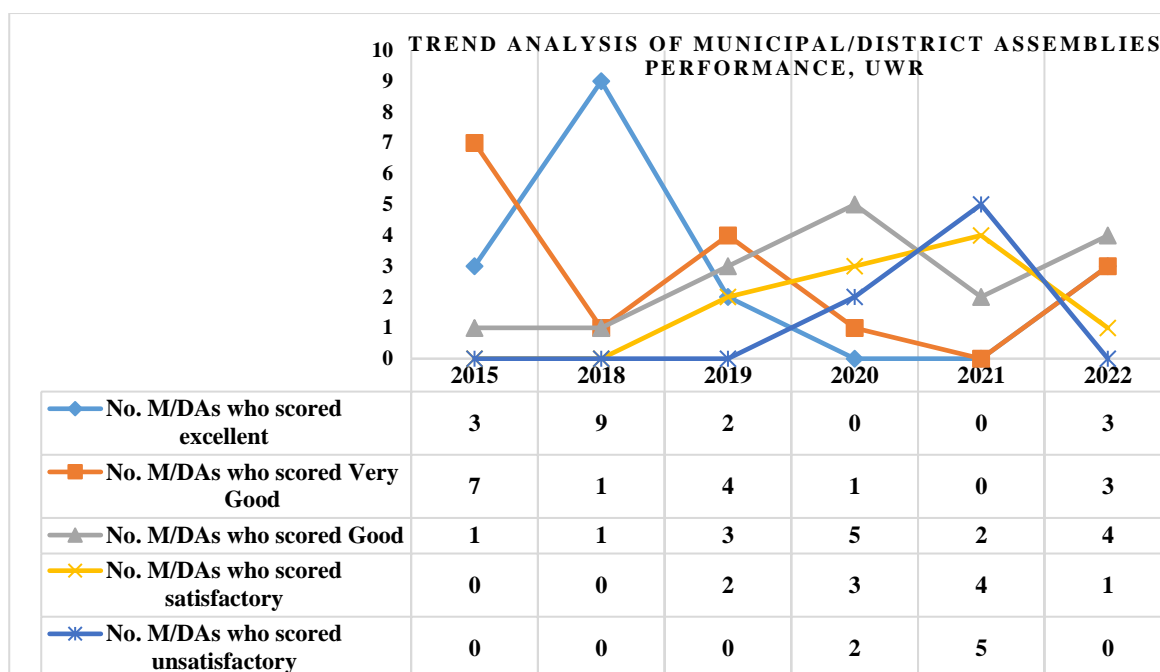
quantitative or qualitative factor/variable that provides a simple and reliable means to measure achievement, reflect changes connected to an intervention, and help assess the performance of a development actor (Flapper et al., 2011; McEwen et al., 2010). KPIs should be SMART: Specific, Measurable, Achievable, Relevant, and Timely/Time-bound. Regarding staff appraisals, a minimum of two KPIs and a maximum of four KPIs per KPA. More so, performance weightings show the relative importance of one KPA against another. The purpose is to show employees the most important KPAs for their work.

#### **4.6 Analyses of the implementation of the LGS Performance Management in the UWR**

This section of the study carried out a comprehensive documentary analysis of the region's performance trends and characteristics since the implementation of the LGS performance management system. The main purpose of the analyses is to find out whether or not the region has over the years performed comparatively well as against its peers. This will allow the researcher to compare the findings with those of descriptive statistics and key informants' interview responses to help draw logical conclusions about the nature of the LGS performance management system. The study relied largely on annual performance evaluation reports between 2015 and 2022. The study first conducted an assessment of the performance of the overall region. Subsequently, we evaluated the performance of individual assemblies, and finally, we compared the region's performance with those of its peers. Figure 4.2 shows a trend analysis of the annual evaluation performance results of the Upper West Region between 2015 and 2022.







**Figure 4.2: Trend Analysis of the Performance of Municipal/District Assemblies between 2015 and 2022 in the UWR**

**Source: Author, based on data from LGS-Annual Performance Evaluation Reports**

The results illustrate that, in 2015, 3 out of 11 assemblies in the region obtained an excellent score of 80% and above, also, 7 out of 11 assemblies had very good, which represents marks between 70% to 79%, while only one assembly was rated good, which represents 60% to 69%, as per the LGS evaluation performance rating scale (LGS-Annual Performance Management Evaluation Reports, 2015 to 2022). In 2018, the performance of the region significantly improved, whereby 9 out of the 11 assemblies obtained an excellent performance while only one assembly obtained 77.13%, which means the assembly scored very well in the performing rating. Similarly, only one assembly was rated good with an average score of 64.13. In 2015 and 2018, comparing the performance of the eleven (11) Municipal/District Assemblies with their peers in the country, one could conclude that the region has



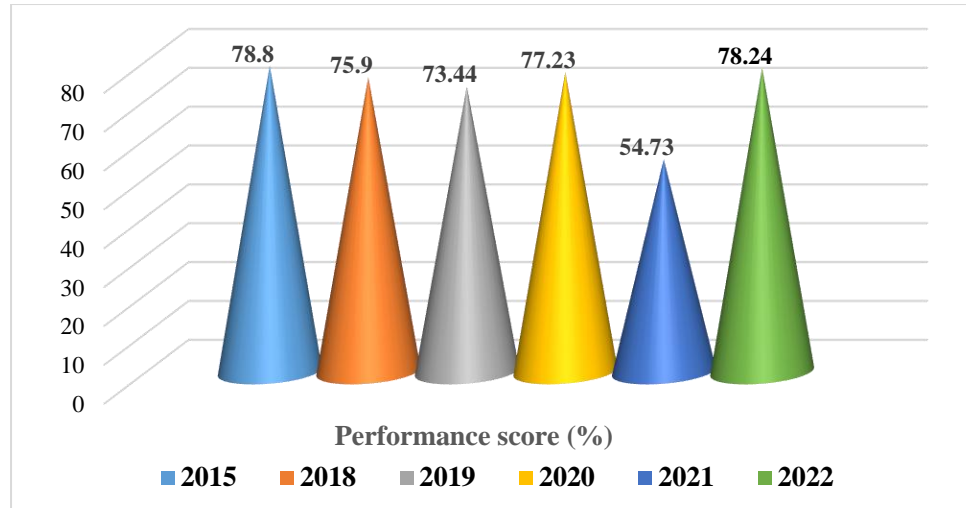
performed creditably well since all eleven assemblies have scored above average. On the contrary, the performance of the region between 2019 and 2021 experienced a very sharp decline. For example, in 2019, no assembly had an excellent performance; also, only 2 out of the 11 assemblies had very good ratings, while 4 out of the 11 were rated good. Similarly, 3 assemblies performed satisfactorily with a rating of 50% to 59% whereas, 2 assemblies' performance was unsatisfactory i.e., below the 50% mark (LGS-Annual Performance Management Evaluation Reports, 2015 to 2022).

Similarly, in 2020, the performance of the assemblies experienced a further downward trend as none of the 11 assemblies obtained an excellent score of 80% or above, and only one assembly obtained a very good mark, i.e., between 70% and 79%, while 5 assemblies scored good (60% to 69%), whereas 3 assemblies performed satisfactorily and 2 assemblies performed unsatisfactorily. Again, in 2021, only 2 out of the 11 assemblies obtained a rating mark of good, whereas 4 and 5 out of the 11 assemblies performed satisfactorily and unsatisfactorily, respectively. It is also important to state that in the 2022 annual performance evaluation, the performance of the municipal/district assemblies again witnessed a remarkable improvement in their performance. Out of the 11 assemblies, 3 scored 80% and above marks which represents an excellent performance while another 3 assemblies scored 70% to 79% indicating very good performance. On the other hand, 4 assemblies scored 60% to 69%, which represents good performance, and only one assembly performed satisfactorily (LGS-Annual Performance Management Evaluation Reports, 2015 to 2022).

Some important deductions could be made from the results. Firstly, the results illustrate that the performance of the assemblies continues to experience some fluctuations. Secondly, the Nandom Municipal Assembly has, in the past three years

recorded the highest performance, and lastly, all the eleven assemblies recorded their worst performance in 2021 with the Wa East District Assembly recording 11.88% and ranked last in the national performance ranking of 261 MMDAs. Some factors may have contributed to the persistent decline and annual fluctuation of the region's performance. These include a poor records management system, low leadership commitment to the implementation of the PMS, and failure of the central government to release statutory funds. These factors are extensively discussed in Chapter Eight on the implementation challenges of the LGS performance management system. These results may have some implications for service delivery in the region, which could be that in some years, service delivery will be good, and also, in some other years, service delivery will be poor. Therefore, all major stakeholders in Ghana's LG administration should work together to ensure consistency in the performance of the assemblies at all times. It is worthy of note that in 2016, although the performance annual agreements were signed, the end-of-year performance evaluation was not conducted, which may be a result of the year being an election year. Similarly, in 2017, no performance contracts were signed due to the change in government and political administration. This seemed to contradict the cardinal principles of anonymity, political neutrality, and permanence on which the LGS is heavily grounded. The 2023 annual performance evaluation was not conducted as of the time these analyses were conducted, and there could be some variations in the performance of the assemblies in the region.





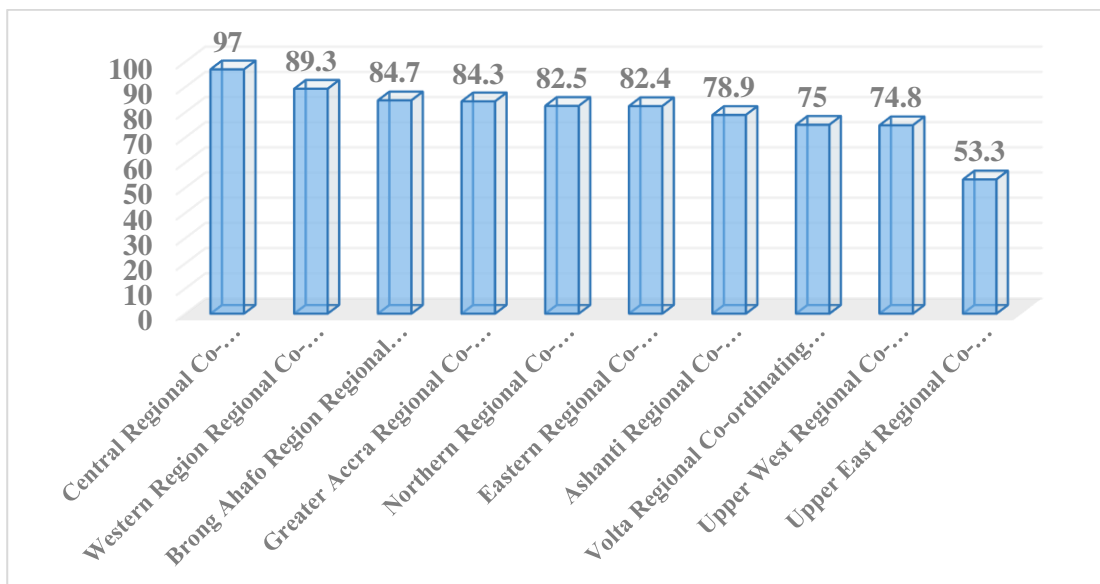
**Figure 4.3: Trend Analysis of the UWRCC's Performance (2015 to 2022)**

**Source: Author, based on data from LGS-Annual Performance Evaluation Reports (2015-2022)**

Figure 4.3 illustrates that the region has, over the years, maintained an average performance. An in-depth analysis of the annual performance evaluation reports demonstrates that in 2015, the region scored 74.8% and was ranked 9<sup>th</sup> position out of the then ten administrative regions. In 2018, the performance marginally improved to 75.9%, and the ranking also improved to the 8<sup>th</sup> position. Also, in 2019, the performance dropped marginally to 73.44% with a regional ranking of 13<sup>th</sup> position out of sixteen administration regions, which included the six new regions being created. More so, in 2020, the performance of the region experienced another marginal improvement to a total score of 77.23%, and the ranking, at this time, increased significantly to 6<sup>th</sup> position. Furthermore, in 2021, the performance of the region hugely dropped to 54.73% and was ranked 15<sup>th</sup> position out of sixteen regions. The region only performed better than the North East region, and lastly, in 2022, the performance of the region again improved significantly to 78.25% and was ranked in the 9<sup>th</sup> position. Figures 4.3 and 4.4 suggest a link between the performance of



municipal/district assemblies and the RCC, suggesting that the assemblies' performance can either positively or negatively impact the RCC's performance. Furthermore, the Upper West Region has consistently achieved average performance compared to its peers, as shown in Figures 4.3 and 4.4.



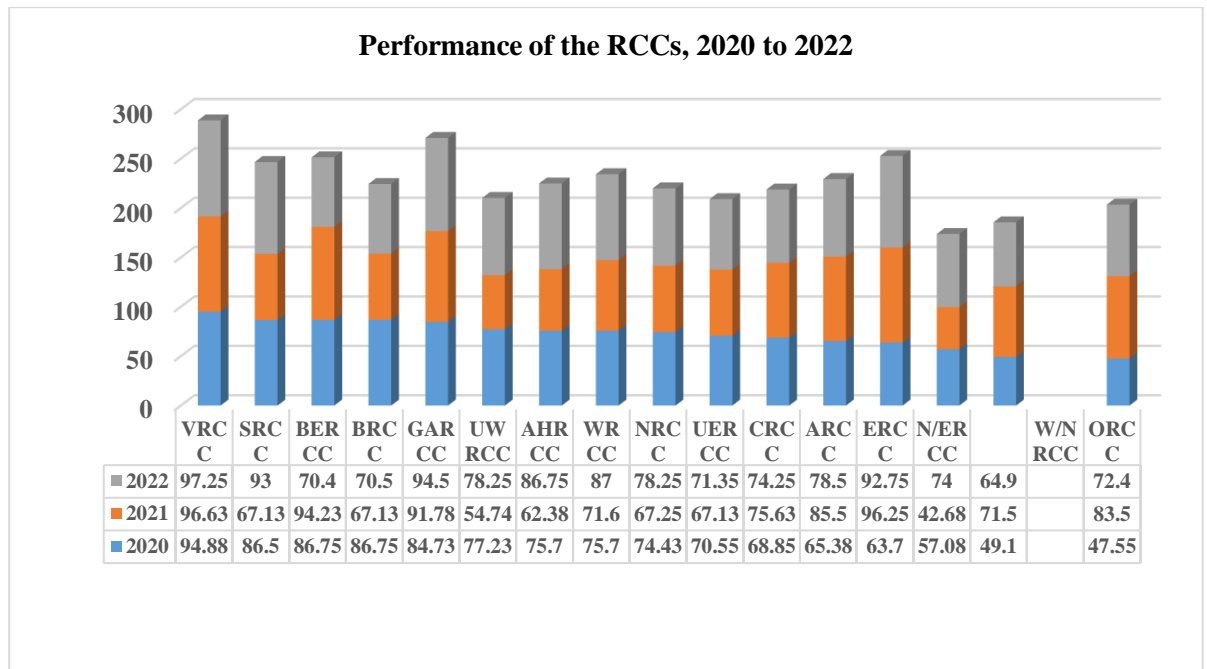
**Figure 4.4: Analysis of the 2015 Annual Performance Evaluation Report for the RCCs**

**Source: Author, based on data from LGS-Annual Performance Evaluation Report (2015).**

The results show that the Central Regional Co-ordinating Council scored the highest mark of 97.0%, while the Upper East Regional Co-ordinating Council scored the lowest mark of 53.3%. Even though the Upper West Region performed creditably with a total score of 74.8%, it was still ranked in the 9<sup>th</sup> position out of the ten regions in the national performance ranking, which means that the region only performed better than the Upper East Region. Therefore, a critical analysis of the region's performance against its peers leads to the logical conclusion that it could have performed better, given the high-performance scores of the other eight regions,

namely Central, Western, Brong Ahafo, Greater Accra, Northern, Eastern, Ashanti, and Volta Regions.

The second part of the analysis was an assessment of the annual performance evaluation reports for 2020 and 2021. As shown in Figure 4.4 below



**Figure 4.5: Trend Analysis of the Regional Performance between 2020 and 2022**

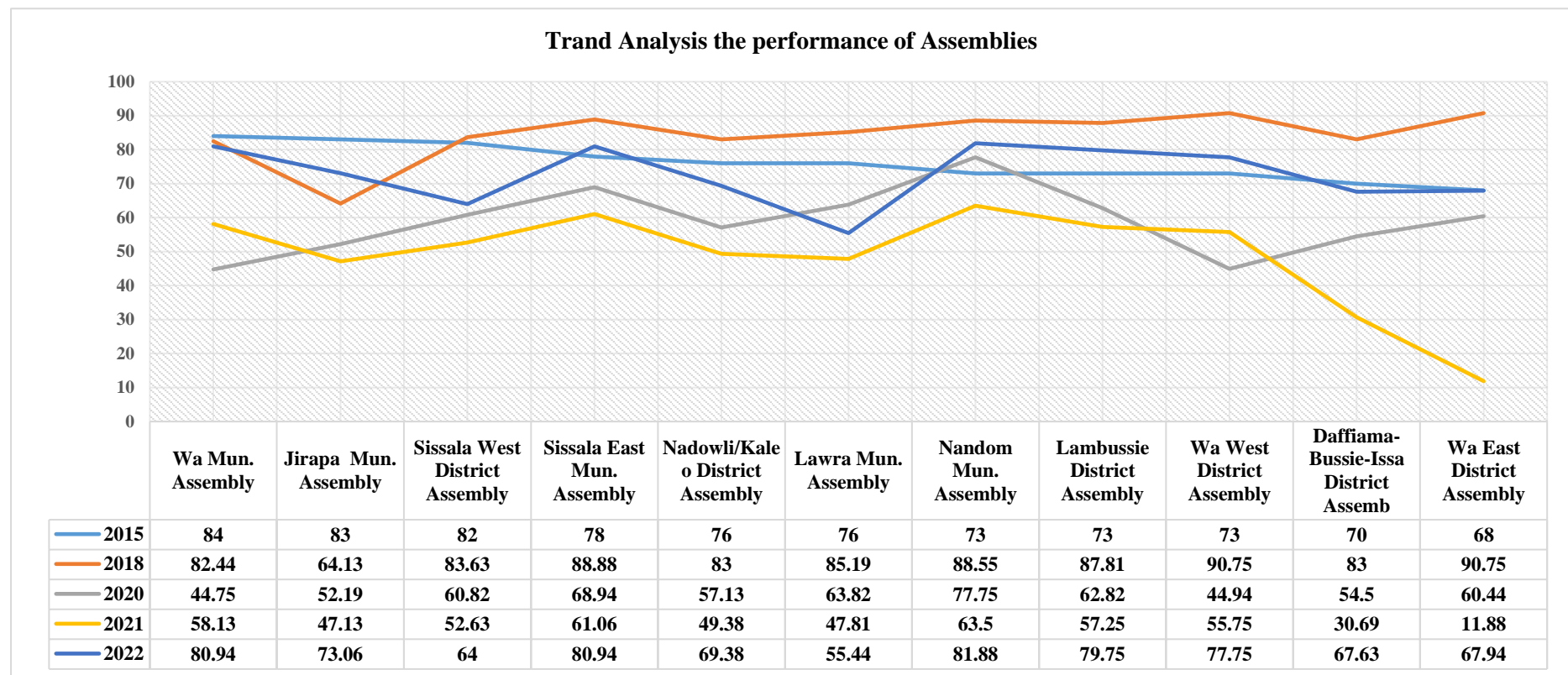
**Source: Author, based on data from LGS-Annual Performance Evaluation Reports (2020, 2021 and 2022)**

The results indicate that the Volta Regional Coordinating Council scored the highest marks of 94.88%, 96.63%, and 97.25% for 2020, 2021, and 2022, respectively, in the annual performance evaluation reports (LGS-Annual Performance Management Evaluation Reports, 2020, 2021 & 2022). In 2020, the Oti Region scored the lowest mark of 47.55%, followed by the Western Region with 49.1%. In the same vein, the Upper West Region scored 77.23% and was ranked in the 6<sup>th</sup> position out of the 16 regions. This performance was an improvement over the previous performance in 2015. However, in 2021, there was a significant reduction in the performance of the

Upper West Region from 77.23% to about 54.74%, which placed the region in the 15<sup>th</sup> position out of the sixteen regions, while the North East Region scored the lowest mark of 42.68%. In 2022, the Upper West Region significantly improved its performance by scoring 78.25% and was ranked in the 9<sup>th</sup> position (LGS-Annual Performance Management Evaluation Reports, 2020, 2021 & 2022).

Although the region has over the years performed above average, by comparing the performance of the region with its peers, one may conclude that it needs to put in place pragmatic measures to improve upon its performance because the region has over the years failed to sufficiently deliver on some of the Key Performance Areas (KPA) as well as some relevant Key Performance Indicators (KPIs). For example, in the last three years' Annual Performance Evaluation Reports (LGS-Annual Performance Management Evaluation Reports, 2020, 2021 & 2022), the region could not adequately execute KPAs. The study conducted a trend analysis of the performance of the eleven municipal/district assemblies in the Upper West Region. The analysis spans from 2015 to 2022 (LGS-Annual Performance Management Evaluation Reports, 2015 to 2022). The results show a downward trend in the performance of the assemblies as illustrated below.





**Figure 4.6: Trend Analysis of the Performance of the Municipal/District Assemblies between 2015 and 2022.**

**Source: Author, based on data from LGS-Annual Performance Evaluation Reports.**





As shown in the graph above, the performance of the eleven Municipal/District Assemblies in the region is not stagnant; it continued to fluctuate from one year to another (LGS-Annual Performance Management Evaluation Reports, 2015 to 2022). For example, in 2015, the Wa Municipal Assembly scored the highest mark of 84.0%, while the Wa East District Assembly scored the lowest mark of 68.0%. In 2018, the Wa West District Assembly scored the highest mark of 90.75%, while the Jirapa Municipal Assembly scored the lowest mark of 64.13%. Generally, in 2015 and 2018, all eleven assemblies in the region performed creditably well in the delivery of their key performance areas and indicators. On the other hand, in 2020 and 2021, the performance of most assemblies was below average. For instance, in 2020, the Nandom Municipal Assembly scored the highest mark score of 77.75%, and the Wa Municipal Assembly scored the lowest mark of 44.75%. Also, in 2021, the Nandom Municipal Assembly again scored the highest mark of 63.50% while the Wa East District scored the lowest mark of only 11.88% and was, out of the 261 MMDAs in the country, ranked in the last position. More so, in 2022, the Nandom Municipal Assembly again recorded the highest mark of 81.88% and the Lawra Municipal Assembly obtained the lowest score of 55.44% (LGS-Annual Performance Management Evaluation Reports, 2015 to 2022).

A number of deductions could be made from the results above. It can be deduced that the performance of all Assemblies continued to fluctuate over the years, and secondly, it was observed that the performance of all Assemblies experienced a downward trend for the years. The performance of the region between 2020 and 2021 experienced a very sharp decline. For example, in 2020, none of the eleven assemblies obtained an excellent score; only one assembly, that is the Nandom Municipal Assembly, performed above average with a score of 77.75%. In the same vein, in 2021, the



performance of all eleven Assemblies further worsened, and only one Assembly, the Nandom Municipal Assembly, again performed above average with a score of 63.50%. The Wa East District Assembly performed abysmally with only 11.88% and was ranked in the last position out of the 261 MMDAs in the LGS annual performance evaluation rating for 2021. However, in 2022, the performance of all eleven assemblies has improved significantly.

It is worth noting that the 2023 annual performance evaluation was not conducted as of the time of this study. Also in 2016, though the PMS (both the PCs and Appraisal systems) was signed, the LGS could not conduct the end-of-year evaluation for the performance contracts due to the change of government and political administration. However, employees' annual appraisals were conducted in all assemblies and departments in the region, but the submission of the completed appraisal reports to the RCCs was poor; only 42% of the appraisees submitted their annual performance appraisal reports to the RCC because they were due for promotion to their next grades. Moreover, in 2017 and 2019, the performance contracts were not signed, and therefore, the end-of-year performance evaluations were not conducted. These phenomena can adversely affect the efficient and effective implementation of the LGS performance management system at all levels of Ghana's LG administration.

#### **4.7 Chapter Summary**

This chapter discusses the nature and practices of Ghana's LGS performance management system. The chapter used both quantitative data in the form of descriptive statistics and qualitative data such as key informant interviews and document review and analysis. The study extensively discussed the implementation of the LGS performance management policy framework as well as the involvement of all relevant stakeholders in the preparation of the PM policy document, and it was

revealed that the process of designing the PM policy document was skewed to the political and bureaucratic heads, and the junior support and middle management staff were not properly engaged. The chapter also examined the operationalization of the LGS performance management system, the features or elements of the PMS, as well as its implementation process. Generally speaking, it was revealed that the nature and practices of the current LGS performance management system have significantly improved over the old system, which primarily focused on top management employee performance appraisals. However, the study area, i.e., the Upper West Region, faces numerous operational gaps in the implementation of the PMS, necessitating the intervention of stakeholders.

The next chapter will examine the Performance Management System (PMS) and organisational decision-making in Ghana's local government service.



## **CHAPTER FIVE**

### **PERFORMANCE MANAGEMENT SYSTEM (PMS) AND ORGANISATIONAL DECISION-MAKING IN GHANA'S LOCAL GOVERNMENT SERVICE (LGS)**

#### **5.1 Introduction**

This chapter discusses how the LGS performance management information is used for evidence-based management and rational decision-making. The chapter discusses the use of performance management information as an effective organizational tool that guide management and leadership to make well-informed and objective administrative decisions for enhance service delivery. The chapter focused largely on four main areas: Annual Action Plans, employee rewards and sanctions, regular feedback, employee development, and Central Government's key performance policy document. Both qualitative and quantitative results were concurrently presented. The quantitative results were analysed by using descriptive statistics as shown in Table 5.1 below. Also, the chapter analysed key informants' interviews on effective communication, performance management decision-making, resource provision, employee feedback, administrative processes, and Central Government decision-making in Ghana's LGS performance management system.



**Table 5.1: Performance Management Information and Organisational Decision-Making in the LGS**

Statement	SA (%)	A (%)	NS (%)	D (%)	SD (%)	Mean	Std. Deviation
Assemblies used performance management information as input for preparing their Annual Action Plan.	22.4	48.3	12.6	9.9	6.8	2.3027	1.1267
LGS performance management information is used for making decisions on employees' rewards and sanctions.	16.0	41.2	23.5	15.3	4.1%	2.5034	1.0604
LGS performance management information served as regular feedback for management assessing employee performance.	43.2	24.5	15.0	11.2	6.1	2.1259	1.2535
LGS performance management information is used to validate administrative decisions such as compensation, promotion, placement, rewards, sanctions, etc.	43.2	24.5	15.0	11.2	6.1	2.1259	1.2535
LGS performance management information is used as the Central Government's key performance policy document.	46.3	22.1	13.6	11.6	6.5	2.1259	1.2801

**Source: Field Survey, 2023 (N=294)**

**SA=Strongly Agree, A=Agree, NS=Not Sure, D=Disagree, SD=Strongly Disagree**

The results related to the first statement in the survey revealed that 66/294 (22.4%) and 142/294 (48.3) strongly agree or agree that Performance management information is used for preparing the assembly's Strategic Planning (SP). Meanwhile, 9.9% and





6.8% of respondents, disagree or strongly disagree while 12.6% of respondents were not sure, indicating uncertainty of opinion on this statement. The results had a mean score of 2.3027 and a standard deviation of 1.1267. Also, 16.0% and 41.2% of respondents strongly agree or agree respectively that Performance management information is used for making decisions on employees' rewards and sanctions systems while 15.3% and 4.1% of respondents disagree or strongly disagree. Meanwhile, 23.5% of respondents did not indicate whether they agreed or not about the statement. The results indicate a mean value and standard deviation were 2.5034 and 1.0604 respectively. This indicates that the majority of respondents were in agreement that performance management information is used for making decisions on employees' rewards and sanctions in the study. In response to the statement that "performance management information serves as regular feedback on employees' performance", 43.2% and 24.5% strongly agree or agree with the statement while 11.2% and 6.1% disagree or strongly agree with the statement, whereas, 15.0% were not sure about the statement.

The findings reflect a mean score of 2.1259 with a standard deviation of 1.2535. More so, more so, 43.25 and 24.5% of respondents strongly agree and agree respectively with the statement that performance management information is used to make administrative decisions regarding employee development. Meanwhile, 11.2% and 6.1% disagree or strongly disagree with the assertion while 15.0% of respondents were uncertain about the statement. The results show a mean score and standard deviation of 2.1259 and 1.2535 respectively. Lastly, 46.3% and 22.1% of respondents strongly agree or agree with the statement that Performance management information is used as a Central Government key policy document for LG administration decisions while 11.2% and 6.1% disagree and strongly disagree with the statement and 13.6%

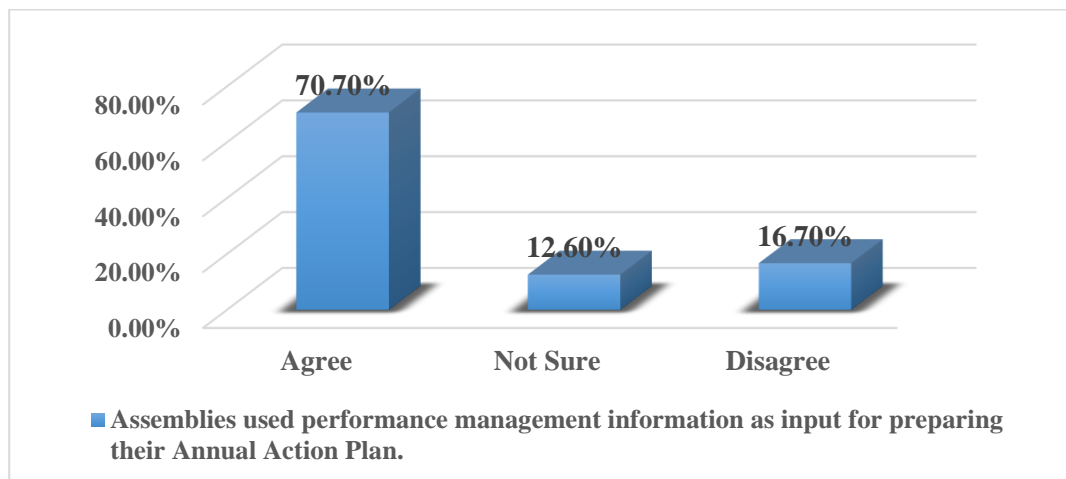


of respondents neither agreed nor disagreed with the statement. This recorded a mean value of 2.1259 with a standard deviation of 1.2801. The results in Table 5.1 illustrate that the mean of each item in the questionnaire ranges from 2.1259 (statement item no. 6) to 2.5034 (statement item no.2), which reflects that the majority of respondents were more inclined to “strongly agree” and “agree” with the various items in the questionnaire. Thus, the results seem to support the basic premise that the LGS performance management system plays a crucial role in the administrative decision-making process in Ghana’s LG administration.

## 5.2. LGS Performance Management Information and Assemblies

**Annual Action Plan (AAP)** The preparation of a concrete Annual Action Plan (AAP) is crucial for the effective implementation of performance management systems in all functional organisations. A well-executed AAP will enhance service delivery and monitor the LGS's vision, mission, and mandate by providing a concise summary of actions, activities, and resources. The survey results show that assemblies used performance management information for their Annual Action Plan as presented in

Figure 5.1 below:



**Figure 5.1: Performance management information used for the preparation of AAP**

**Source: Field Survey, February, 2023**



The survey indicates that 70.7% of respondents believe assemblies use performance management information for their Annual Action Plan, while 12.6% are neutral or undecided, and 16.7% express reservations about its effectiveness. The descriptive statistics support the key informant interviews, indicating assemblies utilize performance management information for decision-making, including the preparation of AAP. To further explore the views of key informants on whether or not performance management information is used for organisational decision-making, the researcher asked an open-ended question as follows *Please state your opinion on whether or not the Annual Action Plans (AAPs) of your Assemblies are prepared using employee performance management information as inputs?* In response, the majority of interviewees reported that employees' performance management information is crucial for preparing assemblies AAP in their respective assemblies. The interview incepts provided key informants' perspectives on how the LGS performance information can be used as inputs for the preparation of assemblies APP. Below are summaries of the views of key informants:

Employees' performance management information serves as one of the tools most assemblies and departments rely on when preparing their strategic plans. In my assembly, performance management information is used as relevant inputs for the preparation of the assembly's strategic or action plans. Usually, at the end of the last quarter of every year i.e., the fourth quarter, the heads of departments and units are made to submit the Key Performance Areas (KPAs) and Key Performance Indicators (KPIs) of all employees to the Human Resource Management department for consolidation into the HR plans. This information is then incorporated into some other priority areas of the assembly which is then used to prepare the Assembly's Annual Action Plan for the ensuing year. To this end, I will say that employee performance management formed an integral part of the preparation of the assembly's Strategic Plan or Action Plan (Interview with a DCD, 15/2/2023).

An interviewee emphasized the use of performance management information in decision-making, highlighting its practical connection to the assembly's strategic plans. As presented in the following interview inception below:



Most supervisors used employees' performance management information to guide them in identifying the key competencies of the employees. These competencies or skills are used to develop the KPAs and KPIs of employees from their job descriptions. Consequently, the data on employees' competencies are submitted which is then incorporated into the consolidated assembly's Annual Action plan for implementation. Let me however, state that the performance management information sometimes is used to support the preparation of the Assembly's Annual Action Plans, which implies that the performance management information is not always the sole data used for the preparation of the Assembly's Annual Action Plans (Interview with MCD, 15/2/2023).

Another interviewee expressed that:

In my Assembly, we rely on individual employees, units, and departments as well as the Assembly's performance management information for decision making which is done in line with the mission and vision statements of the assembly. For instance, the KPAs and KPIs of employees and the assembly as a whole are normally integrated into the assembly's Annual Action Plan (AAP) for the year (Interview with DCD, 15/2/2023).

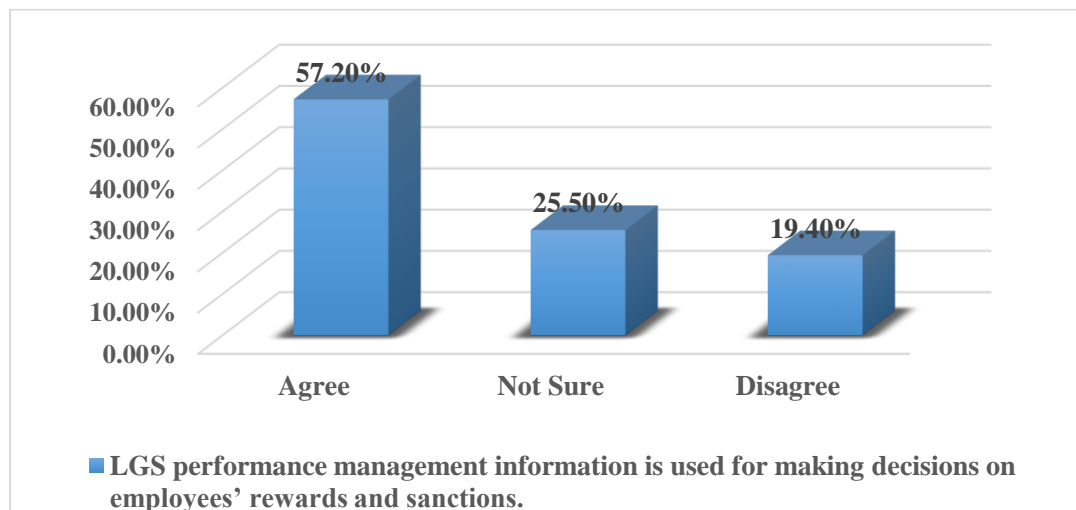
The findings reveal that LGS performance management information is crucial for assemblies' decision-making processes, identifying individual employee strengths, weaknesses, and unique perspectives for informed decision-making and preparation of the Annual Action Plan to enhance service delivery. The findings align with some literature on organisational studies, including those by Aguinis (2019), Deming (2019), Sosu (2019), De Waal (2018), and Armstrong (2014), who maintained that performance management information is vital for organisational decision-making, involving managers and leadership in preparing AAPs and strategic plans to enhance employee performance and service delivery. Thus, an annual action plan is vital for modern organisations' growth, guiding management and employees by assigning roles and responsibilities and enabling all stakeholders to contribute effectively to organizational goals. Utilising employee performance management data in the assembly APP preparation will enhance participation, transparency, and accountability in AAP implementation, thereby enhancing the effectiveness and sustainability of AAP activities. More so, Assembly AAP efficiently allocates



resources to employees, integrates them into action plans, and aids assemblies in tracking employee performance targets through tasks and steps. The findings also corroborated with Sisa (2014), who emphasized the significance of performance management information in an organization's AAP, as it aligns employee actions with the organisation's goals, ensuring achieving objectives.

### 5.2.1 LGS Performance management information and employees' rewards and sanctions regimes

The optimal performance management system in an organisation should combine rewards and sanctions, enabling organisational leadership and managers to communicate employee performance and motivate them to consistently improve, while also preventing poor behavior. This section of the study evaluated the effectiveness of LGS performance management information in determining employee rewards and sanctions, using descriptive statistics, key informants' interviews, and document analyses. The descriptive statistical result is presented in Figure 5.2 below.



**Figure 5.2: LGS Performance Management Information used for Rewards and Sanctions of Employees**

**Source: Field Survey, February, 2023**



Figure 5.2 shows that 57.5% of respondents believe LGS performance management information is used for employee rewards and sanctions decisions, while 23.5% are neutral or undecided, and 19.4% disagree, suggesting some participants may not find it effective. More so, the study analyzed key informants' views to determine if LGS performance management information is utilized in organizational decision-making, specifically regarding employee rewards and sanctions regimes. The interview transcripts reveal a range of perspectives from interviewees, with one participant stating that:

The current LGS performance management system (both performance contracts and appraisal system) has actually made provisions for employees' rewards and sanctions regimes. It is clearly stated in the performance appraisal instrument that employees who performed creditably well in the delivery of their KPAs should be rewarded as a form of motivation for them. On the other hand, employees who continuously perform poorly should be sanctioned. In the same vein, the performance contract instrument equally defined the rewards and sanctions regimes. I can however state that most assemblies do not strictly implement the rewards and sanctions mechanisms of their employees. Similarly, since the implementation of the performance contracts policy framework in 2015, I cannot practically pinpoint any serious sanctions being meted out to non-performing assemblies in the delivery of their KPAs and KPIs. I will also say that the reward associated with the performance contract is too "small" which cannot in any significant way motivate assemblies to put in their best (Interview with DCD, 15/2/2023).

The interviewee explained that performance management information is utilized for making organisational decisions. The interviewee further stated that his assembly and others he has worked with utilize performance management data for administrative decisions regarding employee rewards and sanctions. The quotation provided is as follows:

In my assembly, we rely on employees' performance management information as one of the sources for making administrative decisions. Employees' annual performance appraisal results are used as part of the assessment indicators for the selection of employees for our annual awards. Just last year, in 2022, a committee was constituted to nominate hardworking and committed employees for awards. The committee used



employees' annual appraisal reports to support the selection process. At the end of the day, three employees each from the Senior, Middle management, and Junior Supporting Staff categories were nominated, and they were subsequently awarded citations and some monetary rewards. As for the implementation of sanctions on non-performing employees, I can say that the assembly seemed to be reluctant to use the performance management information to make concrete decisions regarding the sanctioning of poor-performing employees. Perhaps in the future, it will happen but for now, it is still not effectively implemented (Interview with MCD, 15/2/2023).

Another interviewee confirmed that performance management information is used for implementing reward and sanction regimes. As highlighted in the interview transcription below:

I can state that the information from performance management contracts reports is used to appraise Deputy Directors and Directors of administration and the analogous grades who are appointed as acting MMDCDs for promotions to the grades of Directors of administration and Co-ordinating Directors and its analogous grades. For example, in 2021 when I was due for promotion to the grade of Director of Administration, myself and my colleagues were asked to submit copies of the performance contract agreements we signed with our Chief Executives for consideration for our promotion. With regard to sanctions, the Office of the Head of Local Government Service sometimes used the annual performance evaluation reports to sanction Co-ordinating Directors who have continuously performed poorly by posting them from one assembly to another, and some of these Officers are sometimes posted to the RCCs to work under senior officers. To this end, I can say that performance management information is used for making reward and sanctions decisions in the LGS (Interview with DCD, 15/2/2023).

Drawing on both the quantitative and qualitative findings, it could be concluded that performance management information is utilised for implementing rewards and sanctions, but some respondents were of the opinion that these methods are not effectively implemented and can affect service delivery. The performance contracts, despite being effective in motivating assemblies, are deemed insufficient by other performance management tools like the District Performance Assessment Tool (DPAT) and the District League Table (DLT). As a result, most MDAs in the study prioritize DPAT over the LGS performance management system due to better reward packages for fulfilling DPAT indicators compared to PMS. Therefore, most assemblies often outperform the PMS in terms of DPAT performance, despite the



relationship between the performance indicators. As indicated by one of the interviewees:

In fact, I can say that the rewards system in the performance contract is not “catchy” as compared to that of DPAT. I say this because with the DPAT, assemblies that scored higher marks and have met the DPAT assessment criteria are given development grants [i.e., the District Development Facility-DDF], so the higher the scores of the assemblies in the DPAT, the higher they will receive these grants. But in the case of the PMS, particularly, the PC the reward system is very poor and not motivating. For instance, only the three best-performing RCCs and MMDAs are normally selected for recognition which is in the form of a citation, publication of the names of RCCs/MMDAs on the National daily or for the RMs and MMDCEs and MMDCDs to have dinner with the president. For me, these reward packages are very poor and should be revised, if not, most assemblies will continue to channel their resources to the DPAT, and they will always pay leap services to the LGS performance management system (Interview with MCD, 15/2/2023).

Similarly, most interviewees noted that the LGS performance management system's reward regimes are not linked to employees' salaries, allowances, and bonuses, unlike other private sector organizations. Their statement emphasised that an employee's effective and efficient execution of their key performance indicators will have little or no positive impact on their salary. They further reported that employee performance appraisals are primarily used for promotions and suggested the LGS should consider incorporating 'pay-for-performance' as part of its incentive scheme. This is what one of the interviewees in an interviewee had to say:

The LGS should link employees' performance to their salaries and other incentives such allowances and annual bonuses. For instance, in banks and some private organisations, there is a connection between employees' performance and incentives. Those who excel very well will have a higher bonus pay than their colleagues who continually perform poorly on their KPAs and KPIs. This will serve as a motivation for all employees to always strive to achieve their performance targets. However, as we know, there is no differentiation as to the amount of salaries, allowances, or bonus pay received by an individual if he/she excels in his/her performance targets. To my mind, this may generate a complacency culture (Interview with RHDD, 15/2/2023)

Both the descriptive statistics and key informant interviews revealed mixed opinions on the use of performance management information for implementing rewards and sanctions in the LGS performance management system. Even though the majority of



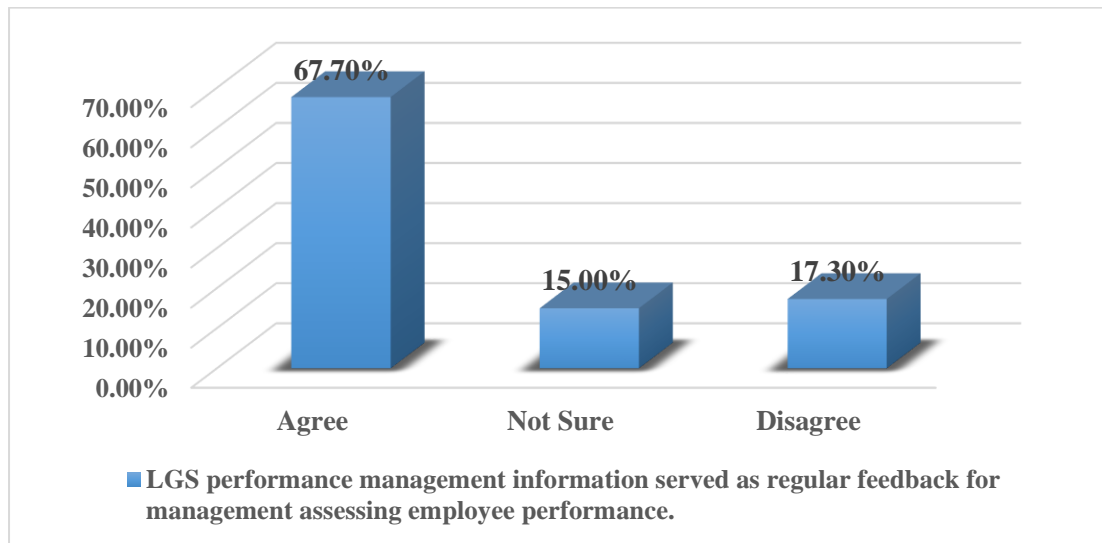


respondents believe that performance management information is utilised for administrative decisions regarding rewards and sanctions, some respondents disagreed and were uncertain about the assertion. This may suggest that a number of employees were either unaware of LGS rewards and sanctions schemes or dissatisfied with their implementation. The findings align with key informant interviews, revealing that most respondents believed the rewards and sanctions regime was biased towards rewards, resulting in negative consequences. In the same vein, the study reveals that while LGS performance information is crucial for rewards, it's not enough to motivate employees, and fairness in rewarding hardworking employees is a major concern. Additionally, the reward system appears to be disconnected from employees' remunerations, unlike in other private sector organizations where rewards are linked to salaries, allowances, and bonuses. Hence, the LGS performance management system and service delivery may face significant challenges due to this phenomenon. The study's findings support the goal-setting theory (Locke & Latham, 2006), an organizational management theory that underpins the research. Goal-setting theory suggests that employees who achieve goals are satisfied and motivated, while those who fail may become frustrated and lower their motivation. Therefore, LGS should implement effective rewards and sanctions to discourage non-performing employees and prevent group dominance, focusing on individual strengths and addressing performance issues cost-effectively as suggested by Mwesigwa (2022).

### **5.2.2 LGS Performance Management Information Used as Regular Feedback for Management Assessing Employee Performance**

This section of the study extensively examined the influence of regular employee performance feedback on the effective execution of the LGS performance management process. Both descriptive statistical data and key informant interview results were used to examine whether or not the LGS performance management

information served as regular feedback for assessing employee performance. The descriptive statistics is presented in Figure 5.3 below:



**Figure 5.3: LGS Performance Management Information served as Feedback Mechanism**

**Source: Field Survey, February, 2023**

Figure 5.3 reveals that 67.7% of respondents believe that the LGS performance management system has a regular feedback mechanism for employee performance assessment while 15.0% of respondents were neutral or undecided, suggesting that some respondents may not have a clear perspective on the feedback aspect, and 17.3% of respondents disagreed with the effectiveness of the PMS in delivering feedback, indicating potential concerns among some participants. Also, the study analysed key informants' opinions on whether LGS performance management information serves as regular feedback for employee performance measurement, emphasising the importance of performance feedback mechanisms in organisational decision-making. The interview transcripts below provide some perspectives from interviewees, with one participant expressing that:



Regular feedback is an essential ingredient in every modern organisation. And feedback can be achieved through efficient and effective communication. In our assembly, I know that other regions and assemblies mostly rely on regular feedback to make practical decisions to enhance employee performance. In our assembly, we use regular feedback to assess the extent to which individual employees, units and departments have implemented their KPAs and KPIs. I would like to also indicate that here (our assembly) we rely on regular feedback to plan, review, monitor, and implement employees' performance targets as well as the timelines for executing these performance targets. I would like to add that regular employee performance feedback helps supervisors identify each employee's key competencies, and performance tasks are assigned based on individual competencies. More so, feedback, usually, in the form of annual performance appraisal reports is used to assess the extent to which employees are able to perform their assigned tasks as well as the requisite resources needed to perform their tasks. I will end by stating that in our assembly we rely hugely on performance feedback to correct the mistakes of employees (Interview with a MCD, 17/2/2023).

In a similar vein, another interviewee explained that:

Assemblies used regular feedback to timeously gather relevant employees' performance information including performance appraisal, employees' attitude towards work, employees working environment, the type, quality and quantitative of logistics required by employees for perform their assigned tasks as well as employees' leaves. This vital information about individual employees and the team can be properly acquired through effective organisational communication. I will emphatically state that employees' performance information forms an integral part of the day-to-day administration of the assemblies and departments (Interview with RHDD, 17/2/2023).

Although the majority of interviewees believe regular feedback is crucial for performance management systems, some perceive inadequate or poor use of performance feedback mechanisms in some assemblies. The study revealed that most assemblies and departments are hesitant to implement pragmatic measures to ensure that assemblies provide performance feedback. The submission of performance management reports, employee appraisals, and performance contracts evaluations has proven challenging for effective decision-making due to negative tendencies in the feedback mechanism. The interviewee confirmed this finding in an interview, as shown in the quotation provided below:





As management, we all understand the importance of regular feedback on organizational decision-making, most especially, performance management decision-making. I have noticed that receiving regular feedback on employees' performance is still a major challenge in most assemblies and departments. For example, every year, all supervisors, as per the PM policy document are required to submit reports on the planning, mid-year and end-of-year evaluation of employees' performance appraisal system. Similarly, at the regional level, the RCC is mandated to conduct and submit mid-year and end-of-year evaluation performance management contract reports to the OHLGS. These will serve as a feedback mechanism for decision-making. I want to however, state that the major stakeholders are either not committed or lack the necessary logistics to carry out these performance tasks, and hence, it negatively affects performance regular feedback process in most assemblies (Interview with a DCD, 17/2/2023).

The results indicate that despite regular feedback being utilized for organisational decision-making, most assemblies' feedback mechanisms are either dysfunctional or weak. The key informant interview results confirmed the descriptive statistical results. Thus, the LGS should implement concrete measures to ensure effective decision-making processes in organisational performance management at all levels of Ghana's LG administration. The study findings support the research of scholars and organizational theorists including Aguinis (2019), Colquitt et al. (2019), Daft et al. (2017), and Armstrong (2014), who emphasize the significance of timely and effective feedback in performance management, suggesting that such feedback enhances organisational growth and development. Hence, the PMS should be effectively implemented by supervisors and employees by identifying strengths and weaknesses, building on them, and developing strategies to correct ineffective organisational communication and feedback mechanisms.

### **5.2.3 LGS performance management information and administrative decisions for employee development**

This section of the study examines the use of performance management information in LGS administrative decision-making processes, utilising descriptive statistics, interviews, and Annual Progress Reports to conclude. Figure 5.4 displays the views of

respondents as to whether or not LGS performance management information is used for administrative decisions for employee career development, strengths and weaknesses, building on them, and developing strategies to correct them.



**Figure 5.4: LGS Performance Management Information and Employee career Development Decision Making.**

**Source: Field Survey, February, 2023**

The majority of respondents (67.7%) agree that the PMS validates administrative decisions, while 15.0% are neutral or undecided, and 17.3% disagree, suggesting some participants may question its effectiveness in decision validation. The descriptive statistical results support the views of key informants whereby the majority of interviewees believe LGS performance management information is crucial for organisational decision-making, including recruitment, promotions, training, job analysis, human resource planning, retirement planning, discipline, grievance procedures, health safety, and workplace environment. Interviewees' views were presented in verbatim transcriptions, with one participant providing his views during the interview.

In my assembly, we use employees' performance management information [performance contract and performance appraisal] for making administrative



decisions. For example, performance management information is used to identify employee capacity gaps. Based on these capacity gaps, the assembly will carry out employee training needs assessment which is then used to develop employees' capacity and training plans for implementation. In this regard, I will say that performance management information is used as a source of information that guides the management decision-making process (Interview with a DCD, 17/2/2023).

Regarding recruitment employee recruitment and postings. Most interviewees explained that performance management information plays a major role in that process. One of the interviewees remarked that:

I would like to indicate that with a performance management system, the LGS through the Public Services Commission (PSC) has over the years past eight years carried out a number of recruitment exercises to recruit employees into all the cadres of the Service to implement the KPAs and KPIs of the performance management system. I say this because information such as employees' retirement data and staffing levels per each job grade are some of the KPIs under human resource management, and all assemblies are mandated to furnish the OHLGS with this relevant data at the beginning and middle of each year. This data is used for administrative decisions including employee recruitment and posting (Interview with a MCD, 17/2/2023).

Another interviewee stated that performance information is crucial in making administration decisions regarding employee promotion, upgrading, and conversions. As explained in the quotation that:

Normally at the beginning of every year [end of February], all MMDAs/RCCs are required per the LGS performance management policy framework to submit the list of staff together with their appraisal reports who are qualified and have met all LGS promotion guidelines to the OHLGS for evaluation and consideration for promotion to their next grades in the Service [LGS]. Let me also add that employees who obtained relevant academic qualifications are upgraded or converted by using their performance appraisal reports. So, I will say that LGS performance management information is used for administrative decisions including promotions, upgrading and conversion" (Interview with RHDD, 15/2/2023).

The study findings revealed that the LGS performance management information significantly influences decision-making processes such as employee recruitment, promotion, training, salary administration, and career progression, enhancing staff



welfare and progression. Several authors and organisational theorists confirmed how organisational performance information *per se*, but also how important performance management information was in the administrative decision-making process. For example, scholars such as (Aguinis, 2019; Colquitt et al., 2019; Daft et al., 2017; Armstrong, 2014), maintained that organisational performance management information serves as a catalyst for organisational leadership to use for making practical decisions regarding employees' promotions, training, salary administration, study leave, workplace environment and employee safety, human resource planning, employee retirement planning as well as disciplinary decisions. In their text, these scholars and organisational theorists emphasise the importance of aligning individual employee goals with organisational goals, enabling organisational leadership/supervisors to reinforce positive values and employee behaviour, and promoting organisational growth and development for enhanced service delivery.

#### **5.2.4 LGS Performance Management Information and the Central Government's Key Performance Policy Decisions**

This section of the study investigated the use of LGS performance management information in the Central Government's key performance policy decisions. The Central Government uses LGS performance management information for decision-making, with 68.4% of respondents believing it's crucial. However, 13.6% were neutral, suggesting ambiguity, and 17.6% disagreed, suggesting some may not perceive PMS reports as significantly influencing government decisions. The quantitative findings align with the qualitative results, with the majority of interviewees stating that LGS performance management information is crucial for the Central Government's key performance policy decisions. As some of the interviewees explained below:





The LGS, more often than not relies on the performance management reports [i.e., the performance contracts] of the RCCs/MMDAs for implementing critical policy decisions including recruitments, postings, transfers and secondments of staff. Also, the performance contract policy document contained rewards and sanctions. With this, the best-performing RCCs and MMDAs are rewarded, and poor-performing RCCs and MMDAs are to be sanctioned. Let me, however, mention that the rewards and sanctions regimes, in most cases, are not effective. As for the rewards scheme, I can tell you that is nothing to write home about, particularly, when you compare it with other performance management system's rewards [the DPAT]. For the sanctions scheme, I will say that it is just on paper, I am yet to see or hear that one RCC/MMDA has been sanctioned for poor performance. All the same, I can say that the LGS performance management information plays a vital role in the Central Government's policy decisions" (Interview with RHDD, 17/2/2023).

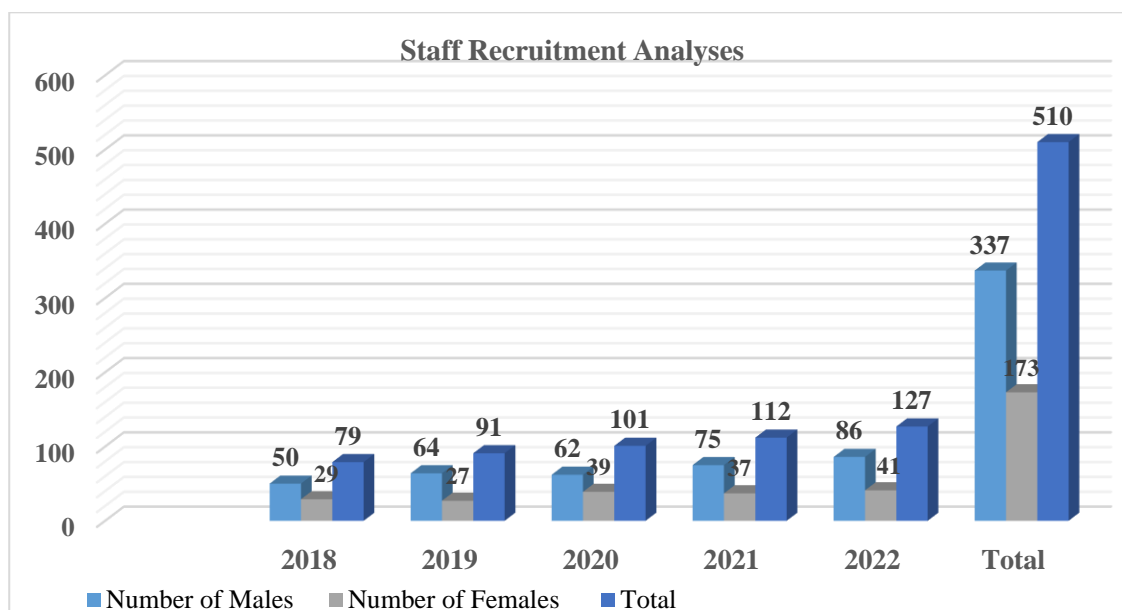
To further buttressed this, another interviewee explained that:

The LGS performance management system has encouraged the involvement of employees and other key stakeholders in the decision-making of the assemblies. Apart from relying on employees' performance management reports for identifying capacity gaps. These reports are also used for making other administrative decisions such as staff promotion, etc. For instance, performance contract reports are part of the documentation used to assess the performance of officers seeking promotion to the grades of Directors and Co-ordinating Directors. In this case, the performance contracts reports are used for making decisions on promotions of officers to the higher cadres in LGS (Interview with a DCD, 17/2/2023).

Drawing on the key informants' reports, LGS performance management system, crucial for Ghana's LG administration, has not adequately promoted critical organisational decision-making due to insufficient resource provision for employee performance management system. These findings support organisational studies literature by various scholars that lack of resources including human, capital and financial resources can negatively impact organisational performance process, and hence, negatively affects the efficient and timely delivery of services (Radebe, 2015; Ramataboe, 2015; Sisa, 2014).

### 5.3 Analyses of Performance Management System (PMS) and Organisational Decision-Making in Local Government Service (LGS)

This section of the study explores the impact of the LGS performance management system on organizational decision-making, finding that most assemblies and departments utilize performance management information for administrative and policy decisions. The results from the documentary analyses reveal that between 2018 and 2022, OHLGS recruited 510 employees to enhance staffing norms in various job classes and grades in the LGS region which has contributed significantly to augmenting the low staffing situation of the various Assemblies and departments (Annual Progress Report, 2018 to 2022). Figure 5.5 illustrate a trend analyses of staff recruitment between 2018 and 2022.



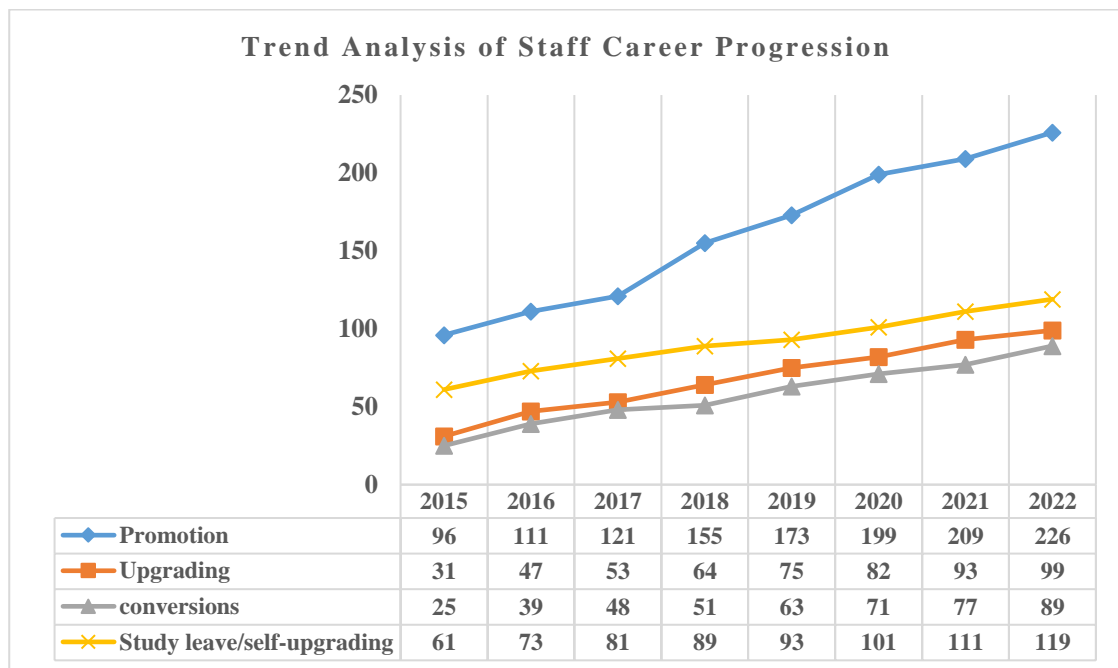
**Figure 5.5: Staff Recruitment Analyses (2018-2022)**

**Source: Author, based on data from HRMIS-UWRCC (February, 2023)**

From 5.5 above, between 2018 and 2022, 510 staff members were recruited, comprising 66% males and 34% females, to improve staffing standards across all cadres. Despite these figures, the region continues to grapple with a persistent issue of



a shortage of essential staff, and most assemblies and departments in the region are still operating without critical staff in some of the cadres such as Records Management, Management Information Systems (MIS), Statisticians, and Physical Planning Classes have not experienced significant growth, possibly due to staff unwillingness to accept postings to the region or inadequate professionals which negatively impacts service delivery standards. Similarly, LGS performance management-based information is utilized for administrative decisions like staff promotion, upgrading, conversion, study leaves, and capacity building through training workshops (Annual Progress Report, 2018 to 2022). This is illustrated in Figure 5.6 below.



**Figure 5.6: Trend Analyses of performance-based information on staff career progression (2018-2022)**

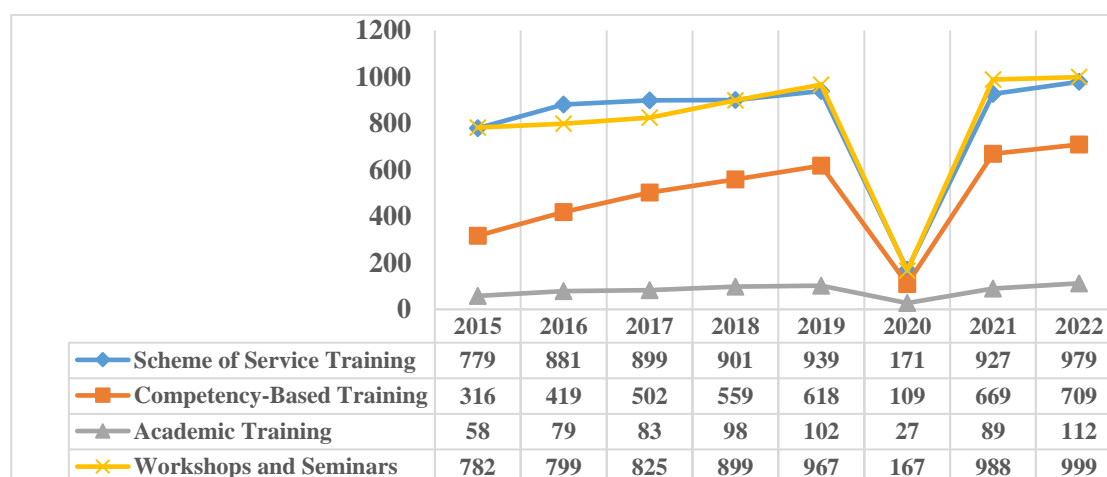
**Source: Author, based on data from HRMIS-UWRCC (February, 2023)**

From Figure 5.6 above, between 2015 and 2022, the figure shows an upward trend in staff career progression in promotion, upgrading, conversion, and study leave/self-



upgrading. Performance management-based information is widely utilized for administrative decisions. Thus, the study indicates a strong commitment from leadership to incorporate performance management systems into policy formulations and administrative decision-making. The findings of scholars like DeNisi et al. (2021), Sosu (202), and Aguinis (2019) have found a positive correlation between organisational performance management systems and administrative decision-making, including staff career progression.

Additionally, the study conducted a thorough analysis of how performance information was utilized in making organisational decisions regarding employee training and development. The findings demonstrated that between 2015 and 2022, various training and capacity development programs were conducted for all employee categories in the region, including junior support staff, middle management staff, and top management staff (LGS-Annual Performance Evaluation Reports, 2015 to 2022). The trend analysis of employee training and development programs from 2015 to 2022 is depicted in Figure 5.7 below.



**Figure 5.7: Trend Analysis of Training and Development Programmes between 2015 and 2022**

**Source: Author, based on data from HRMIS-UWRCC (February, 2023)**





The study reveals that LGS performance management information significantly improves organisational decision-making processes, particularly in preparing assemblies AAPs. Also, the LGS performance management information aids in decision-making regarding employee promotion, upgrading, human resource planning, recruitment, retirement, salary administration, disciplinary issues, and workplace environment management in Ghana's LG administration. Hence, LGS leadership must effectively implement, review, monitor, and evaluate employee KPAs and KPIs at all levels of the LG administration to improve service delivery.

#### **5.4 Chapter Summary**

The chapter discusses the use of LGS performance management information for evidence-based management and rational decision-making, focusing on its application in AAP preparation of assemblies, employee rewards, feedback, and the Central Government's performance policy document. It is, therefore, imperative for LGS leadership and managers to put in place pragmatic interventions to enhance effective and efficient organisational communication which will help improve the performance management decision-making process for enhanced service delivery.

The next Chapter will examine the LGS performance management system monitoring and evaluation strategies/methods and how they are effectively and efficiently used to employee performance.



## **CHAPTER SIX**

### **PERFORMANCE MANAGEMENT SYSTEM MONITORING AND EVALUATION STRATEGIES IN LOCAL GOVERNMENT SERVICE (LGS)**

#### **6.1 Introduction**

This chapter examines LGS's performance monitoring and evaluation strategies and its effectiveness in measuring employee performance in the Upper West Region, focusing on respondents' perspectives on organisational performance management. The researcher aims to assess Ghana LGS's performance monitoring and evaluation strategies over time, focusing on strategies, methods, roles of MMDAs, RCCs, and OHLGS, impact on system implementation, and challenges faced in assessing the LGS performance management system. The study aims to improve service delivery by monitoring individual employees, teams, and assemblies. Table 6.1 presents the descriptive data on the LGS performance management system monitoring and evaluation strategies/Techniques.



**Table 6.1: Performance Management System Monitoring and Evaluation Strategies**

<b>Statement</b>	<b>SA (%)</b>	<b>A (%)</b>	<b>NS (%)</b>	<b>D (%)</b>	<b>SD (%)</b>	<b>Mean</b>	<b>Std. Deviation</b>
<b>LGS has designed performance monitoring and evaluation strategies to monitor the performance of employees and assemblies.</b>	29.9	60.5	3.4	4.4	1.7	1.8741	0.806
<b>Performance monitoring and evaluation reviews are carried out at every phase of the performance management cycle.</b>	9.2	9.9	3.7	52.4	24.8	3.7381	1.2013
<b>The RCC and OHLGS conduct monitoring and evaluation exercises of the Performance Contract.</b>	30.3	53.4	4.4	7.8	4.1	2.0204	1.01504
<b>End-of-year performance evaluations are always conducted on the performance management system by the Assemblies.</b>	10.5	8.5	3.4	56.5	21.1	3.6905	1.20130
<b>Performance feedback on mid-year reviews and end-of-year reviews is properly communicated to the Assemblies and employees.</b>	7.8	10.5	4.4	54.8	22.4	3.7347	1.15269
<b>Assemblies and employees who performed poorly are given suggestions on solutions to their weaknesses.</b>	9.5	11.9	5.8	51.4	21.4	3.6327	1.21471
<b>The continued monitoring and evaluation of the LGS performance management system will significantly improve the performance of assemblies and employees.</b>	29.9	60.2	5.1	3.1	1.7	1.8639	0.78065

**Source: Field Survey, February, 2023 (N=294)**

**SA=Strongly Agree, A=Agree, NS=Not Sure, D=Disagree, SD=Strongly Disagree**





Table 6.1: The respondents were asked to indicate whether or not the LGS has designed performance monitoring and evaluation strategies to measure employees' performance. The results reveal that 29.9% and 60.5% of respondents strongly agree and agree with the statement, while 4.4% and 1.7% of respondents disagree and strongly disagree, respectively, and 3.4% of respondents answered, "Not sure.". These results reflect a mean value of 1.8741 and a standard deviation of 0.806. Also, 9.2% and 9.9% of respondents strongly agree and agree, respectively, that performance monitoring and evaluation reviews are carried out at every phase of the performance management cycle, while 52.4% and 24.8% disagree and strongly disagree, respectively, whereas 3.7% of respondents indicated "Not sure.". The mean value and standard deviation of these results were 3.7381 and 1.2013 respectively. This was an indication that performance monitoring and evaluation reviews are not conducted at every phase of the performance management cycle. Furthermore, respondents were asked to indicate that the RCC and OHLGS conduct monitoring and evaluation exercises of the performance contracts every year. The results illustrate that 30.3% and 53.4% of respondents strongly agree and disagree, respectively, while 7.8% and 4.1% disagree and strongly disagree, and 4.4% of respondents answered "Not sure.". These results show a mean value of 2.0204 and a standard deviation of 1.01504. The results suggest that the RCC and OHLGS conduct monitoring and evaluation exercises of the performance contracts every year. More so, 10.5% and 8.5% of respondents strongly agree and agree, respectively, that end-of-year performance evaluations are always conducted on the performance management system, while 56.5% and 21.1% of respondents disagree and strongly disagree, whereas 3.4% of respondents answered "Not sure" about the statement. The results reflect a mean value of 3.6905 and a standard deviation of 1.20130. The results suggest that end-of-



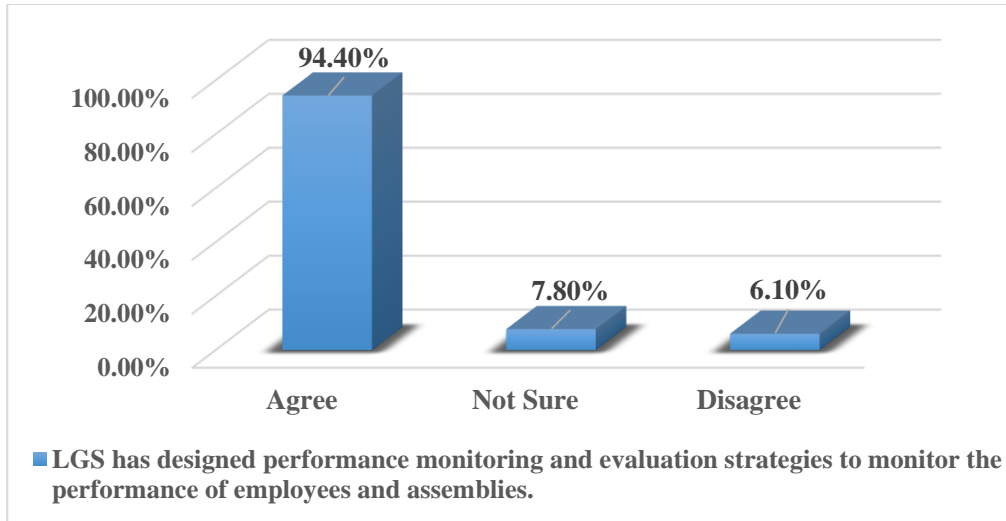
year performance evaluations are not always conducted on the performance management system. Additionally, respondents were asked to indicate that performance feedback on mid-year reviews and end-of-year reviews is communicated to the assemblies and employees. In response, 7.8% and 10.5% of respondents strongly agree and agree respectively with the statement while 54.8% and 22.4% respectively disagree and strongly disagree and 4.4% of respondents were not sure about the statement. The mean value and standard deviation of the results are 3.7347 and 1.15269, respectively. The results reveal that performance feedback on mid-year reviews and end-of-the-year is poorly communicated to the assemblies and employees. Respondents were again, asked to indicate that assemblies and employees who performed poorly are always given suggestions on solutions to their weaknesses. In response, 9.5% and 11.9% of respondents strongly agree and agree, respectively, with the assertion, while 51.4% and 21.4% of respondents disagree and strongly disagree, respectively, and 5.8% of respondents are not sure about the statement. The mean score and standard deviation are 3.6327 and 1.21471, respectively. The results indicated that the LGS has not instituted a proper mechanism to help assemblies and employees to improve their performance weaknesses. Lastly, 29.9% and 60.25% respondents strongly agree and agree respectively that the continuous monitoring and evaluation of the LGS performance management system will significantly improve the performance of assemblies and employees while 3.1% and 1.7% respectively disagree and strongly disagree, and 5.1% respondents were not sure about the statement. These results represent a mean score of 1.8639 and a standard deviation of 0.78065. The results suggest that the majority of respondents agree that the continuous monitoring of and evaluation of the LGS performance management system will significantly improve assemblies and employee performance.

The analysis of Table 6.1 indicates that respondents have varying opinions on the LGS monitoring and evaluation strategies implemented over the years. Some respondents believe that monitoring and evaluation strategies have significantly improved the efficiency and effectiveness of performance monitoring and evaluation systems; others argue that monitoring and evaluation strategies are not effectively integrated into Ghana's LGS performance management system.

### **6.2.1 LGS Performance Management Monitoring and Evaluation Strategies**

Organizational performance management in organizations involves setting performance targets, reviewing, regularly monitoring and evaluating performance of targets, and providing feedback to improve service delivery. Efficient performance monitoring and evaluation strategies are crucial for LGS to track employee performance against organizational goals, identify strengths and opportunities for improvement, and provide timely services (PSC, 2022; Aguinis, 2019; Sosu, 2019; Armstrong, 2014). This section of the study investigates LGS's performance management strategies, focusing on their assessment of employee, department, and assembly performance to ensure quality services and citizens growth and development. The majority of survey respondents generally approve of LGS's performance monitoring and evaluation strategies, indicating their effectiveness in assessing employee and assembly performance as illustrated in Figure 6.1 below.





**Figure 6.1: LGS performance monitoring and evaluation strategies**

**Source: Field Survey, February, 2023**

From Figure 6.1, the majority of respondents (94.5%) believe LGS effectively implements performance monitoring and evaluation strategies for employee and assembly performance, while a small percentage (7.8%) are neutral or undecided, suggesting uncertainty about the effectiveness of LGS performance management monitoring and evaluation strategies, and 6.1% disagree indicating reservations about its effectiveness. The quantitative results confirm the key informant interview findings, revealing the implementation of monitoring and evaluation strategies for the LGS performance management system at all levels of Ghana's LG administration. To this end, the researcher conducted an interview session and asked an open-ended question *in your opinion, would you say that the LGS has over the years implemented performance management monitoring and evaluation strategies/techniques to ensure that individual employees', RCCs', and MMDAs' performance has been effectively evaluated, explain.* In response, the majority of interviewees reported that performance management monitoring and evaluation strategies are a crucial part of the LGS PM policy framework. The following quotations are some of the interviews



conducted with key informants. During an in-depth interview, one of the interviewees provided the following statement:

The LGS performance management policy document (both the performance contracts and appraisal systems) has made adequate provisions for monitoring and evaluations. This will help to regularly check the performance of individual employees, RCCs/MMDAs. For me, the criteria for conducting performance management monitoring and evaluation at every phase/stage of the performance management implementation process are clearly defined in the PM policy document. I want to also point out that the LGS PM policy document has equally assigned roles and responsibilities to individuals and teams to carry out monitoring and evaluation at all levels of the LG administration within a timeframe. So, to my mind, I can say that the LGS has over the years put in place performance management monitoring and evaluation strategies to ensure the performance of individual employees, teams, and the entire assemblies are properly monitored and evaluated for enhanced service delivery [Interview with a DCD 20/02/2023].

Another interviewee confirmed that the LGS PM policy document has integrated performance management monitoring and evaluation strategies.

For me, I will say that the LGS has put in place pragmatic methods to ensure that RCCS/MMAs performance is properly monitored and evaluated. I can also say that the LGS has some monitoring and evaluation tools, namely, the data collection matrix is one of the tools used for assessing the performance of RCCs/MMDAs in the annual performance evaluation exercise. What mean by the data collection matrix is that it is a template that is designed based on the various Key Performance Areas (KPAs), and the Key Performance Indicators (KPIs) of the performance management system [the PCs] evaluation. Another tool used for the evaluation exercise, I can remember is desk studies, whereby, office files are assessed to confirm whether or not the individual employees and RCCs/MMDAs have actually executed their KPAs and KPIs effectively and timeously. So, I will say that the LGS has over the years designed performance management monitoring and evaluation strategies/techniques to measure employees' performance [Interview with a MCD 20/02/2023].

The study found LGS has implemented effective performance management strategies, but concerns were raised about poor monitoring and evaluation methods, affecting efficient policy decision-making. During an interview, a key informant stated:

I am aware that performance monitoring and evaluation are well grounded in the LGS PM policy I am also aware that there are timeframes attached to monitoring, supervision and evaluation of each of the stages of PMS. In fact, I should say that all the KPAs and KPIs of the LGS performance management system are assigned specific monitoring and evaluation timelines and failure to appropriately abide by these timelines can adversely affect the PM implementation process. One of the





fundamental challenges, I have personally observed over the years about the LGS performance management monitoring and evaluation system is that most assemblies and departments, and the RCC and the OHLGS do not strictly abide by the LGS performance monitoring and evaluating procedure and timeframes. Some of these assemblies sometimes modify the LGS monitoring and evaluation strategies/approach and procedures for their convenience, and they, most of the time end up not properly implementing the PMS. This is a sad reality I should emphasize on [Interview with a RHDD 20/02/2023].

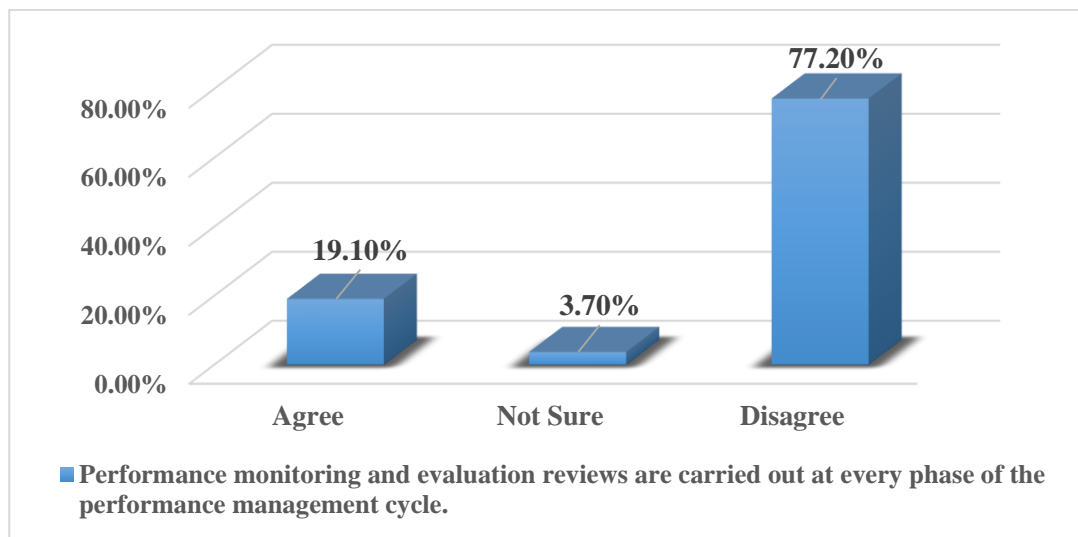
Some important findings can be derived from both descriptive statistics and key informant interviews mentioned above. First, the LGS has developed comprehensive performance management monitoring and evaluation strategies over the years to guide the operationalisation of its performance management system, and, secondly, the strategies were a crucial component of the assembly's PM implementation process. Even though the LGS performance management policy document clearly outlines performance management strategies, the findings revealed that most assemblies do not strictly adhere to the implementation process. The current situation may negatively impact the efficient execution of KPAs and indicators for various employees, departments, and assemblies. The 2020, 2021, and 2022 Annual Performance Evaluation Reports revealed that all eleven Municipal/District Assemblies in the Region were unable to effectively execute all seven KPAs assigned in the Performance Contracts. This is particularly concerning for some scholars, given the evidence that PM systems need to be properly monitored and evaluated to be effective (Aguinis, 2019; Ramamoorthy, 2019; Armstrong, 2014; Radebe, 2013). Similarly, inadequate monitoring and evaluation of PM implementation at organizational levels leads to ineffective employee performance assessments, affecting service delivery standards and organizational effectiveness. (Sosu, 2020; Asiedu-Boamah & Asare, 2019; Denkyira, 2014). Further, the study indicates that while the LGS has a robust monitoring and evaluation framework, it lacks strong leadership support for fostering a culture of performance management. Hence, the



Ghanaian LG administration must effectively implement LGS performance management strategies, as outlined in the LGS performance management policy framework.

### 6.2.2 How Ghana's LGS Performance Monitoring and Evaluations are Conducted

This phase of the study critically analyses the methods and approaches used in monitoring and evaluating LGS performance management strategies. Specifically, the section study examines performance monitoring at all phases of PMS, including planning, mid-year review, end-of-year evaluation, and decision-making stages of LGS performance management implementation, using both quantitative and qualitative data. Figure 6.2 provides a comprehensive overview of the LGS performance monitoring and evaluation reviews conducted at every stage of the performance management cycle.



**Figure 6.2: Performance Monitoring and Evaluation Reviews at all Phases of the PM**

**Source: Field Survey, February, 2023**





From 6.2 the results reveal 19.1% of respondents believe monitoring and evaluation reviews are conducted at every stage of the performance management cycle, while 77.2% disagree, indicating potential skepticism or disagreement and only 3.7% of respondents were neutral or undecided suggesting a lack of clarity on the frequency of LGS performance monitoring and evaluation reviews. The quantitative findings confirm the qualitative findings, revealing that there is lack of effective implementation of PMS monitoring and evaluation. The researcher posed an open-ended question regarding this matter. *How would you describe the LGS performance monitoring and evaluation process in your opinion? Would you say that these types of evaluations and monitoring are carried out on a regular basis in your assembly? Explain.* The transcript provides key informants' perspectives on the question. One interviewee stated that:

To my mind, the LGS performance monitoring and evaluation strategies/methods are one of the best performance assessment criteria in Ghana's public sector. The only concern I have about it has to do with its implementation. I can say that though monitoring and evaluation strategies are well crafted, it is just on paper. I say this because most departments, units and assemblies do not strictly implement the LGS monitoring and evaluation in accordance with the laydown procedures. The principle is that performance monitoring and evaluation should be an ongoing process. If at all, departments, units and assemblies at least assemblies are mandated to monitor and evaluate the performance of employees every month or every quarter of the year. Unfortunately, here [Upper West Region] I can say on authority that most assemblies do not conduct regular monitoring, supervision, and evaluation in order to review regularly and track the performance of employees [Interview with a DCD, 20/02/2023].

In the same vein, another interview had this to say:

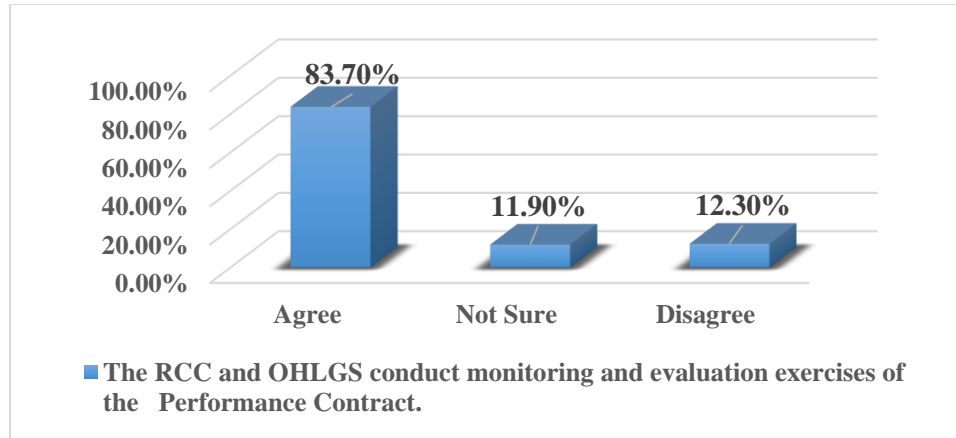
I can conveniently mention that most department and unit heads are not committed to the performance monitoring and evaluation process. Most of them don't even care whether employees are properly appraised or not. It may interest you [researcher] to know that most of the time, you will see employees running up and down "chasing" their supervisors to help them complete their appraisal forms, especially, when they are due for promotion. I will say that this attitude, which is more or less a culture in assemblies simply defeats the real purpose of the LGS performance management system. This is a sad reality!" [Interview with Interview with a RHDD 20/02/2023].

The study reveals a lack of effective performance monitoring and evaluation of KPAs and KPIs among employees and assemblies in the region, potentially hindering the efficient implementation of the PMS in most assemblies and departments. Further, the study identifies challenges in implementing LGS performance monitoring and evaluation strategies, including leadership and manager inefficiency, poor communication and inadequate stakeholder participation. This finding has been confirmed by similar studies (Aguinis, 2019; Douglas et al., 2022; Sosu, 2019). It was also found that most assemblies and departments lack valid and reliable data for accurate employee performance assessment, leading to misinterpretation of overall performance due to poorly designed monitoring and evaluation strategies. Therefore, the OHLGS, RCCs, and Assemblies should implement pragmatic measures for effective performance monitoring and evaluations throughout the LGS performance management implementation cycle.

### **6.2.3 Roles of the MMDAs, RCCs, and the OHLGS in Conducting the LGS Performance Management Monitoring and Evaluation (both the PCs and PAs)**

This section of the study highlights the crucial role of stakeholders in Ghana's LG administration in monitoring and evaluating LGS performance, examining the effectiveness of MMDAs, RCCs, and OHLGS. Therefore, respondents were surveyed on the frequency of monitoring and evaluation exercises for the performance management system, specifically the performance contract (PCs). The results in Figure 6.3 provide a detailed description of the opinions of the respondents.





**Figure 6.3: Performance Monitoring and Evaluation (PCs) by the RCC and OHLGS**

**Source: Field Survey, February, 2023**

From Figure 6.3 above, the majority of respondents (83.7%) agreed that regional authorities conduct annual monitoring and evaluation exercises for the LGS performance management system, with the RCC and OHLGS consistently conducting these exercises in all eleven Municipal/District Assemblies while 11.9% of respondents were neutral or undecided, suggesting some uncertainty about the annual frequency of monitoring and evaluation exercises and 12.3% of respondents disagreed with the annual monitoring and evaluation exercises of the LGS performance management system, indicating a minority with reservations. Although the overwhelming majority of survey respondents indicate RCC and OHLGS regularly monitor PMS's KPAs and KPIs, but key informants disagree, arguing it's not properly aligned with Assemblies Annual Action Plans.

Despite that the findings from document analysis revealed that the LGS has developed a roadmap for the PM implementation process with a well-defined activity schedule that includes performance planning, reviewing, monitoring, and evaluating the KPAs and KPIs of specific employees and teams, some interviewees further expressed that





the monitoring and evaluation roadmap has not been rigorously adhered to by the key actors of the PM process, resulting to an ineffective monitoring and evaluation process. The key informants have expressed their thoughts and opinions in response to an open-ended interview question that *"In your honest viewpoint, do you think that the OHLGS and RCC has over the years adequately performed their responsibilities of ensuring effective and efficient monitoring and evaluation of the PMS in your Assembly/Department? Explain, please.* The quotes below summarize key informant responses, as one interviewee stated.

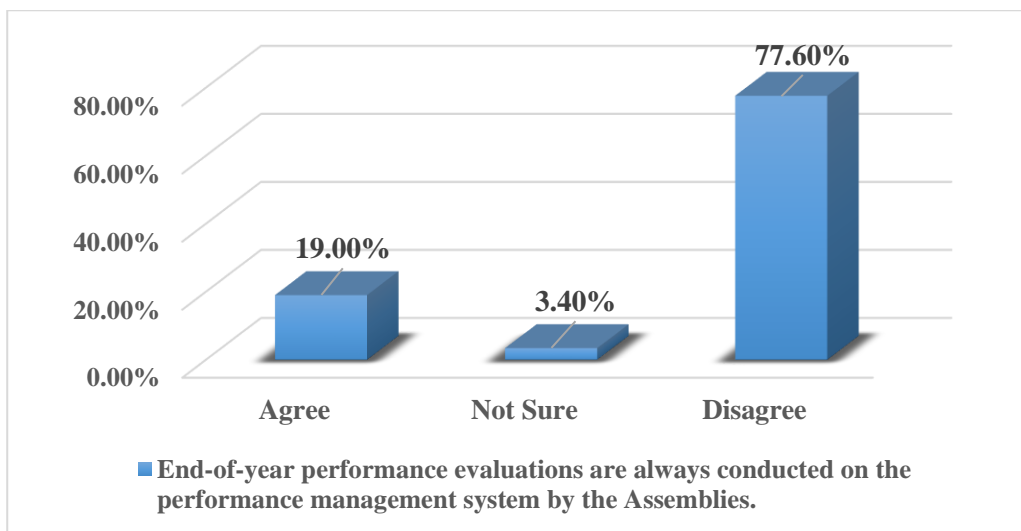
I know that at the regional level, the RCC is responsible for conducting regular monitoring and evaluation of the LGS performance management system [both the pcs and appraisals] of assemblies and departments in the region. The RCC is enjoined by the LGS PM policy document, to conduct quarterly monitoring and supervision of the PMS. Even If the RCC cannot conduct all the quarterly monitoring and evaluation exercises, they can at least conduct two (2) monitoring and evaluation exercises, especially, mid-year review and end-of-year evaluation of the KPAs and KPIs of the PMS of the assemblies. Aside from this, an independent assessment team, mostly, from the OHLGS will then conduct the end-of-year evaluation. I can, however, say that most of the time, the RCC failed to execute its core mandate of monitoring and evaluating the performance of the assemblies which may not be deliberate but may be due to the lack of resources [Interview with a MCD 20/02/2023].

Another interviewee emphasised that:

I can say that neither the RCC and the OHLGS has over the years not shown a high sense of responsibility and commitment towards effective and efficient monitoring and evaluation of the PMS. Sometimes, the RCC, instead of visiting all the Municipal/District Assemblies to monitor, supervise and evaluate the implementation of KPAs and KPIs of the PMS will sometimes [for example 2021 and 2022], direct the assemblies themselves to conduct a self-assessment and evaluate of their performance and submit reports for the RCC to consolidate and for onward submission to OHLGS. In my candid opinion, this practice is not the best practice, and will not help in unearthing the real performance of the assemblies. This can lead to misleading performance information [Interview with Interview with RHDD 20/02/2023].

Drawing on the results of both the descriptive statistics and key informants' interviews, concludes that the RCC's poor monitoring and performance assessment of assemblies have significantly impacted the region's performance over the past three

years, with the Wa East District Assembly ranking last out of 261, with a total performance score of 11.88% on all seven KPAs MMDAs in the country. Similarly, the OHLGS failed to adhere to the LGS performance management system implementation roadmap. as evidenced by the non-conformity in the LGS Annual Performance Evaluations conducted between 2020 and 2022 (LGS- Annual Performance Evaluation Report, 2022). The performance management system's effective implementation may be hindered by a lack of funding and leadership commitment at regional and assembly levels.



**Figure 6.4: End of year Performance Evaluation by Municipal/District Assembly**

**Source: Field Survey, February, 2023**

The study found that 19.0% of respondents agreed that annual performance evaluations are conducted at various organizational levels, indicating a low level of agreement with assemblies' practice. Similarly, a small percentage of respondents (3.4%) were neutral or undecided, suggesting some uncertainty about the frequency of these evaluations. However, the majority of respondents, 77.6%, expressed skepticism or disagreement with the annual frequency of assemblies' evaluations. The



quantitative results confirmed the qualitative findings, with the majority of interviewees stating that Municipal/District Assemblies do not conduct end-of-year performance evaluations. The study revealed that most unit and department heads who appraise LGS performance often do not show seriousness towards the appraisal system. One interviewee stated that:

It is revealing to note that most of the time, appraisees (employees) alone would have to complete the appraisal process for the appraisers (supervisors) to sign. This means that only the appraisees wholly carry out performance planning by developing KPAs, and allocating weights to the KPAs, setting the KPIs, and also, applying the service delivery standards. Also, they conduct the mid-year review as well as the end-of-year evaluation process for their appraisers (supervisors) to sign the final appraisal report. To my mind, this practice is an affront to the cardinal principles of the LGS performance management system [accountability, transparency, equity and ownership], and will have to change [Interview with Interview with a RHDD 20/02/2023].

Another interviewee elaborated on the following:

The reality is that most assemblies do not prioritize the PMS. They simply don't pay much attention to regular performance monitoring and evaluation processes. What most of the assemblies do is that they will always wait for the year to end before they will be struggling to cover most of their KPAs and KPIs. What they only care about is scoring higher marks during the LGS Annual Performance Evaluation exercise. So, most assemblies would end up "cooking" some of their reports just to meet the assessment criteria of the LGS. This is simply not right, but this is becoming the order of the day. If you [assembly] wouldn't do it, others [assemblies] will do it to score more marks than you. What a sad reality!" [Interview with a DCD 20/02/2023].

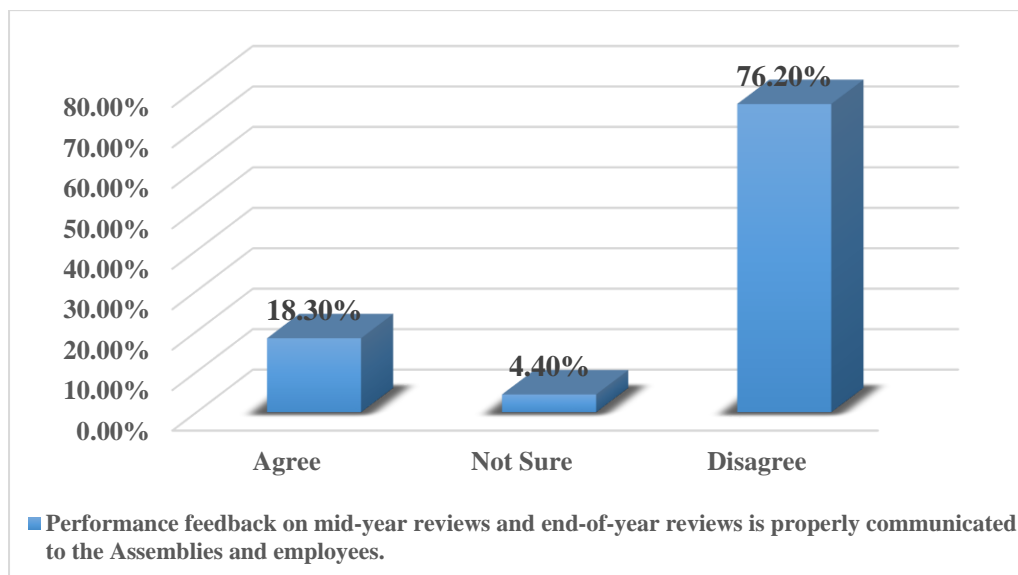
Drawing on the results above, it can be concluded that most assemblies do not place significant importance on performance monitoring and evaluation, particularly at the end of the year. This phenomenon may have significant negative impacts on the implementation process of the PMS and service delivery standards. The study supports various researchers and organizational theorists' claims that ineffective performance monitoring methods can lead to inaccurate data and results in organisational decision-making (Cambre et al., 2023; Szabla et al., 2023; Aguinis, 2019; Armstrong (2014). It is therefore imperative that assemblies and departments





implement practical monitoring and evaluation schemes to evaluate employees' and assemblies' performance throughout the PM implementation cycle.

Also, this section of the study examined the effectiveness of communication of performance feedback on mid-year reviews and end-of-year evaluation reports to Assemblies and employees. The quantitative results indicate that performance feedback on mid-year reviews and end-of-year monitoring and evaluation was not effectively communicated to assemblies and employees, as depicted in Figure 6.4.



**Figure 6.5: Performance Feedback on Mid-year and End-of-year**

**Source: Field Survey, February, 2023**

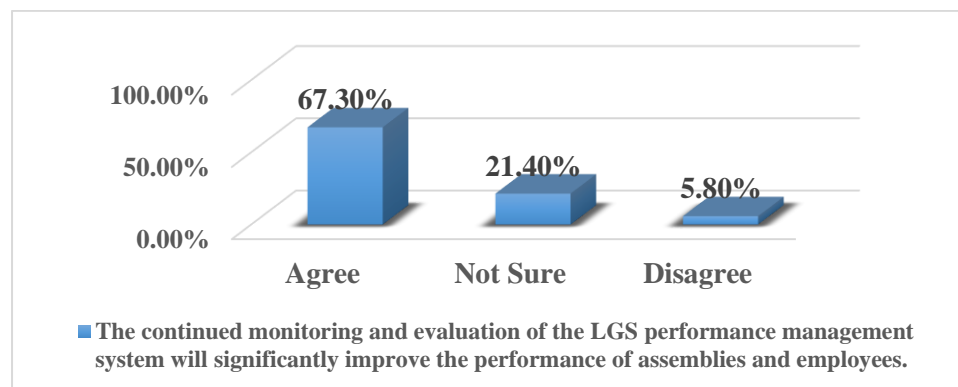
The study shows that only 18.3% of respondents agree that performance feedback from mid-year reviews and end-of-year evaluations is communicated to relevant stakeholders. Also, a small percentage of respondents (4.4%) expressed uncertainty about the communication of performance monitoring and evaluation feedback. The majority of respondents, specifically 76.2%, expressed skepticism or disagreement



with the communication of performance monitoring and evaluation feedback mechanisms.

Drawing on the results from Figure 6.5 above, one can conclude that feedback on mid-year and end-of-year reviews reports on performance monitoring and evaluation of the assemblies is poor due to a lack of effective communication and feedback mechanisms for efficiently transmitting performance monitoring and evaluation information from the RCC to the respective Assemblies and departments. This means that the RCC's ineffective communication of assemblies' performance post-monitoring and evaluation exercises may hinder their ability to rectify shortcomings before the LGS Annual Performance Evaluation exercise.

Furthermore, this section of the study highlighted the importance of continuous performance monitoring and evaluation in enhancing the performance of individual employees, teams, and assemblies as a whole. The study indicates that continuous performance monitoring and evaluation significantly enhance the performance of assemblies and employees. Figure 6.5 demonstrates a positive relationship between continuous performance monitoring and evaluation and employee performance.



**Figure 6.6: Relationship between continued performance monitoring and evaluation and employee performance improvement**

**Source: Field Survey, February, 2023**



The above results show that 67.3% of respondents, while 21.4% disagree with intensifying these measures for holistic performance growth and service delivery. A small percentage (5.8%) of respondents expressed uncertainty about suggestions for improving performance monitoring and evaluation in assemblies for enhanced service delivery.

The findings support various organisational research literature, indicating that continuous monitoring and evaluation of employee performance by managers can lead to improved results (Abagsonema & Brenya, 2021; Abagsonema, 2019; Aguinis, 2019; Daft & Marcic, 2017). Similarly, these scholars and organisational management theorists emphasise the significance of continuous performance monitoring and evaluation for supervisors to track progress against objectives and implement corrective actions (Abagsonema & Brenya, 2021; Abagsonema, 2019; Aguinis, 2019; Daft & Marcic, 2017). Hence, effective PM monitoring and evaluation methods can improve service delivery by tracking and correcting individual employee and team KPAs and KPIs for achieving LGS strategic goals.

#### **6.2.4 Methods and Approaches of Performance Evaluation and Monitoring in Ghana's LGS Performance Management System**

This section of the study assesses LGS performance methods and approaches for monitoring and evaluating employee performance at all levels of Ghana's LG administration. Performance monitoring and assessment are crucial for organizations to evaluate their strategies' effectiveness, identify areas for improvement, and ensure they achieve their goals and objectives effectively. The study reveals that LGS has consistently employed integrated performance monitoring and evaluation methodologies to evaluate the effectiveness of individual workers, teams, and assemblies' performance which ensures a high level of accuracy in the PM implementation process (LGS-Annual Performance Evaluation Report, 2022). The



study has identified the following performance management methods and strategies employed by LGS, RCC, and assembly to monitor and evaluate individual employees, units, departments, and assemblies during implementation as summarized in Table 6.2 below.

**Table 6.2: LGS Monitoring and Evaluation Approaches/Strategies**

LGS Monitoring and Evaluation Method/Approaches	Descriptions
<b>Data Collection Matrix.</b>	<ul style="list-style-type: none"> <li>• The data-collecting matrix facilitates the integration of functional area of data from various evaluation sources and presents it in a single composite report.</li> <li>• The M&amp;E team visits assemblies and departments to interact with staff and gather information on performance target implementation using a checklist based on Key Performance Areas (KPA's) and Key Performance Indicators (KPIs) of the performance management system (both the performance contracts and the appraisal).</li> <li>• The KPA's and KPIs are often developed and implemented considering the government's top development priorities areas.</li> <li>• The data collection matrix is an efficient performance monitoring and evaluation technique used by LGS to assess assembly performance, although it may take some time.</li> </ul>
<b>Paper-based interview techniques</b>	<ul style="list-style-type: none"> <li>• Paper-based interviews are the most common method for gathering information about individuals and organizational performance.</li> <li>• The technique involves an interviewer reading questions aloud to participants while holding a printed questionnaire and recording their responses.</li> <li>• The study analysis revealed that the LGS has</li> </ul>





	<p>utilized a paper-based interview method to monitor and evaluate the performance of the RCC and eleven assemblies over the years.</p> <ul style="list-style-type: none"> <li>• Performance management personal interviews were conducted to provide an in-depth explanation of PMS-related material found in various performance management documents such as Annual Action Plans, Progress Reports, and Meeting Minutes.</li> <li>• The study found that all eleven municipal/district assemblies utilized paper-based interview procedures for performance monitoring and evaluation over the years.</li> <li>• The evaluation team utilizes interview sessions to identify and address uncertainties in the PMS implementation process, resulting in the implementation of interventions.</li> <li>• The data collected from the matrix was confirmed through a paper-based interview technique. The two tools are utilized to cross-validate performance data and complement each other.</li> <li>• The study revealed that all eleven municipal/district assemblies have consistently used paper-based interview procedures for performance monitoring and evaluation over the years.</li> </ul>
<b>Observational methods</b>	<ul style="list-style-type: none"> <li>• Observation provides a direct evaluation of an employee's performance, unlike methods like multiple-choice testing.</li> <li>• This is crucial when assessing competencies that are difficult to define, such as practical or social skills.</li> <li>• The observational method was employed to assess performance indicators such as landscaping, Client Service Unit, office</li> </ul>

	<p>logistics, standard facilities, safety equipment, and a security post.</p> <ul style="list-style-type: none"> <li>• The observational method was effectively employed to efficiently review office files to ensure proper filing and accessibility of reports, letters, and other documentary materials.</li> </ul>
<b>Site visit and inspections</b>	<ul style="list-style-type: none"> <li>• The monitoring and evaluation team visits specific places such as waste management sites, market places and lorry stations. This is to check how waste is managed to ensure an effective and efficient environment and sanitation management.</li> </ul>
<b>Discussions of KPAs and KPIs</b>	<ul style="list-style-type: none"> <li>• The monitoring and evaluation team, after they have completed their final assessment, they discuss their preliminary findings of all the KPAs and KPIs with the assemblies and departments. The purpose is to allow assemblies to have an overview of the assessment.</li> <li>• Also, assemblies are offered the liberty to provide suggestions and recommendations.</li> </ul>

**Source: Authors' construct, 2023**

The study revealed that over the years, LGS has utilized various methodologies and strategies to efficiently and effectively monitor and assess employees' and assemblies' performance as enumerated in Table 6.2. The study revealed that the LGS Annual Performance M&E platform was highly beneficial for identifying errors, successes, and strategies for future improvement of the LGS performance management system. The study reveals that past performance monitoring and evaluation in municipal/district assemblies and departments positively impacts organizational decision-making by tracking the extent of employee implementation of KPAs and KPIs, enabling informed staff capacity building and administrative decisions. The



study supports Aguinis (2014) and Armstrong (2014), highlighting the crucial role of regular and effective employee performance monitoring in measuring employee performance and achieving organizational objectives. However, the study revealed that some employees, especially those in lower cadres, lack knowledge or understanding of the monitoring and evaluation methods and their deployment. Hence, the LGS performance M&E process necessitates substantial training for junior support and middle management to effectively understand and appreciate the monitoring and evaluation process. This finding corroborates that of Rodriguez-Garcia and Kusek's (2019), who emphasized that effective organizational performance monitoring and evaluation (M&E) serves a catalyst for the effective assessment Key Performance Indicators and making necessary adjustments. The study also found that monitoring and evaluation aids data-driven decision-making, efficient performance target implementation, and informed resource utilization. It aids assemblies in understanding client needs, enabling quality services, and informs Ghana's LG administration's performance management effectiveness.

Therefore, monitoring and evaluation offer crucial insights into service delivery in the Upper West Region, enhancing accountability and enabling informed resource allocation decisions.

#### **6.2.5 LGS Performance Monitoring and Evaluation Strategies Implementation Challenges**

This section of the study research highlights the LGS performance M&E implementation challenges. Most participants expressed concern about LGS performance M&E strategies, despite some confidence in PMS monitoring and evaluation procedures, and regional and assembly levels have only intermittently implemented them. The study found that most assemblies do not regularly monitor and assess the use of Performance Contracts and Appraisal Systems (PMS) for

implementing KPAs and KPIs. Also, it was found that the RCC failed to strictly adhere to the performance monitoring and evaluation roadmap, resulting in a gap in the PM process implementation. Further, the LGS performance monitoring and evaluation methodologies are criticized for lacking objectivity and scientific approaches, and for being susceptible to biases due to subjective data collection techniques. More so, it found that the PMS policy document outlines actions for LGS performance monitoring, but most assemblies do not follow the roadmap, as illustrated in Appendix D. Additionally, the LGS performance monitoring and evaluation system is subpar due to a lack of commitment to PMS principles, inadequate resources, poor performance management orientation, and a lack of monitoring culture.

### **6.3 Chapter Summary**

The chapter examines Ghana's LGS performance monitoring and evaluation strategies, revealing key methods like data collection matrix, interview techniques, and observational methods for monitoring and evaluating employee performance. The study reveals that despite thorough monitoring and evaluation of the LGS performance management system, most assemblies and departments fail to adhere to M&E principles, affecting its effectiveness. The LGS performance monitoring and evaluation procedures lack impartiality and scientific methods, exposing them to biases. The system should be enhanced by utilizing an integrated system that incorporates both paper and electronic documents. In conclusion, Assemblies and Departments should adhere to the PMS implementation roadmap, report on implementation progress, and continuously monitor employee performance to improve service delivery.





The next chapter seven will explore the effects of the implementation of LGS performance management system on service delivery.



## **CHAPTER SEVEN**

### **EFFECTS OF THE GHANA'S LGS PERFORMANCE MANAGEMENT SYSTEMS ON SERVICE DELIVERY**

#### **7.1 Introduction**

The chapter analyzes the effects of the LGS performance management system on service delivery, addressing the fourth research question of the thesis. The study analyzed the seven main KPAs of the LGS performance management system, focusing on performance contracts in general administration, human resource management, financial management, infrastructure development, social services, and environment and sanitation. The extent of KPA implementation significantly influences the effectiveness and efficiency of service delivery to citizens. Therefore, the study discussed both quantitative and qualitative results, primarily based on survey questionnaires and key informant interviews. Also, the researcher thoroughly reviewed annual reports on performance management systems and other relevant documents, presenting both quantitative and qualitative findings to support the study's conclusions. Table 7.1 presents the descriptive data on the effects of the implementation of Ghana's LGS performance management on service delivery.



**Table 7.1: Effects of Performance Management System on LGS Service Delivery**

Statement	SA (%)	A (%)	NS (%)	D (%)	SD (%)	Mean	Std. Deviation
The implementation of PMS has significantly enhanced the general administration of the assemblies.	30.6	58.5	4.8	4.1	2.0	1.8844	0.83045
The implementation of PMS has significantly enhanced human resource management and the development of the assemblies.	34.4	57.5	3.7	3.1	1.4	1.7959	0.76563
The implementation of PMS has significantly improved the financial management and reporting system of the assemblies.	4.1	7.1	5.1	53.7	29.9	3.9830	1.00326
The implementation of PMS has significantly improved the infrastructure development of the Assemblies.	2.4	5.1	4.1	58.2	30.3	4.0884	0.86986
The implementation of PMS has significantly improved the local economic development of the assemblies.	3.7	6.5	4.4	57.1	28.2	3.9966	0.96172
The implementation of PMS has significantly improved the provision of social services in the Assemblies.	26.2	62.9	5.4	3.4	2.0	1.9218	0.79504
The implementation of PMS has significantly improved the environment and sanitation of the Assemblies.	33.7	55.8	6.1	3.1	1.4	1.8265	0.78413

Source: Field Survey, 2023 (N=294)

SA=Strongly Agree, A=Agree, NS=Not Sure, D=Disagree, SD=Strongly Disagree



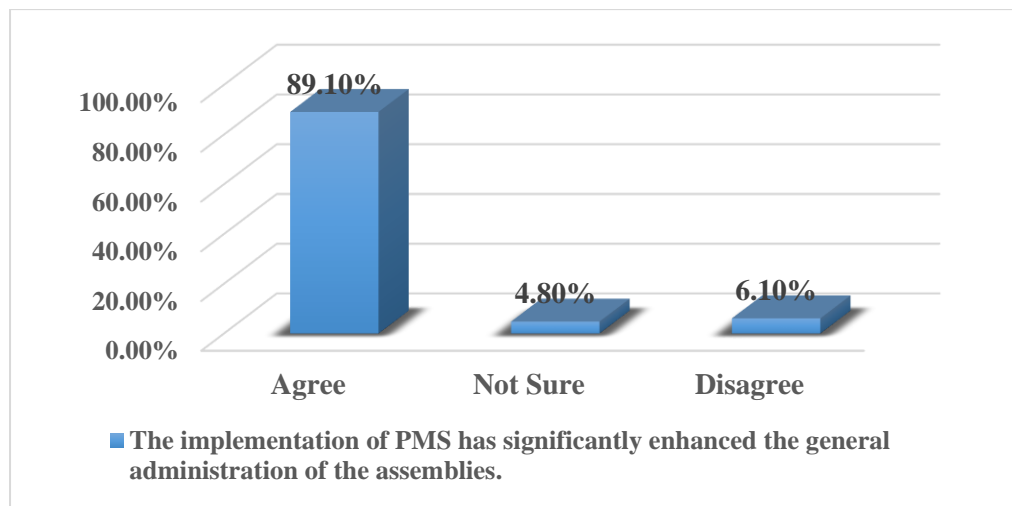


The majority of respondents (89.1%) reported that the implementation of PMS has significantly enhanced the general administration of their assemblies. Only 6.1% of respondents disagreed with the statement, and 4.8% did not express an opinion. This represents a mean value of 1.8844 and a standard deviation of 0.83045. Additionally, 91.9% of respondents, or an overwhelming majority, thought that the deployment of PMS had greatly improved human resource management and the growth of their departments and assembly. Only 4.5% of respondents disagreed with the statement, and 3.7% did not have an opinion. The results show a 3.9830 mean value with a 1.00336 standard deviation. Also, the overwhelming majority of respondents, or 83.6%, disagreed with the claim that the implementation of performance management has considerably enhanced the financial management and reporting system of the assembly and departments. Furthermore, 5.1% of respondents expressed uncertainty about the statement, whereas 11.2% expressed agreement with it. In addition, the majority of respondents (88.5%) disputed that the deployment of PMS had considerably enhanced the development of their assemblies' infrastructure, while 7.5% of respondents agreed with the assertion and 4.1% were unsure. The average score was 4.0884, while the standard deviation was 0.86986. Furthermore, 10.5% of respondents agreed with the assertion, while 4.4% of respondents were unsure, and 85.3% of respondents disagreed that the introduction of PMS has considerably boosted the economic development of their assemblies. To add to that, 89.1% of respondents stated that the installation of PMS had greatly enhanced the delivery of social services in their assemblies, compared to 5.4% who disagreed and 5.4% who did not respond to the question. The average score was 1.9218, while the standard deviation was 0.79504. Last but not least, the majority of respondents (89.5%) agreed that the introduction of PMS had greatly improved the environment and sanitation of

their respective assemblies, while 4.5% disagreed and 6.1% were unsure. The results display a mean value of 1.8265 and a standard deviation of 0.78413. We critically reviewed the key informant interview results and contrasted the conclusions with the quantitative findings, in addition to the descriptive statistical analysis. This will give the researcher the ability to draw logical conclusions about how the LGS performance management system has impacted LG service delivery.

## 7.2. Effects of the LGS Performance Management on General Administration

This section of the study presents descriptive statistics on the effects of the implementation of the PMS on service delivery in general administration, illustrated in Figure 7.1.



**Figure 7.1: Analysis of the effects of LGS Performance Management System on General Administration.**

**Source: Field Survey, February, 2023**

Figure 7.1 shows that the majority of respondents (89.1%) believe that the implementation of PMS has improved assembly management and administration, contributing significantly to citizen service delivery. However, some (4.8%) and 6.1% express skepticism about the system's improvement in general administration. The





adoption of PMS has significantly improved the quality of general administrative services, including functional assembly websites, customer service centers, and maintaining a conducive workplace environment. Other administrative services offered include regular ISCCS meetings, staff training, LGS protocol sensitization, and an efficient records management system. The LGS-Annual Performance Evaluation Report (2022) highlights that the effective implementation of these Key Performance Indicators (KPIs) will enhance the administration of assemblies and departments, ultimately enhancing service delivery. The qualitative results corroborate the quantitative findings, as key informants report positive impacts of PMS deployment on the general administration and management of RCC and Assemblies, particularly in enhancing service delivery and daily operations of these assemblies and departments. The interview quote below highlights the positive impact of implementing PMS on general administration.

Many of the assemblies and departments in this region have experienced notable improvement in administrative services after the LGS performance management system was implemented somewhere in 2014 or 2015. For instance, over time, the implementation of the performance contracts has improved stakeholder participation in making pertinent decisions for development in the various assemblies. In my assembly, the PMS has created a favourable atmosphere for the creation of bye-laws to control environmental and ecological degradation. For instance, in 2019, a bye-law was made to safeguard the cutting down of trees, especially, economic trees such as the shea trees for charcoal burning. I will say that the implementation of the PMS has positively contributed to the making of by-laws through the Assembly mandatory meetings, namely, the DISEC meeting and General Assembly meetings has ensure peace and security in my District [Interview with a DCD 13/03/2023].

From the aforementioned, the LGS performance management system has significantly improved service delivery in the general administrative process, as stated by an interviewee.

In my opinion, the implementation of PMS [performance contracts] has greatly improved administrative performance and service delivery in most assemblies in the region [the Upper West Region]. I assert that in contrast to earlier [before 2015] when the current PMS wasn't in place, most assemblies have organized sensitization forums

on LGS Protocols over time, including the conditions of service, code of conduct, scheme of service, service delivery standards, Local Governance Act, 2016, Act 396, staffing norms, human resource operational manual, etc. [Interview with RHDD, 13/03/2023].

A senior administrator's interview further supports the claim that the LGS performance management system significantly improved service delivery, particularly in the administrative sphere, and explained that:

I will note that the introduction of the PMS, in particular, the creation of functional Client Service Centres (CSCs) in all assembly, has positively influenced the provision of high-quality services to our clients/customers, who are primarily members of the general public. I'd also like to add that the client service unit's duties are crucial for making sure that inquiries, complaints, and feedback are handled properly within a defined, recognized framework. The interaction between the various assemblies and the client [external stakeholders, development partners, and the general public] has improved with the introduction of the client service units in the RCC and all assemblies. I can state that most assemblies now deliver services more effectively thanks to the advent of client centers [DCD interview, 1/3/ 2023].

The study reveals that the LGS performance management system positively impacts the daily leadership and administration of various assemblies and departments, as evidenced by descriptive statistics and key informant interviews. This finding supports scholars and organizational management theorists' arguments that effective general administration drives employee performance, strategic goals, social accountability, improved service delivery, and overall development within an organization (Aguinis, 2019; Kremer et al., 2019; Brown & Latham, 2018; Werner, 2017; Latham, 2018; Mishra et al., 2014). Therefore, efficient and effective administration and management of assemblies and departments ensure the provision of appropriate services to the right people at the right time and cost. Despite the positive impact of the PMS implementation on general administration, the lack of logistics in many departments hinders the smooth implementation of KPAs and KPIs, which in turn impacts service delivery. The results show that most assemblies had



trouble setting up electronic systems for communication, ICT infrastructure, and websites that worked. This had a negative impact on important departments that provide services and care for clients (LGS-Annual Performance Evaluation Reports, 2022).

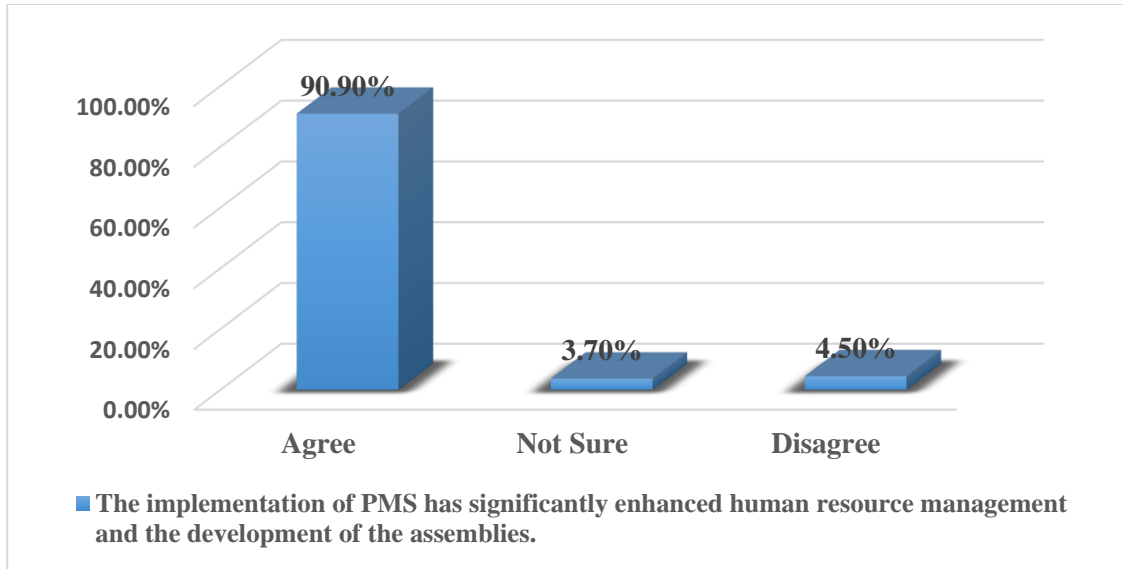
Despite facing challenges, most departments and assemblies have maintained an appealing physical work environment with proper landscaping and office signposts for visitors. Additionally, most research participants reported that the performance management system significantly improved the institutionalization of assembly bye-laws, which in turn significantly regulated citizen behavior in municipal/district assemblies. Assembly officials enforced bye-laws along the Burkina Faso and Ivory Coast borders to prevent the smuggling of goods, particularly fertilizers for the government's Planting for Food and Jobs (PfJ) program, and to control the movement of Fulani Headmen. More so, research participants' views on security in the region indicate relative peace and stability compared to its sister regions, the Upper East, Northern, and Savannah. The region's regular organization of Regional, Municipal, and District Security Committee meetings has resulted in maintaining relative peace and security. In conclusion, the study reveals that the LGS performance management system significantly improves service delivery and improvement in general administration, necessitating stakeholder involvement for the successful implementation of KPIs.

### **7.2.1 Effects of the LGS Performance Management System on Human Resource Management and Development**

This section of the study analyzes the impact of the Performance Management System (PMS) on human resource development and management, as depicted in Figure 7.2.







**Figure 7.2: Analysis of the Effects of the PMS on Human Resource Management Service Delivery.**

**Source: Field Survey, February, 2023**

Figure 7.2 illustrate that the majority of respondents (91.9%) believe that the implementation of PMS has improved human resource management and development in assemblies indicating a strong positive impact while 4.5% of respondents disagree with the statement, and 3.7% were neutral or undecided that the implementation of the LGS performance management system has improve human resource management and development.

Generally, the discussion centered hugely on the effects of the LGS performance management system on key HR management issues like employee hiring, retention, learning, training, promotion, salary administration, and employee leave management system. Additionally, the study discussed other pertinent issues such as workforce welfare, safety, diversity, gender equality, ethics, values, and a code of conduct, among others. More specifically, the mainstreaming of gender, ethics, values, and behavior, as well as the misuse of drugs and alcohol in the workplace, are all



interconnected issues for HRM and development in every functional organization and have been examined thoroughly in this study. Key informants were surveyed on the effects of the LGS performance management system on human resource development and management, as well as its potential to enhance service delivery.

The key informant interview results corroborated the descriptive statistics showing that the LGS performance management system's application enhanced human resource development and management. An open-ended question was posed to key informants to ascertain whether the PMS's adoption has had a favourable or negative effect on human resource management. *In your own personal and candid opinion, would you say that the implementation of the LGS performance management system has significantly impacted human resource management and development? Kindly share your thoughts on the issue.* The majority of key informants reported that the implementation of PMS has improved human resources management and development, particularly in employee career advancement, including promotions, upgrading, conversions, capacity building, training, and development. The PMS has enhanced staff leave management, including annual, study, and maternity leave, as well as wage/salary management and administration over time. The study reveals that the implementation of PMS has improved employee career progression, including promotions, upgrading, and conversions across all LGS cadres. Further, the deployment of the LGS performance management system improved employee development, training, and capacity building. The PMS has contributed to staff capacity building, training, and development through workshops, seminars, in-house training, coaching, mentoring, and on-the-job training of employees in all cadres as highlighted by most interviewees. Regarding the effects of LGS performance management on human resource management, specifically in terms of employee



career advancement, capacity building, training, and development, most key informants confirmed that the implementation of the PMS has positively influenced career advancement. One of the interviewees expressed that:

I can state that over the years, the deployment of PMS [especially, the performance contracts] has favourably improved service delivery in the area of staff promotions, upgrading, and conversions in the region. I want to emphasize that getting promoted in the Service [LGS] was quite challenging prior to the implementation of the current PMS. Employees would sometimes spend six, seven, or even eight years "warming up" on one work grade in those days. Promotions have so far been noticeably improved since the implementation of this latest PMS, and personnel are timely promoted [Interview with RHDD, 13/03/2023].

Regarding staff capacity building, training and development, one of the key informants in an interview had this to say:

In my perspective, the implementation of the LGS performance management system has significantly improved the delivery of human resource management services in the areas of staff capacity building, training, and development. I bring this up because, in accordance with the LGS performance management policy paper, by the end of March each year, all Assemblies must develop and submit to the RCC extensive staff training. In addition, the Assemblies are required to swiftly send the RCC reports on the status of the implementation of their training plan every quarter. Additionally, they [Assemblies] must have carried out their training plan to a minimum of eighty percent (80%) by the end of the year. I firmly feel that the current PMS initiatives have had a positive impact on staff development, training, and capacity building in the majority of Assemblies [MCD interview conducted on March 13, 2023].

Also, the majority of interviewees surveyed believe that the implementation of the PMS has enhanced service delivery for employee salary administration in most assemblies. This was one of the interviewees said in an interview:

In most assemblies and departments, the implementation of the new PMS has significantly improved service delivery in the area of effective and efficient management of employees' salaries. According to me, over the years, the implementation of the LGS performance management system has made sure that staff salaries are timely and accurately validated through the Controller and Accountant General's Electronic Salary Payment Voucher and validated reports are submitted to the RCC for attention and necessary actions. These procedures allow for proper management of employee salary. Further improving employee wage administration at the assembly and departments is the decentralisation of employee salary input at the



RCC, which was formerly done at the national level (Accra) [Interview with RHDD, 13/03/2023].

Drawing on both the quantitative and qualitative outcomes, it can be said that the deployment of the LGS performance management system has over the years substantially impacted the effective and efficient human resource management practices for enhanced service delivery. This finding is similar to several pieces of academic research suggests that regular training and capacity-building strategies for human resource development significantly improve employees' emotional intelligence, time management skills, and positive attitude towards work, ultimately improving their talent effectiveness and overall organisational performance (Adula et al., 2023; Chapano, Mey, & Werner, 2023; Armstrong & Taylor, 2023; Chowdhury et al., 2023; Garcia et al., 2023; Garcia, Huang, & Kwok, 2023; Collins, 2021, Hamouche, 2021). These scholars and organisational management theorists further maintained that training and development improve employees' competence, reduce errors, and require less supervision, leading to improved work attitudes, increased motivation, and alignment with the organisation's structure, mission, and achievements.

Further, an analysis of the LGS-Annual Performance Evaluation Reports between 2015 and 2022 confirmed that the implementation of the LGS performance management system positively improved human resource management and development, facilitating employee growth, training, and capacity building (LGS Annual Performance Evaluation Reports, 2022). The Annual Performance Evaluation Reports further reveal that 98% of assemblies successfully organized capacity-building, training, and development programs for staff members, primarily funded through the District Development Facility and supported by development partners (LGS-Annual Performance Evaluation Report, 2022). To this end, Municipal/district





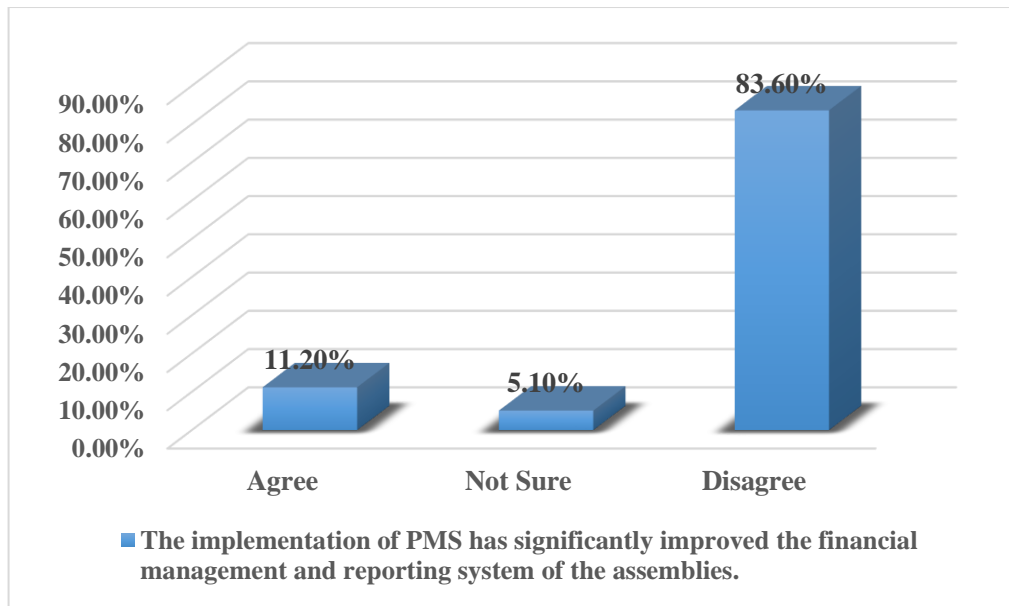
assemblies should consistently incorporate employee training, development, and capacity-building programs into their AAPs to ensure quality and timely service delivery, improving citizen wellbeing. The study revealed that the implementation of PMS significantly improved employee promotions, career advancements, job security, efficiency, compensation, loyalty, morale, satisfaction, and self-esteem, leading to improved service delivery. This finding supports Locke & Latham's goal-setting theory encourages leadership and employees to set short-term and long-term professional development and career advancement goals, identifying training needs, skills gaps, and growth opportunities (Locke & Latham, 2006).

It was discovered that, despite the many advantages of implementing Ghana's LGS performance management system in fostering human resource management and development, the study revealed serious concerns about employee motivation and well-being. The LGS performance management system lacks adequate employee welfare schemes and a realistic link between performance and rewards, negatively impacting service provision efficiency and cost-effectiveness. To this end, Ghana's LG administration should implement performance compensation policies and incentives, such as merit-based salary increases for employees who consistently perform well and achieve specific performance ratings. This will motivate employees to improve their KPAs and KPIs, enhancing overall organisational performance. In this regard, this study provides a solid basis for further investigation into the significance of appropriate employee rewards based on a pay-for-performance compensation management system and its implications for top management in Ghana's LG administration.

### **7.2.2 Effects of LGS Performance Management System on Financial Management and Reporting System**

This section of the study examines the effects of LGS performance management system on financial management and reporting systems, highlighting its crucial role in maintaining fiscal discipline and supporting government operations. The discussions was centred on the following KPIs as contained in the LGS performance management policy document (the performance contracts); (i) the preparation of revenue improvement Action Plan (RIAP) and ensuring that the Municipal/District Assemblies implement at least 80% of the RIAP by the end of the year; (ii) developing a comprehensive database on rateables items (moveable and immoveable) and ensuring that the database is updated and linked with final revenue estimates for the ensuing year; (iii) ensure that 100% of actual expenditure covered activities in the approved Annual Action Plan (AAP) of all Municipal/District Assemblies; (iv) Respond to Internal Audit observation within ten (10) days of the issuance of draft report and also make sure that the first, second and third quarters of Internal Audit Recommendation is effectively implemented by the end of each year; and (v) ensure that 100% of recommendation contained in Auditor General's Management Letter are effectively and efficiently implemented by the end of each year. The study shows that the implementation of the LGS performance management system has not significantly improved the financial management and reporting systems of most Municipal/District Assemblies. The quantitative results are presented graphically in Figure 7.3 below.





**Figure 7.3: Effects of PMS on Financial Management and Reporting System**

**Source: Field Survey, February, 2023**

The figure shows that 11.2% of respondents believe the implementation of PMS improved the financial management and reporting system of Municipal/District Assemblies and departments while 5.1% of respondents were neutral or undecided, suggesting a lack of clarity on the improvement in financial management and reporting among some participants, and the majority of respondents (83.6%), expressed skepticism or disagreement with the improvement in financial management and reporting. Similarly, the majority of key informants believe that the implementation of the LGS performance management system has minimal impact on the financial management and reporting systems of Municipal/District Assemblies and Departments. The descriptive statistical results support the qualitative findings, highlighting the ineffectiveness of LGS's financial management and reporting system, as highlighted by key informants' interviews and document analysis. As noted by one of the key informants that:



In the LGS performance management system [particularly, the performance contracts] has made relevant provisions for ensuring the effective and efficient financial management and reporting system of the various RCCs/MMDAs. Some of these measures include the yearly preparation of a revenue improvement annual action plan in accordance with the Ministry of Finance revenue improvement annual action plan. Also, the performance contract document provides that 100% of recommendations contained in the Auditor General's management letter are implemented by the end of every year. I can remember again that the performance contract instrument indicates that at least 90% of every year's actual expenditure should cover activities in the approved Annual Action Plan. All these provisions are fantastic measures put in place to ensure proper financial management and reporting system of the assemblies which will curb the problems of financial misappropriations by the assemblies and departments of Ghana's LG administration. I can mention, sadly, that many of the assemblies are always faced with the practical challenges of strictly complying with these provisions. I can say emphatically that most assemblies continuously show poor financial management and reporting [Interview with a MCD, 13/03/2023].

Drawing on both the descriptive data and key informants' interview reports, the study revealed poor financial management and reporting system in most Assemblies and Departments. The study further revealed that most assemblies have largely disregarded the Public Financial Management Act, 2016, Act 921, which aims to ensure effective allocation, disbursement, and accounting of public resources. Further, it was found that over 65% of 11 Municipal/District Assemblies and Departments face challenges in adhering to certain provisions of the Public Procurement Act 2003, as amended by Act, 2016, Act 914 (LGS-Annual Performance Evaluation Report, 2022). The Public Procurement Act aims to ensure judicious, efficient use of state resources, fair, transparent, non-discriminatory, environmentally, and socially responsible procurement, ensuring value for money in public financial transactions. More so, the study revealed that despite the existence of financial management policy frameworks, most assemblies and departments consistently display subpar financial management and reporting systems, thereby hindering effective service delivery (LGS-Annual Performance Evaluation Report, 2022). Similarly, the LGS Annual Performance Evaluation Report for 2020, 2021, and 2022 revealed that most Assemblies and





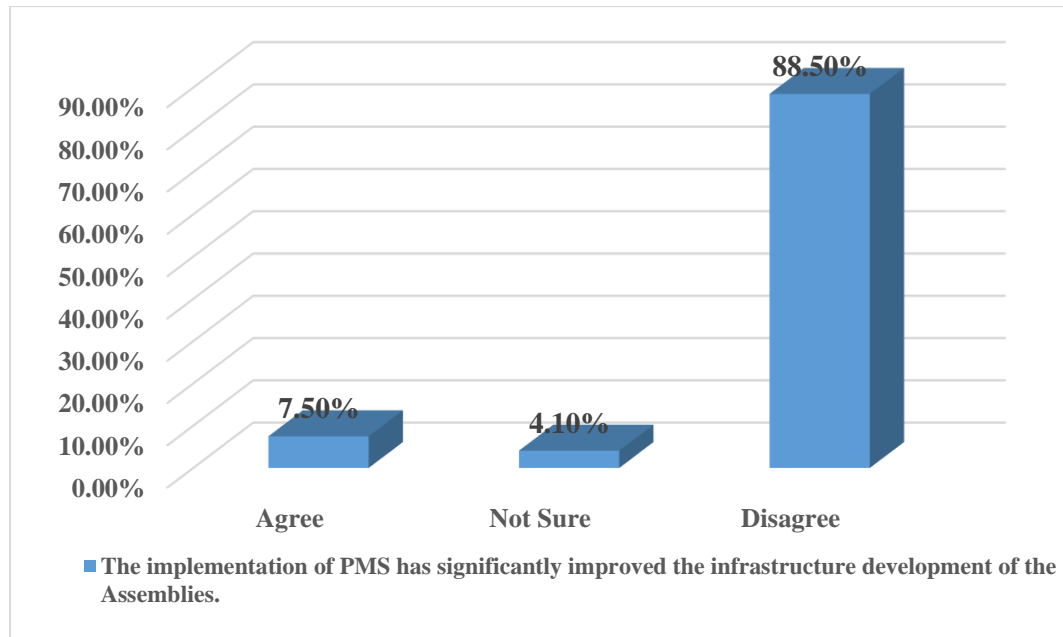
Departments failed to effectively execute most KPIs on financial management and reporting systems. In 2020, for example, only one out of the eleven Municipal/District Assemblies prepared their Revenue Implementation Action Plan (RIAP) but failed to submit it to the RCC. In this regard, the RCC has over the years struggled to effectively monitor and supervise revenue mobilization in most assemblies, leading to a decline in the mobilization and utilization of internally generated funds (IGF). Similarly, the majority of assemblies (64%) did not strictly adhere to the requirement that 100% of actual expenditures supported the activities in the approved Annual Action Plan (AAP). The study also showed that the majority (68%) of the Assemblies did not adhere to the requirement that the Auditor General's Management Letter's recommendations be fully implemented promptly at the end of each year. This has negative implications for effective and efficient financial management and reporting systems (LGS-Annual Performance Evaluation Report, 2022).

Although the 2021 LGS Annual Performance Management and Evaluation Report did not reveal any significant improvement in the financial management and reporting system, the 2022 results show a slight improvement in the effective financial management and reporting system compared to previous years. In effect, the LG administration in Ghana must continuously strive for effective financial management and reporting systems at all levels of the LG structure. Hence, implementing regular monitoring and supervision of financial management systems, as well as organizing capacity-building training programmes for staff, especially, those in the revenue mobilization cadre can enhance service delivery in all Assemblies and Departments.

### **7.2.3 Effects of LGS Performance Management System on Infrastructure Development**

This section of the study explores the impact of the LGS performance management

system on the development of infrastructure in the study area. The discussions aimed to evaluate the LGS performance management system's impact on social and technical infrastructures like road networks, electricity, water supply, schools, hospitals, and spatial and land use planning. The quantitative results are presented in Figure 7.4 below.



**Figure 7.4: Effects of LGS Performance Management System on Infrastructure Development**

**Source: Field Survey, February, 2023**

The study found that only 7.5% of survey respondents believed that the implementation of PMS had improved infrastructure development in the region, indicating a low level of improvement in infrastructure development. A small percentage of respondents (4.1%) were neutral or undecided, indicating some uncertainty about the extent of improvement in infrastructure development. The majority of respondents (88.5%) disagreed with the statement, indicating skepticism about the implementation of the PMS improvement in the region's infrastructure development. The descriptive statistical results confirmed the views of key informants



where most interviewees reported that the implementation of LGS performance management system has not contributed to the development of technical and social infrastructure. The interview transcripts provide the views of the interviewees as shown below. An interviewee remarked that:

Even though successive governments have put in place fantasy policies, programmes, and policies to enhance infrastructure development in the country, I can say that infrastructural development in this region is nothing to write home about. The region still lags behind its peers in terms of basic provision of essential social and technical infrastructure such as education, hospitals, roads, electricity connectivity, and water supply. In fact, the road network in this region is very poor, and there are no motorable roads linking many towns and villages to the various Municipal/District and Regional capitals. The road infrastructure development is simply very poor, though the construction of roads is a major Key Performance Areas [KPA] in the Annual Performance Contracts policy agreements of all MMDAs, the implementation of the KPAs has over the years been very poor due to lack of budgetary constraints [Interview with a MCD, 20/03/2023].

Regarding the water supply system, many of the interviewees reported that water coverage in the Region was above average. They were, however, of the opinion that the Region's performance in the water supply system was partly due to the support of other development partners. As explained by one of the interviewees:

In terms of the supply of water, the region has over the years performed fairly well with about 75.9 percent coverage in 2022. This figure is above the national average of 62.57 percent. To my mind, the relatively good performance of the Region in the area of potable water supply system can be attributed to the huge investment made by NGOs and other Development Partners. As for health, school and electricity infrastructure, I can say that the Region needs remarkable improvement, and this can be achieved through government deliberate policy put in place to invest in these sectors [Interview with RHDD, 20/03/2023].

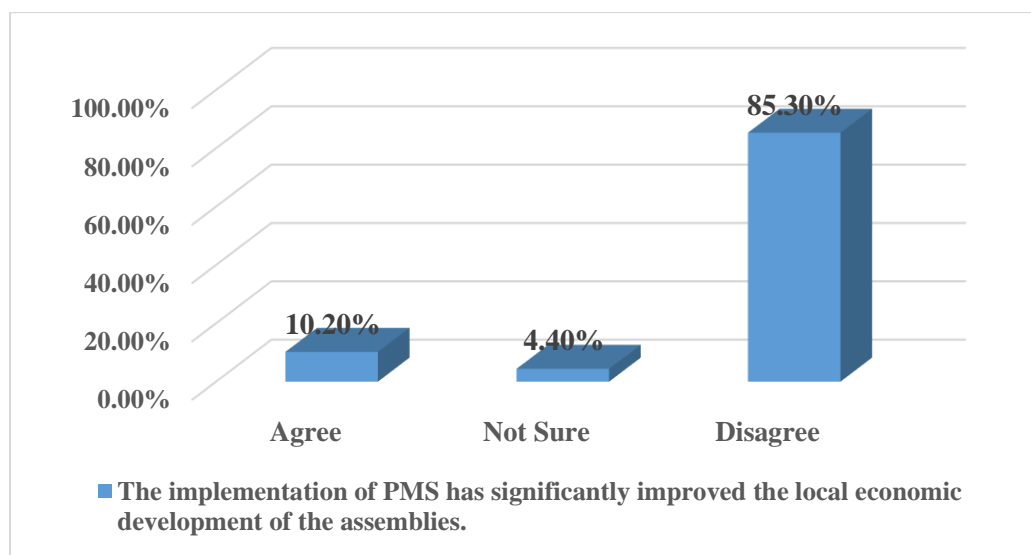
The study findings revealed that the implementation of the LGS performance management system has no positive impact on infrastructure development, as supported by interview quotations and relevant documents. The study reveals that most Upper West Region municipalities and districts lack essential amenities like water, roads, hospitals, schools, electricity, sanitation, and telecommunication



facilities, despite their vital role in socioeconomic growth and improving living standards. The study highlights challenges in infrastructure development, such as political interference, lack of funding, project abandonment, poor planning, communication, over-contracting, cost overruns, land disputes, and contractor payments. Thus, concrete measures need to be put in place to curb these challenges for enhanced service delivery.

#### 7.2.4 Effects of LGS Performance Management System on Local Economic Development

This section of the study examines the effects of the LGS performance management system on local economic development, service delivery, and job creation in sectors like agriculture, tourism, trade, and industry, using quantitative and qualitative data. The quantitative data is presented in Figure 7.5 below.



**Figure 7.5: Effects of LGS Performance Management System on Local Economic Development**

**Source: Field Survey, February, 2023**





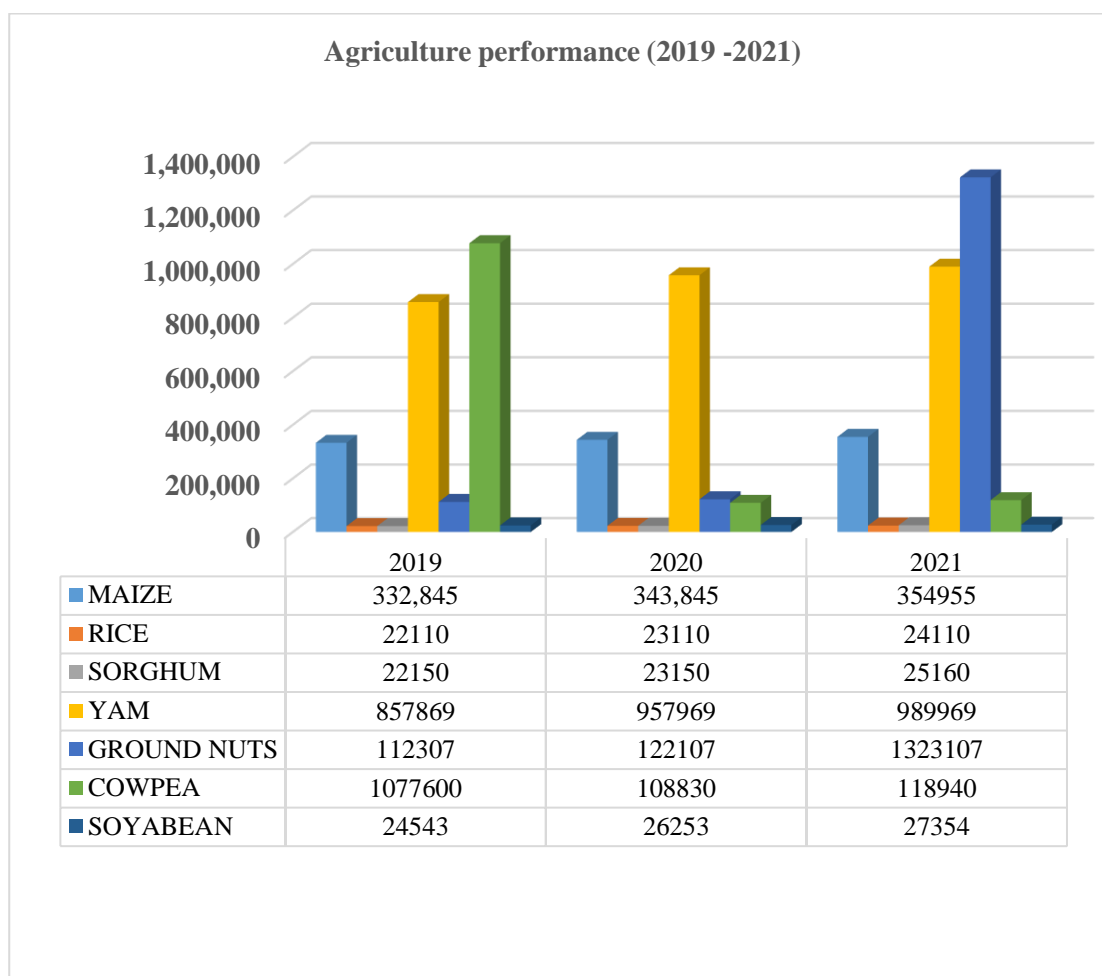
Figure 7.5 reveals that only 10.2% of respondents believe that the implementation of the LGS performance management system has significantly improved local economic development while 4.4% of respondents were neutral or undecided, suggesting uncertainty about the extent of economic development improvement through the implementation of the LGS performance management system and the majority of respondents (85.3%) disagreed with the economic development improvement of the LGS performance management system, indicating skepticism about its impact on the study area.

The majority of respondents (85.3%) believe the LGS performance management system doesn't contribute to economic growth and development, but Key Informants have mixed opinions on the quantitative data. Some of the key informants were of the view that the LGS performance management contributes to agriculture and tourism growth. On the contrary, the key informants explained that the implementation of PMS has no significant impact on the development of trade, industry as well as the creation of employment opportunities in the region.

The following were a few interview questions that helped shape the interviewees' opinions about how PMS affects local economic development in the study. As one of the interviewees explained:

The LGS performance management system, particularly, the performance contract has set key indicators to improve economic development. To be specific, with agriculture development, I will say that the PMS has contributed to improving agriculture growth and development. The performance contract instrument contained some important KPAs and KPIs that aimed at developing agriculture. For example, at least five percent of Municipal/District Assemblies expenditures to agriculture excluding the National Farmers' Day celebration by the end of each. I should say that these KPAs and KPIs are deliberately formulated to help transform agriculture from subsistence farming to commercial farming at the end of every year. For me, these performance management indicators coupled with other government agriculture policies, projects and programmes have over the year, significantly contributed to the growth and development of the Region [Interview with a DCD, 20/03/2023].

To further establish whether or not the implementation of the LGS performance management system has over the years improved agriculture performance, the study conducted a trend analysis on the impact of the LGS performance management system on agriculture performance. The analysis primarily focused on improving agricultural yield and accelerating farmers' transition from subsistence to commercial farming, as depicted in Figure 7.6 below.



**Figure 7.6: Trend Analysis of Agriculture Performance (2018-2022)**

**Source:** Author, based on data from Regional Agriculture Department-Upper West Region (February, 2023).

The data from Figure 7.6 provides detailed information on crop yield in metric tons. The review shows that despite unpredicted rains in the years under review, crop yield



in the region was not significantly impacted. In a similar vein, the study shows a significant enhancement in crop yields between 2019 and 2021 for selected crops like maize, rice, sorghum, groundnut, cowpea, and soyabeans. The region's food security was not negatively impacted. The implementation of government flagship agriculture projects, including food and job planting, exports, rural development, food and job rearing, and one village one damp, has significantly improved agricultural performance in the region. However, some key informants expressed a lot of concerns about the impact of the government's flashy programmes on agriculture development in the study which they simply described as nothing but mere "fantasy". The percentage of subsistence farmers transitioning to commercial farming increased from 9.7% in 2019 to 15.2% in 2021. The study indicates that the implementation of PMS has significantly improved the agricultural performance. Over time, farmers have embraced new farming technologies and methods, such as tractors, improved seeds, weedicides, chemicals, and organic fertilizers. The implementation of these practices has significantly increased the annual cultivation of acres, facilitating the migration of many farmers from subsistent agriculture to commercial agriculture. This leads to increased yields, thereby enhancing food security.

The interviewee discusses the influence of the LGS performance management system on the growth of tourism. The following are some quotations from the interview transcriptions:

To my mind, the adoption of the LGS performance management system, somewhere in 2015, has contributed greatly to improving tourism in the Region [Upper West]. I say this because the performance contract document has developed and implemented relevant KPAs and KPIs to boost tourism. For instance, all Municipal/District Assemblies are to ensure that at least 80% of approved tourism-related activities are implemented by the end of each year. I want to believe that some of these measures, coupled with some investments in the tourism sector made by private individuals have helped to improve tourism in the Region [Interview with RHDD, 20/03/2023].

Although the Key Informants shared their individual perspectives on the impact on



the impact of the implementation of the LGS performance management system on Local Economic Development, most of the interviewees believed that the PMS failed to contribute to the growth and development of trade and industry. On the other hand, the overwhelming majority of the interviewees were concerned that the PMS did not positively impact the creation of employment opportunities in the Region. The following are some quotations from the interview transcripts. As one of the interviewees remarked:

I believe strongly that the implementation of the LGS performance management system has not impacted positively the growth and development of trade and industry in the Region. This is because the PMS did not develop any concrete model that will enable trade and industrial transformation in the Region. We all know that trade and industry can only flourish if individuals can easily access capital but the PMS did not create any conducive environment that will allow people to have easy access to capital [financial]. I want to say again that the government's flashy programmes of One District, One Factory [1D,1F], for me, are just mere fantasy, and has not yielded any positive results by boosting trade and local industrial development [Interview with RHDD, 20/03/2023].

Another interviewee in an interview pointed out that the LGS performance management system did not positively impact creating employment opportunities in the Region. This is what he had to say:

There is no direct relationship between the LGS performance management system and the creation of employment opportunities in the Region. This is because the unemployment rate in the Region is very high despite the implementation of the LGS performance management system in somewhere in 2015. I sometimes hear people say that most people are unemployed in the Region because they don't have proper formal education. To me, that is not the case, the main problem is that most Municipal/District Assemblies have failed to integrate skills training programmes into their Annual Action Plans [AAP] for performance monitoring and evaluation to be conducted [Interview with a MCD, 20/03/2023].

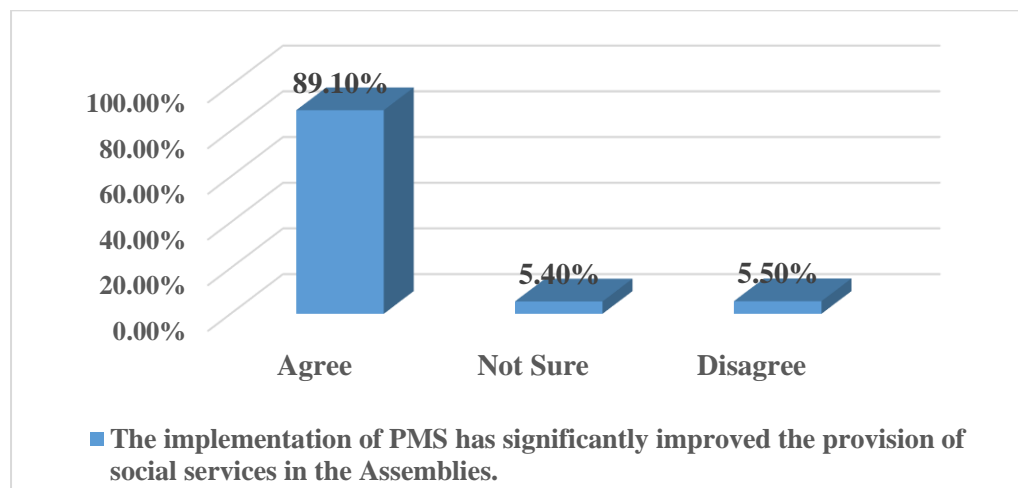
Drawing on both descriptive statistics and key informants' interview results it was found that the implementation of the LGS performance management system has significantly contributed to the development of agriculture and tourism sectors, but not trade, industry as well as the creation of employment opportunities. Thus, it implies that research participants, especially the key informants, have differing views



regarding how the LGS performance management system affects the growth of the local economy. This suggests that more research in this area is necessary so that future researchers can determine why the LGS performance management system's implementation did not significantly contribute to the expansion of trade and industry or the creation of employment opportunities.

### 7.2.5 Effects of LGS Performance Management System on the Provision of Social Services

This section of the study examines the impact of PMS on the provision of social services. The following thematic areas, which include, education, healthcare, nutrition as well and social protection schemes for vulnerable groups were critically analyzed. The quantitative results are presented in Figure 7.7 below:



**Figure 7.7: Effects of LGS Performance Management System on the Provision of Social Services**

**Source: Field Survey, February, 2023**

According to 89.1% of respondents, the implementation of PMS has significantly improved social service provision in assemblies, indicating a strong positive impact on social service delivery. A small percentage of respondents (5.4%) were neutral or undecided, indicating some uncertainty about the extent of improvement in social



service provision. A minority of 5.5% of respondents expressed reservations about the improvement in social service delivery, indicating a lack of consensus on the matter.

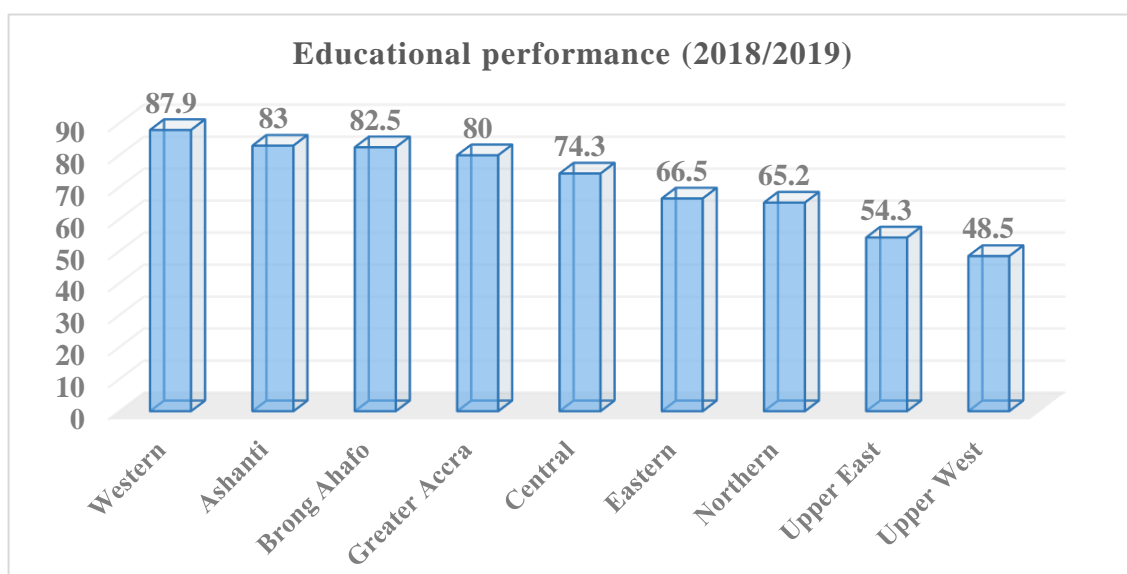
Regarding how the PMS deployment impacted education, the study finds that the LGS performance management system had no discernible positive impact on educational outcomes. Even though the performance management policy document included pertinent KPAs and KPIs to improve educational performance, it was discovered that overall educational performance over the nine years of the PMS's implementation was below average. The majority of municipalities and districts find it difficult to successfully implement these indicators. Under the terms of performance contracts, all Municipal/District Assemblies have the obligation to organize quarterly meetings of the Municipal/District Education Oversight Committee (MEOC/DEOC) to explore ways to improve educational performance in their respective jurisdictions. Despite all these measures, the study reveals a consistent decline in students' performance in the region's Basic Education Certificate Examinations (BECE), with most municipalities and districts consistently showing below-average results. More so, the region's performance in the West Africa Secondary School Certification Examination (WASSCE) was subpar, with some schools consistently scoring zero percent for three consecutive years. Key Informants' perspectives on the impact of the LGS performance management system on educational performance are discussed in the study. As explained by one of the interviewees:

The Upper West Region has consistently performed below 50 percent in the Basic Education Certificate Examination (BECE) for the past six years. This poor performance at the BECE level, which served as the foundation for the secondary and tertiary levels has over the years been very poor. This has attracted levels of dissatisfaction concerns among stakeholders in the region. For instance, in 2018, the region scored 49.7 percent, 48.3 percent in 2019 and 48 percent in 2020. The performance of students in the WASSCE in the region is equally not something to write home about. Some Senior High Schools in the region continued to perform poorly. For example, in 2019, out of 24 senior high schools that wrote the WASSCE



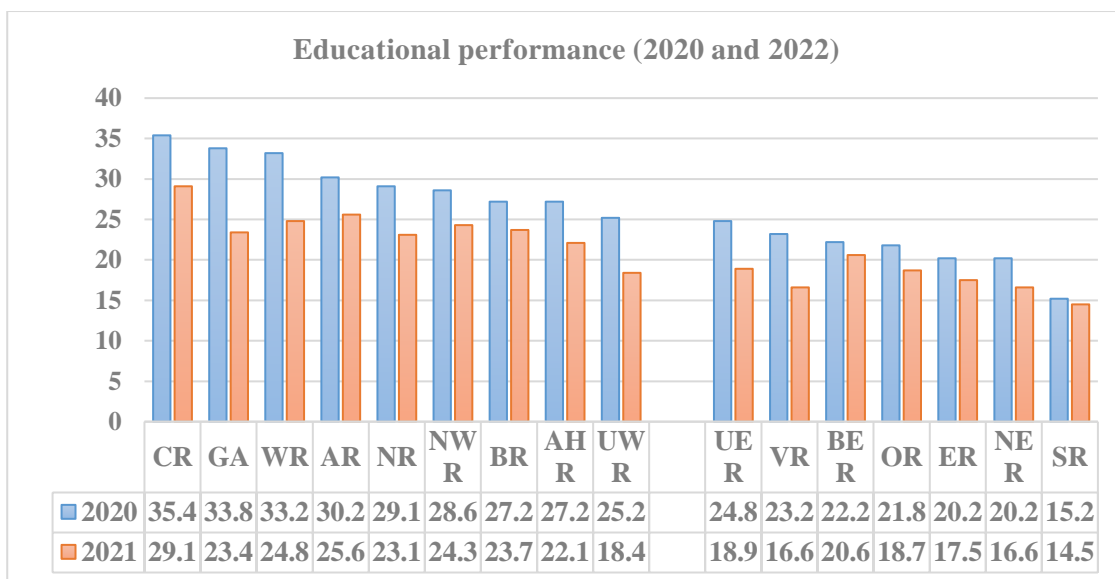
examination, 7 schools scored 0 percent. This trend was not different in 2020, 2021 and 2022. The general educational performance in the region i.e., both basic and second cycle levels has persistently below average. This is a source of deep worry for all stakeholders in the region [Interview with a Regional Head of a Decentralised Department, 20/03/2023].

The academic performance of pupils in BECE between 2018 and 2021, particularly in core subjects like English Language, Mathematics, Science, and Social Studies, consistently falls below average, as shown in Figures 7.8 and 7.9 below.



**Figure 7.8: Educational Performance (2019/2021)**

**Source: author, based on data from the District League Table (DLT)**



**Figure 7.9: Trend Analysis of Educational Performance (2020-2021)**

**Source: author, based on data from the District League Table (DLT)**

Figures 7.8 and 7.9 depict the regional performance of pupils in the BECE for 2018/2019, 2020, and 2021, respectively. The analysis was conducted using the percentage pass rate of pupils in the four core subjects: English language, Mathematics, Science, and Social Studies. The Western Region achieved the highest pass rate of 87.9% in 2018/2019, while the Upper West Region had the lowest pass rate of 48.5%. In 2021, the Central region ranked highest at 35.4%, followed by the Savanna Region at 15.2% and the Upper West region at 25.2%. In 2021, the Greater Accra Region achieved the highest score at 32.4%, followed by the Savanna Region at 14.5% and the Upper West Region at 18.4%, ranking 12th position. The region's BECE performance has been below average over the years, which has a detrimental influence on the effective and efficient delivery of educational services, which in turn affects the region's human resource quality. Therefore, further study can be conducted to determine the primary issues affecting educational progress in the area by



examining how the LGS performance management system deployment impacts academic performance.

Further, they analyzed the effects of the implementation of LGS performance management system on health service delivery. The study indicates that the LGS performance management system has significantly improved healthcare delivery quality over time, as evidenced by key informants' interview responses and educational performance document analyses. Throughout the years, the Region's health delivery system has continuously outperformed the national average. Nevertheless, certain key informants held differing views regarding the region's healthcare service delivery and the LGS performance management system's implementation. Some of the key informants believe that the region's improved healthcare delivery can be linked to initiatives and investments made by faith-based organizations, civil society organizations, and development partners through the building of healthcare facilities, the provision of logistical support, the development of healthcare staff's capacity, and training. Maybe in the future, this field can be the subject of in-depth investigation. The following quotations are a summary of the perspectives shared by most of the interviewees:

Though the performance management policy document contained some measures that will help improve the delivery of quality health services, it is important to state that many of the assemblies do not regularly organize the mandatory quarterly Municipal/District Health Committee meetings to fulfill the KPAs on health delivery enshrined in the performance contracts of the assemblies. Some of these assemblies do not even have in place functional health committees in place to effectively implement the various health programmes, projects and policies. Some of the assemblies sometimes rely on the District Public Health Emergency Management Committee meetings for administrative decisions about health service delivery. I will, therefore, state that the good performance in healthcare service delivery in the region is largely attributable to the enormous investment made by development partners [Interview with RHDD, MCDs, DCDs, 23/03/2023].

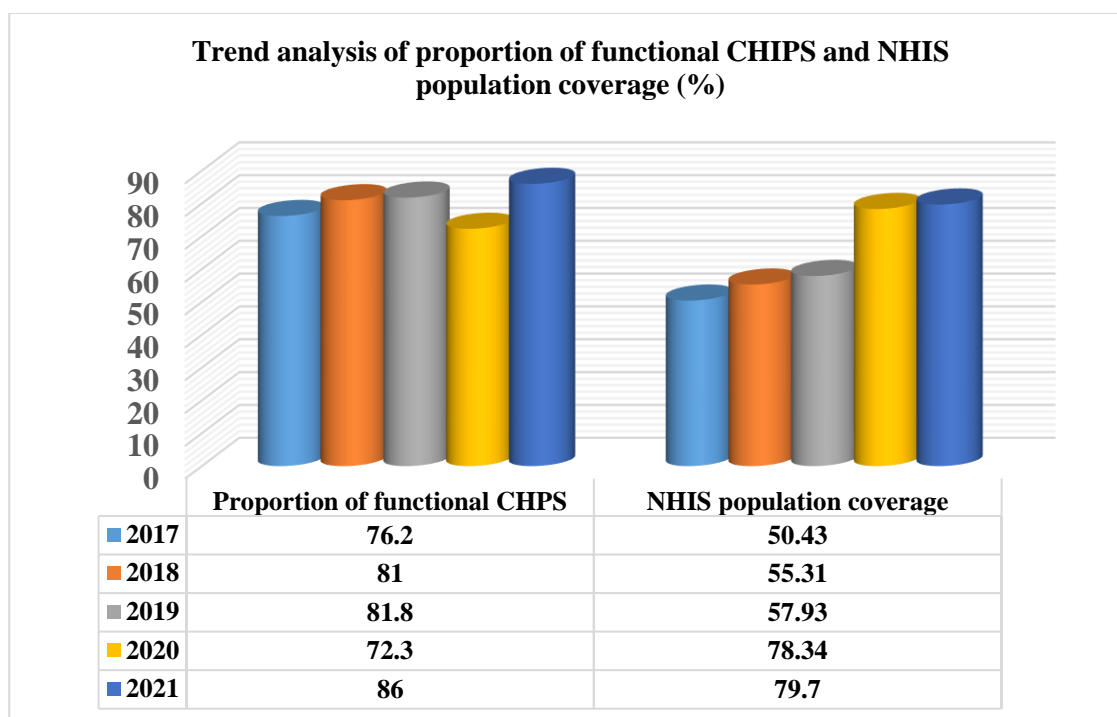
The study findings indicate that the health sector has experienced significant improvements over the years. The region currently recorded a total of 448 health



facilities that provide various types of health services. The facilities consist of three district government hospitals, one regional hospital, two Christians Health Association of Ghana (CHAG) hospitals, and three private hospitals. The remaining facilities include five polyclinics, 72 health centers, 10 clinics, five maternity homes, and 319 CHPS compounds. Two out of the nine districts in the region, Wa East and Lambussie, lack a district or private hospital. Between 2019 and 2021, there has been a slight improvement in the doctor-to-population ratio. The doctor-to-population ratio in the region has slightly improved from 1:14,897 in 2019 to 1:14,477 in 2020 and again to 1:10,362 in 2021. In 2017, the nurse-to-population ratio was 1:597, but in 2018, it slightly decreased to 1:632. In 2019, 2020, and 2021, there was a significant improvement of 1:514 and 1:493, respectively, while in 2021, it increased to 1:440. between 2017 and 2021, the region achieved the highest Midwife to Women in Fertility Age (WIFA) ratio, according to CAGD Payroll data Between 2017 and 2021, the region achieved the highest Midwife to Women in Fertility Age (WIFA) ratio (CAGD Payroll, December, 2021).

To further explain the effects of the PMS on healthcare service delivery, the study reviewed the region's performance in terms of functional CHIPS and NHIS population coverage between 2017 and 2021, as depicted in Figure 7.10.





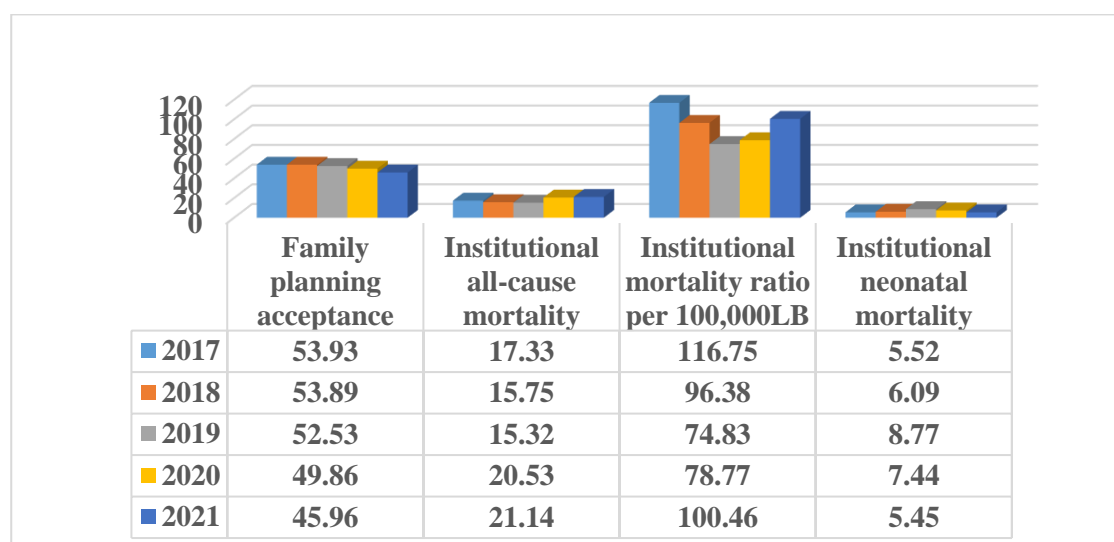
**Figure 7.10: Trend Analysis of the proportion of functional CHPS and NHIS population coverage (2020-2021)**

**Source: Author, based on data from the Health Sector Annual Programme of Work 2021 Holistic Assessment Report**

Figure 7.10 shows a trend analysis of the proportion of functional CHPS and NHIS population coverage of the Upper West Region between 2017 and 2021. The results indicate that the NHIS population coverage has persistently improved between 2017 and 2021. On the other hand, the proportion of functional CHPS in the region saw a significant improvement over the period under review. However, there was a marginal reduction in the proportion of functional CHPS in 2020.

An analysis of the results of the health sector performance of the region between 2020 and 2022 reveals that the region has performed creditably well in some key indicators such as Universal Health Coverage (UHC), which had 3.5 out of Five points; and reducing morbidity and mortality, intensifying prevention and control of non-

communicable disease, 3.8 points. The rest includes enhancing efficiency in governance and management, 3.6 points, and Intensifying prevention and control of communicable diseases and ensuring the reduction of new HIV/AIDS and other STIs, especially among the vulnerable groups, 2.8 out of Five points. Cumulatively, the Region scored a total of 3.5 points out of a maximum of five points based on the Holistic Assessment Tool, 2021. Other areas the report covered included the proportion of functional Community-based Health Planning and Services (CHPS) zones, which stood at 74 percent as against the 80 percent target for the year. An analysis of the results of other health indicators such as family planning acceptance, institutional all-cause mortality, institutional mortality ratio per 100,000LB (life birth) and institutional neonatal mortality revealed that the region has between 2017 and 2021 maintained a positive performance as shown in Figure 7.11 below:



**Figure 7.11: Trend Analysis of family planning acceptance, institutional all-cause mortality, institutional mortality ratio per 100,000LB (life birth) and institutional neonatal mortality (2020-2021).**

**Source: Author, based on data from the Health Sector Annual Programme of Work 2021 Holistic Assessment Report.**

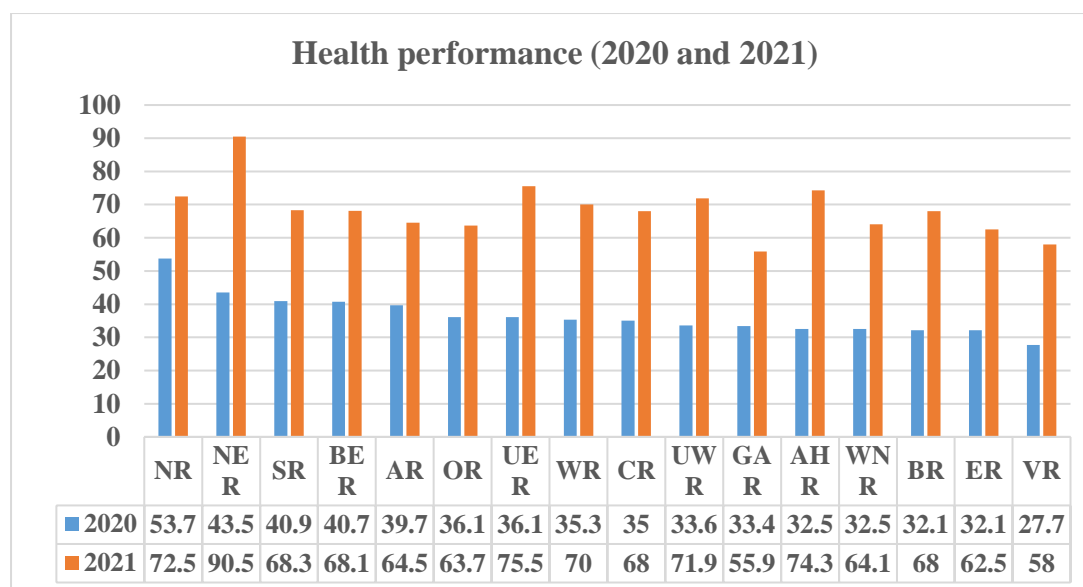




From Figure 7.11 above, it is evident that the region between the period of 2017 and 2021 has witnessed a marginal decline in performance on the family planning acceptance rate. For instance, in 2017, the family planning acceptance level was 53.97% which marginally reduced to 45.96% in 2021. In the same vein, the other indicators such as institutional all-cause mortality, institutional all-cause mortality, institutional mortality ratio per 100,000LB (life birth) and institutional neonatal mortality within the same period have recorded a fluctuating performance as portrayed in Figure 4.8 above. Broadly speaking, the region has recorded an average health performance in relation to the above-mentioned indicators in the period between 2017 and 2021.

An analysis was also conducted on the performance of the citizen's acceptance and befitting of antenatal care, immunization and services being delivered by healthcare professionals as shown in Figure 7.12. Even though the results indicate that the highest ranked regions are Northern, North East, Savannah, and Bono East Regions, the Upper West Regions have recorded a good performance in 2020. Similarly, in 2021, results indicate that the highest-ranked regions are North East, Upper East, Ahafo, Northern and Upper West, suggesting that citizens located in these regions are benefiting from antenatal care, immunization and services being delivered by healthcare professionals.





**Figure 7.12: Trend Analysis of health performance using selected indicators  
(2020-2021)**

**Source:** author, based on data from the District League Table (DLT) (2020 & 2021)

Even though the Development Partners, such as UNICEF, Plan International Ghana, Marie Stopes International, Community Development Alliance, Impact Malaria and JICA among others have contributed greatly to many of the successes chalked in the health care services delivery in the region, the results also show that the implementation of PMS has impacted greatly health services delivery in the region. The PMS through the operationalization of the performance contracts allows efficient and effective monitoring and evaluation of the KPAs and KPIs on health, also, the institutionalization of the Regional, Municipal/District health committees as well as quarterly meetings anchored in the performance contract has significantly enhanced health service delivery.

#### **7.2.6 Effects of the LGS Performance Management System and Social Protection**

This section of the study explores the effects of the implementation of LGS performance management system PMS and social protection, focusing on data

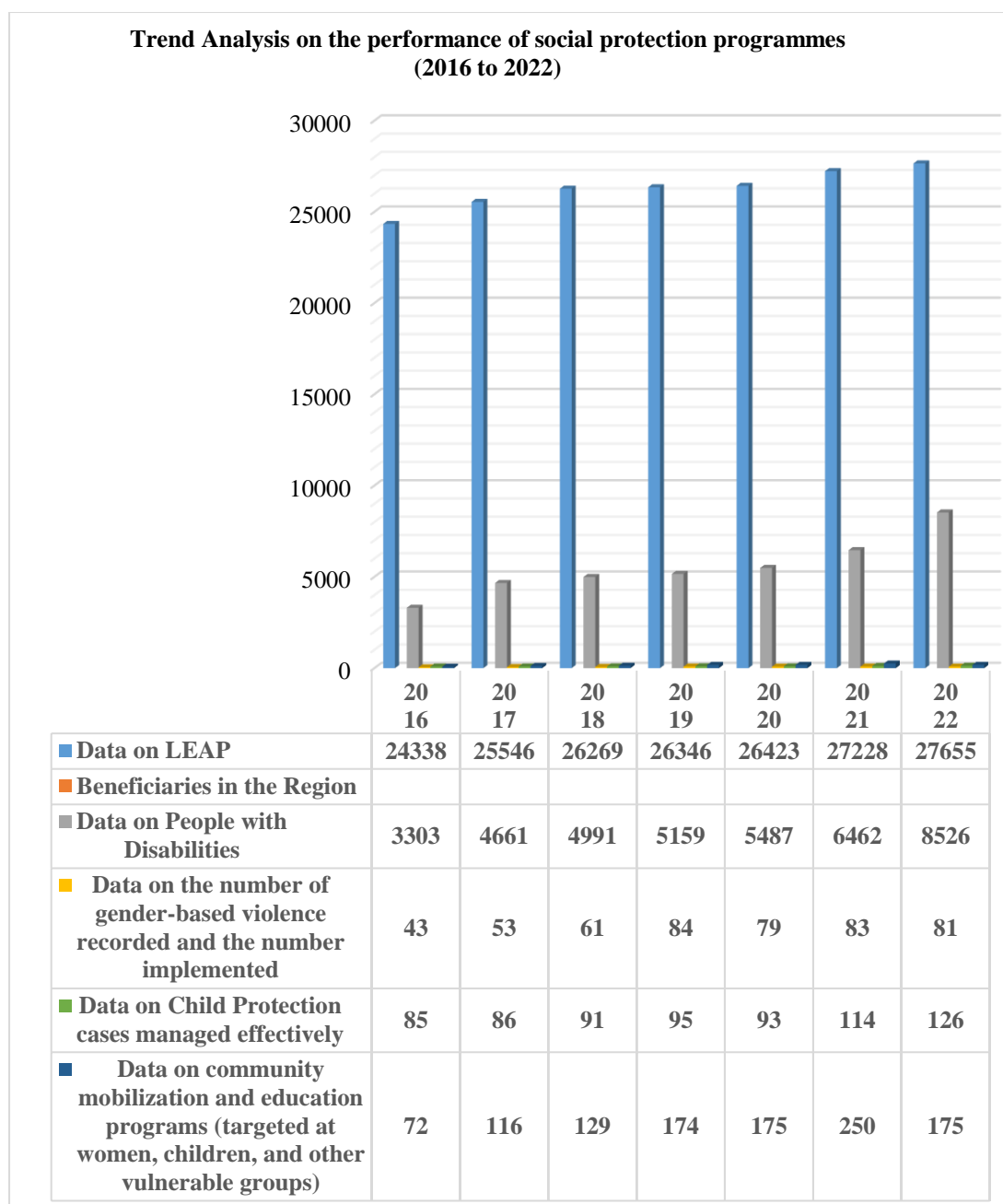




collection on vulnerable groups, implementation of gender-based violence interventions, and effective management of child protection cases. Despite the fact that the LGS performance management policy framework, especially the PC, effectively incorporates gender-based violence interventions, child rights promotion, and protection of PWDs, the study discovered that the rights of vulnerable groups are not adequately protected or promoted, despite a plethora of laws, policies, and proposals aimed at extending the frontiers and defending the fundamental human rights of these groups. As a result, the study discovered that social protection issues are usually handled poorly. The quotation below illustrates the lack of proper implementation of social protection policies:

Per the performance management policy framework, all assemblies are mandated to compile data on vulnerable groups and timeously update it every year. Also, at least 80 percent of approved gender-based violence interventions are implemented and reported on by the end of every year. Again, at least 60 percent of reported child protection cases are managed effectively by the end of every year, these are fantastic measures to ensure that the fundamental human rights of vulnerable groups are safeguarded. The challenge here is the implementation which falls within the domain of the Department of Social Welfare and Community Development. Many factors confront the department, both at the Regional, Municipal and District levels, and among them are inadequately trained personnel, particularly, on human rights issues, logistical constrained as well as socio-cultural barriers. To my mind, the implementation of the performance management system has some positive impact on vulnerable groups. However, the impact is not significant and therefore required tremendous improvement [Interview with RHDD, 23/03/2023].

Apart from the key informant interviews and survey results, the study reviewed annual reports on social protection issues, including livelihood empowerment against poverty, people with disabilities, gender-based violence, child protection cases, and community mobilisation and education programmes targeting vulnerable groups. Also, a trend analysis was conducted for the period of 2016 and 2022 to analyse the effects of the implementation of the PMS on social protection as illustrated in Figure 7.13 below.



**Figure 7.13: Analysis of data on social protection**

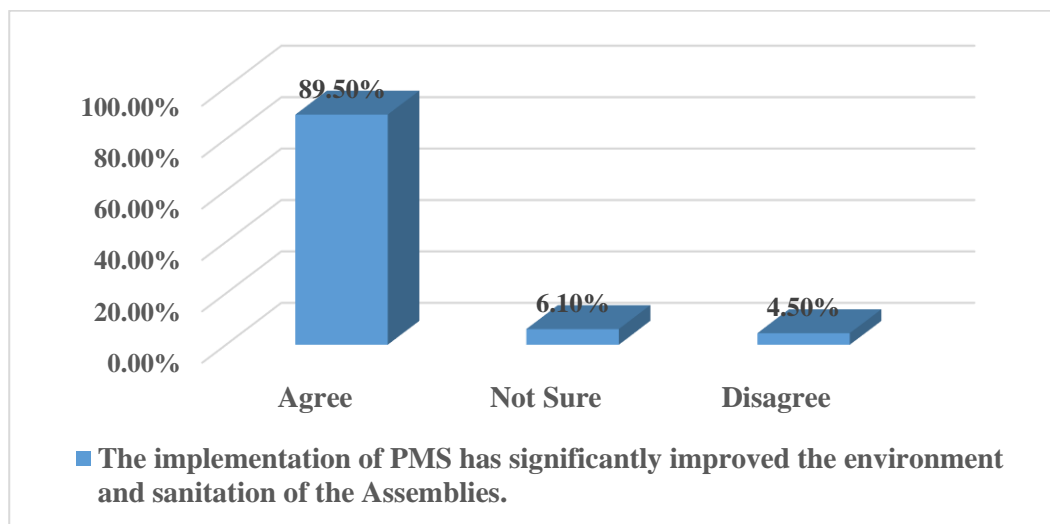
**Source: Author, based on data from the Regional Department of Social Welfare-UWR (2022)**

Figure 7.13 shows a slight increase in key social protection performance indicators between 2016 and 2022, except for gender-based Violence data and effective implementation. Between 2019 and 2022, it was discovered that certain regions in the region were not adequately managing and prosecuting gender-based violence. In

2019, 84 gender-based cases were implemented, decreasing to 79 in 2020, 83 in 2020, and again to 81 in 2022. The study indicates that gender-based violence and its implementation experienced some fluctuations compared to other indicators during the period.

### 7.2.7 Effects of LGS Performance Management System on Environment and Sanitation

This section of the study evaluates the effects of PMS implementation on environmental and sanitation services, focusing on environmental protection, disaster prevention, control, management, household toilets, and addressing open defecation. The graphical analysis of survey questionnaire responses is depicted in Figure 7.14.



**Figure 7.14: Effects of LGS Performance Management System on Environment and Sanitation**

**Source: Field Survey, February, 2023**

The study revealed that 89.5% of respondents believe PMS significantly improves environment and sanitation, while 6.1% are neutral, and 4.5% express reservations about the LGS performance management system's impact on the environment and sanitation. More so, the study extensively explored the perspectives of Key informants on the effects of the LGS performance management system on



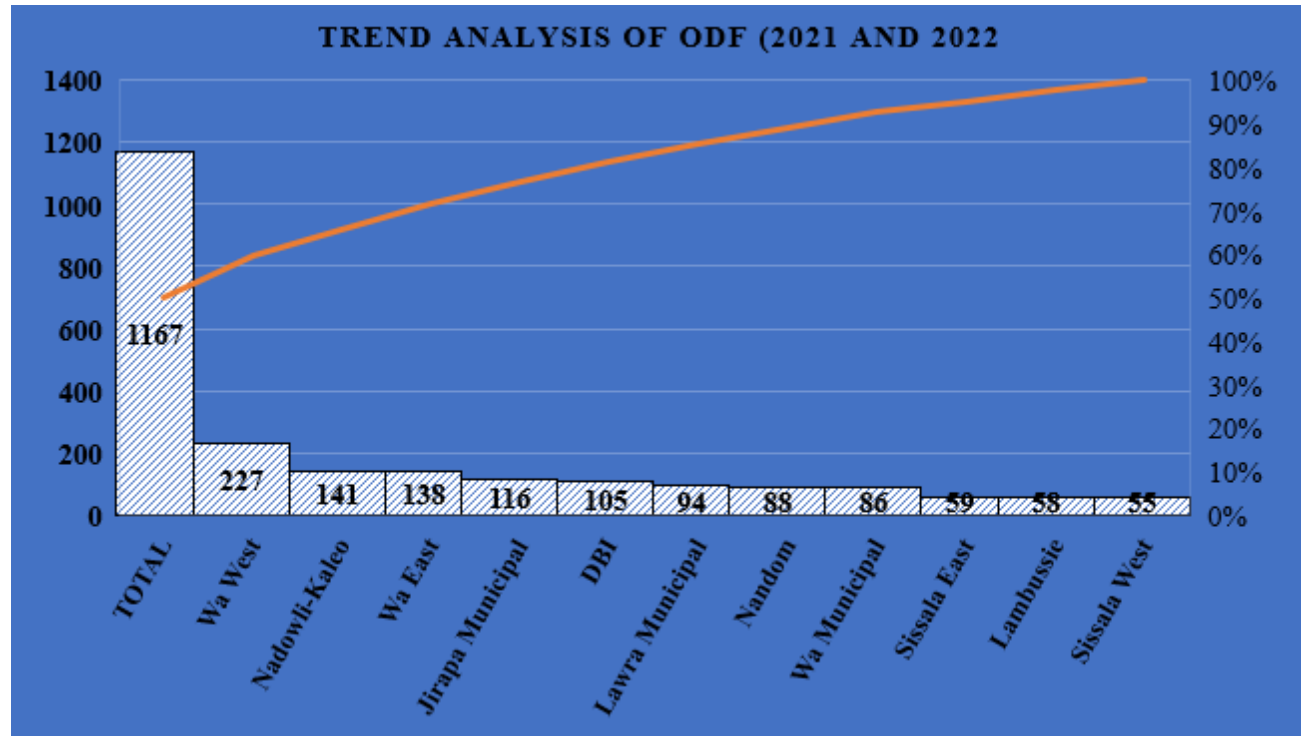
environment and sanitation. It was revealed that nearly one-third of interviewees have mixed opinions on the environmental impact of PMS and the importance of good sanitation practices. It was again realized that while some municipalities and districts have good sanitation practices, including open defecation-free (ODF), others do not. The study indicates that certain assemblies have made substantial investments in the waste management sector over the years to ensure effective waste management systems and have created waste disposal sites to ensure efficient waste disposal. Other assemblies have been slow in this direction, posing significant challenges to proper waste management. The study reveals that the ineffectiveness of waste management systems is largely due to the non-functionality of Environmental Management Committees in most Municipal/District Assemblies. Some assemblies have not even inaugurated committees, indicating inadequate enforcement of environmental and sanitation laws. The findings further reveal that most assemblies lack a functional disaster preparedness plan, which negatively impacts their effective disaster management and control system. It was revealed that 79.0% of municipalities and districts continue to face high levels of unmitigated disasters due to the absence of comprehensive Disaster Preparedness Action Plans. Regarding the number of households population without toilets, over 78.0% of households, particularly in rural areas, lack toilets, despite the implementation of the Community Led Total Sanitation (CLTS) program by the Region, as a result, the Municipal/District Assemblies continued to report high rates of open defecation. Table 7.2 and Figure 7.15 present an analysis of Opened Defecation Free (ODF) in the Region for 2021 and 2022.



**Table 7.2: ODF performance in the region as at August, 2022**

S/N	Names of Mun. / Districts	Number of communities	Number of declared ODF	Number of ODF in 2021	Number Declared ODF 2022	ODF Total	Percent (%) coverage	Number of OD communities
1	Nandom Municipal Assembly	88	88	0	0	88	100	0
2	Nadowli-Kaleo District Assembly	141	128	8	5	141	100	0
3	Wa West District Assembly	227	160	3	0	163	72	64
4	Lawra Municipal	94	75	0	0	75	80	19
5	DBI District Assembly	105	84	3	0	87	83	18
6	Jirapa Municipal	116	79	8	8	95	82	21
7	Lambussie District Assembly	58	48	0	0	48	83	10
8	Sissala West Assembly	55	36	0	0	36	65	19
9	Sissala East Assembly	59	16	0	0	16	27	43
10	Wa East Assembly	138	48	0	0	48	35	90
11	Wa Municipal Assembly	86	18	0	0	18	21	68
	<b>Total</b>	<b>1167</b>	<b>780</b>	<b>22</b>	<b>13</b>	<b>815</b>	<b>70</b>	<b>352</b>

**Source: Author, based on data from the Regional Department of Environmental Health and Sanitation-UWR (2022).**

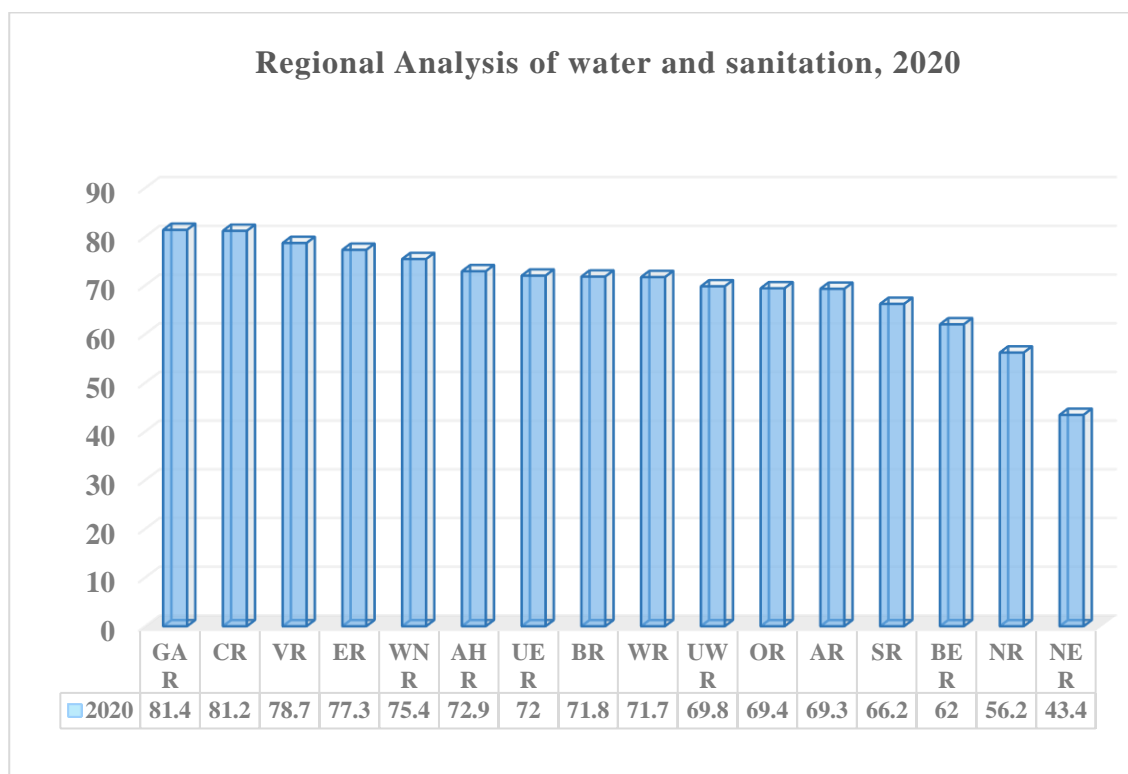


**Figure 7.15: Trend Analysis of the Performance Communities on Opened Defecation Free (ODF) (2021 and 2022)**

**Source: Author, based on data from the Regional Department of Environmental Health and Sanitation-UWR (2022)**



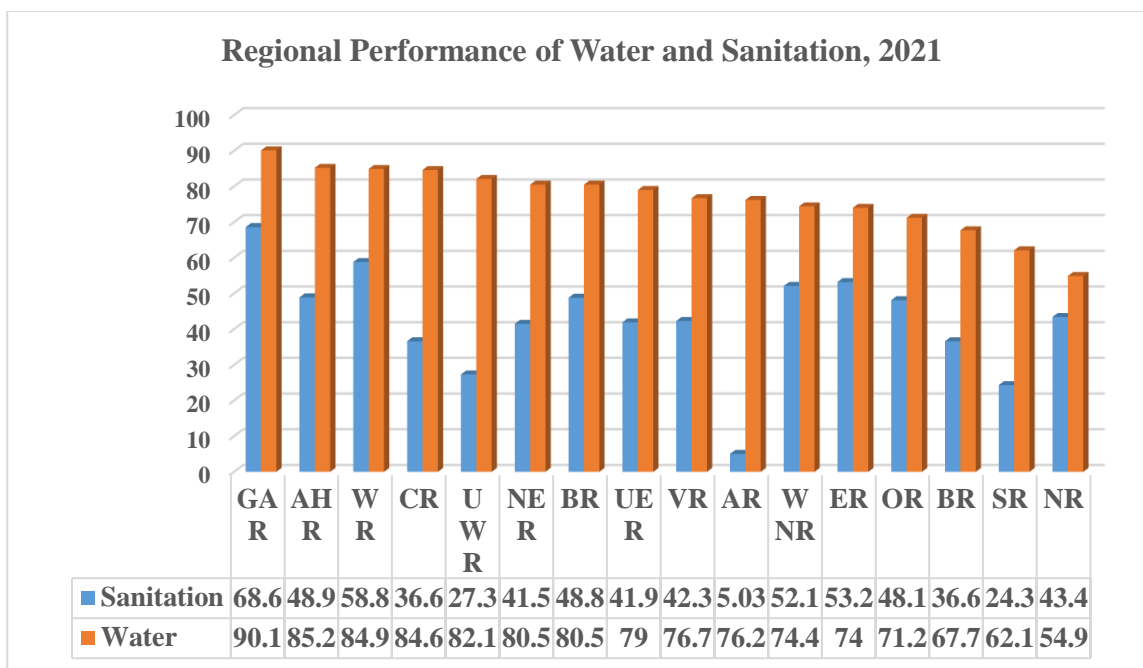
The study examined the UNICEF Annual League Table reports from 2020 to 2021, focusing on the country's water and sanitation performance. The study used key indicators to assess population access to basic drinking water, improved sanitation services, water and toilet facilities in schools. The Upper West Region's results were compared to other regions, as depicted in Figure 7.16



**Figure 7.16: Analysis of water and sanitation performance for 2020**

**Source: Author, based on data from the District League Table (DLT) (2022)**

In 2020, Figure 7.16 shows that the top regions in the country were Greater Accra, Central, Volta, and Eastern Regions. The North East, Northern, and Bono East Regions are the least ranked in terms of water and sanitation. The Upper West Region, ranked 10th in the country, achieved an above-average performance score of 69.8%.



**Figure 7.17: Analysis of water and sanitation performance for 2021**

**Source: Author, based on data from the District League Table (DLT)**

The 2021 regional analysis of MMDs' performance in the water and sanitation sectors shows that Greater Accra, Ahafo, Western, Central, Upper East, North East, and Bono regions scored above 80 percent. Northern and Savannah were the least ranked regions, with scores of 54.9% and 62.1%, respectively. The sanitation sector in Greater Accra, Eastern, Western, Western North, and Ashanti regions scored above 50%, while Savannah and Upper East had scores below 30%. The Upper West Region achieved a performance score of 79.1% in water and 41.9% in sanitation. The Upper West Region's water and sanitation sector performance in the country is considered above average.

The study examines the impact of PMS implementation on LGS service delivery, revealing both positive and negative impacts. The findings revealed that the implementation of PMS has significantly improved service delivery in general administration, human resource management, and agriculture development in the

study. Hence, there is a positive correlation between the implementation of the LGS performance management system, particularly, performance contracts and LGS service delivery in the sphere of general administration, human resource management and agriculture development. On the other hand, it was found that the PMS implementation doesn't impact service delivery, especially, on financial management, infrastructure development, trade, industry, and employment opportunities. Therefore, there is a negative link between the implementation of the LGS performance management system and service delivery on financial management, infrastructure development, trade, industry, and employment opportunities in the study. A third school of thought believes PMS has improved social service delivery, but concerns remain about the quality, timely, and cost-effectiveness of these services to the right clients.

### **7.3 Chapter Summary**

The chapter analyses the effects of the LGS performance management system on service delivery, focusing on performance contracts, through an analysis of the seven main KPAs. The LGS performance management system, based on KPAs, covers areas such as general administration, human resource management, financial management, infrastructure development, social services, local economic development, and environment and sanitation. The implementation of these KPAs significantly impacts the effectiveness and efficiency of service delivery to citizens. The chapter highlights the positive effects of PMS implementation on service delivery in general administration, human resource management, and agriculture development, but also highlights its negative effects on infrastructure, employment, financial management, social service provisions, and the environment. The chapter concludes that PMS is



effective in enhancing social service delivery, but there are ongoing concerns about the quality, timeliness, and cost-effectiveness of these services to the right clients.

The next chapter (eight) discusses the implementation challenges of the LGS performance management system.



## **CHAPTER EIGHT**

### **IMPLEMENTATION CHALLENGES OF GHANA'S LGS PERFORMANCE MANAGEMENT SYSTEM**

#### **8.1 Introduction**

The effects of implementing the LGS performance management system on service delivery were examined in the seventh chapter of the study. Although the LGS has contributed to teams and employees performing better over the years, it was discovered that there have been challenges with its effective implementation which has implications for effective service delivery. This chapter explores the challenges militating against the effective implementation of the PMS (PC and PA) in Ghana's LG administration of the Upper West Region. The chapter presents both quantitative and qualitative data from survey questionnaires and interviews, with Table 8.1 providing descriptive statistics.



**Table 8.1: Implementation challenges of LGS performance management system**

<b>Statement</b>	<b>SA (%)</b>	<b>A (%)</b>	<b>NS (%)</b>	<b>D (%)</b>	<b>SD (%)</b>	<b>Mean</b>	<b>Std. Deviation</b>
<b>Lack of adequate understanding of performance measuring indicators by the various stakeholders of the PMS.</b>	41.5	22.1	17.0	15.0	4.4	2.1871	1.2458
<b>Poor communication of performance targets to key stakeholders.</b>	21.8	41.5	17.0	10.9	8.8	2.4354	1.1977
<b>The setting of unclear performance targets.</b>	23.8	45.9	13.6	10.2	6.5	2.2959	1.1317
<b>Lack of efficient and effective performance rewards and sanctions regime.</b>	20.4	48.3	15.3	11.9	4.1	2.3095	1.0529
<b>Some MDCEs and MDCEs have low commitments in the implementation process of the PMS.</b>	16.0	44.6	22.8	11.6	5.1	2.4524	1.0529
<b>Irregular and inadequate statutory funds flow.</b>	20.7	53.7	10.9	8.2	6.5	2.2585	1.0778
<b>Poor records management system</b>	54.1	20.4	10.2	11.6	3.7	1.9048	1.1992
<b>Poor monitoring and supervision of the performance implementation process.</b>	27.9	44.9	10.9	12.9	3.4	2.1905	1.0856
<b>Frequent posting of key implementers (e.g., Coordinating Directors and other core staff of the Assemblies).</b>	23.8	42.5	16.3	11.2	6.1	2.3333	1.1378

**Source: Field Survey, 2023 (N=294)**

Table 8.1 presents responses to nine statements on the challenges facing the effective implementation of the LGS performance management system. The findings indicate that the majority (63.5%) of respondents agreed with the assertion that lack of





adequate understanding of performance measurement variables and indicators by the various stakeholders of the PMS whereas, only 19.7% of respondents disagreed with the statement. The mean score and the standard deviation for this statement were 2.1871 and 1.2458 respectively. The results show that the majority of the key implementers of the LGS performance management system lacked the requisite competencies to effectively implement the KPAs and KPIs due to inadequate training on the performance management process. The descriptive findings also depict that more than two-thirds (63.3%) of respondents agreed with the statement that poor communication of performance targets to key stakeholders was a challenge while 19.75 of respondents were in disagreement with the statement. This reflects a mean value and standard deviation of 2.4354 and 1.1977 respectively. This finding implied most respondents believed that there exists a poor engagement between key actors of the performance management process. Again, the majority (69.7%) of the respondents agreed while only 16.7% disagreed with the statement that the setting of unclear targets was a major challenge that militated against a well-implemented performance management system. The statement had a mean value of 2.2959 and 1.1317. The results implied that most performance targets were ambiguous and failed to meet the SMART criteria which affects the effective implementation of the KPAs and KPIs of the performance management system.

Similarly, the majority (68.7%) of respondents agreed and only 16.0% disagreed with the statement that the lack of efficient and effective performance rewards and sanctions regime was a major challenge that confronts the implementation of the performance management practices in most assemblies and departments. The mean value and standard deviation were 2.305 and 1.0529 respectively. The findings indicate that there is no efficient and effective regime put in place for rewarding good

performances and equally sanctioning poor performances. More so, 60.6% of respondents agreed with the statement that the low commitments of most MDCEs and MDCDs in the implementation process of the PMS were one of the challenges confronting the implementation of the PMS, whereas, only 16.1% disagreed with the statement as reflected by a mean score of 2.4524 with a standard deviation of 1.0529. The findings show that major stakeholders such as MDCEs and MDCDs are not fully committed to the implementation of the performance management system.

In the same vein, the majority (74.4%) of respondents agreed that irregular and inadequate release of statutory funds was a major of the implementation of the PMS while 14.7% disagreed with the statement. The mean value and standard deviation were 2.2585 and 1.0778 respectively. The results portray that the erratic nature of government financial releases as well lack of adequate funding continued to affect the efficient and effective implementation of the PMS. About the poor records management system, 74.5% of respondents agreed with the statement while 15.3% disagreed with the statement as reflected by a mean value of 1.9048 and a standard deviation of 1.1992. The results depict that the poor records management system by assemblies and departments is a major factor that affected the smooth implementation of the PMS. Furthermore, the majority (72.8%) of respondents agreed that poor monitoring and supervision of the performance management process was a critical challenge facing the implementation of the LGS performance management system, whereas, 16.3% disagreed with the statement. The mean score and standard deviation were 2.1905 and 1.0856 respectively. Lastly, 66.5% and 17.3% of respondents agreed and disagreed respectively with the statement the frequent posting of key implementers of the PMS like the Coordinating Directors and other core staff of the assemblies negatively affects the implementation of the PMS. The mean value of





2.3333 and a standard deviation of 1.1378 confirmed the statement.

## **8.2. Lack of Adequate Understanding of Performance Measuring Variables and Indicators**

From Table 8.1 the majority of respondents (63.6%) believe the implementation of the PMS is hindered by a lack of understanding of performance measuring variables and indicators, with 17.0% being neutral and 19.4% disagree, indicating that some individuals do not view this as a significant challenge. Key Informants reported that junior support and middle management staff, particularly junior support, lacked a proper understanding of the LGS performance management system, including performance contracts and appraisals.

Key informants reveal that employees, crucial stakeholders in PMS implementation, often lack knowledge and appreciation of performance measurement variables like KPAs, KPIs, SDSs, performance weighting, performance rating as well as employee key competencies needed for the effective implementation of LGS performance management system. This has hugely affected the PMS implementation process, as noted by an interviewee.

Though the majority of staff are aware of the existence of the PMS [both the performance contract and appraisal] systems, most of them are not familiar with the actual content of the PMS. They lacked a proper understanding of the key variables of the PMS and how these performance variables can be applied to enable them achieve their performance targets. The problem here is that some Co-ordinating Directors/Department Heads do not share the content of the PMS, particularly, the PCs with their staff, even though they are aware that the achievement of the deliverables is the responsibility of the entire Assembly and not of a selected few [eg the Co-ordinating Directors and Department Heads]. This issue is a major challenge and must be addressed immediately [Interview with a DCD, 24/03/2023].

Another interviewee buttressed the above view by saying that:

The process of decision making with regard to PMS is very “closed”, they do not always involve every staff in developing the performance management targets. Key



indicators come from Accra [National level] or the RCC, at the Assembly level we just elaborate and implement the performance indicators. Most employees, even those at the “top” [Senior management] do not adequately understand the content of the PMS. As for the junior support and middle management staff, most of them don’t even understand the performance appraisal tool. They simply need serious training and guidance on the PMS [Interview with a MCD, 24/03/2023].

Drawing on both the descriptive statistics and key informants’ interviews, the study reveals that most employees, particularly middle management and junior support staff, lack knowledge of LGS performance management system content, limiting their understanding of performance variables and indicators and thereby affecting the efficient and effective implementation of individual employee and assemblies’ performance targets. The study findings contradict the Goal-setting theory, which advocates for clear, challenging goals and performance targets to enhance service delivery, highlighting the need for a more inclusive approach. Thus, the effective and efficient implementation of the PMS requires the involvement of all key actors and adequate training of employees, especially junior support and middle management staff, on performance measuring variables and indicators.

### **8.3 Poor Communication of Performance Targets to Key Stakeholders**

Table 8.1 shows that the majority of respondents (63.3%) believe poor communication of performance targets to key employees in Ghana's LG administration is a significant challenge, while 17.0% are neutral or undecided, and 19.7% disagree, suggesting that some individuals do not perceive this as a significant challenge. The descriptive statistics indicate a significant lack of communication among key players regarding the achievement of the performance targets. The key informant's report also reveals that poor communication on performance targets was a major challenge confronting the effective implementation of LGS performance management system. As noted by one of the interviewees:



In order to implement something (like PMS) you have to be enough confident in it and know how to do it and for what. I am afraid most staff, particularly, those in the lower cadres are not confident enough...it is not their [employee] fault at all...most department/unit heads do not effectively communicate the PM implementation process to their direct subordinate employee...and the assemblies are not doing anything about it to address the problem. Honestly speaking, most staff do not understand the LGS performance management system. They feel that it is just an extra burden due to a lack of proper communication [Interview with a DCD, 24/03/2023].

The implementation of the LGS performance management system was significantly hindered by poor communication regarding performance targets, as revealed by descriptive statistics and interviews with key informants. Further, the study reveals that inadequate communication among organisational leadership and employees leads to a lack of understanding of KPIs, roles, and timeframes, resulting in poor performance and service delivery. The findings also agreed with some scholars like Mwiza Chirwa & Boikanyo (2022), Musheke & Phiri (2021), Kube (2014) and Agrawal (2012) argue that inadequate organisational communication hinders the effective implementation of employees' KPAs and KPIs, thereby affecting service delivery standards. However, the findings contradict the goal-setting theory's principle of a regular feedback regime, suggesting that organisations should implement effective communication and regular feedback mechanisms to track employee KPAs and KPIs (Locke & Latham, 2006). Therefore, regular management meetings, staff training, and performance management indicators monitoring are essential for effective communication, implementation of PMS strategies, fostering a collaborative, knowledgeable work environment, and promoting dedication, innovation, and agility.

#### **8.4 The Setting of Unclear Performance Targets**

Table 8.1 shows that the majority of respondents (69.7%) believe that formulating unclear performance targets poses challenges to the implementation of the PMS, with 13.6% unsure and 16.7% disagreeing. The implementation of LGS performance



management was significantly hindered by the issue of setting unclear performance targets, as per both quantitative and qualitative results. As explained by a key informant.

Most staff usually complain that they do not understand their performance targets. They, more often than not complain that most performance targets, particularly, the performance contracts are difficult to understand and work with. To me, they [employees] are right, because the KPAs and KPIs of the PCs are normally designed in Accra [national level] without much input from the staff. So, most employees have a limited understanding of these performance targets which affects the implementation process of the PMS [Interview with RHDD, 24/03/2023].

More so, document analysis reveals that most Assemblies and Departments lack SMART criteria-compliance KPAs and KPIs, making it challenging for employees to meet their performance targets (LGS-Annual Performance Evaluation Reports, 2022). Therefore, most employees, especially lower cadres, struggle with comprehending KPAs and KPIs in LGS performance management system, particularly performance contracts which affects the effective implementation of the PMS for enhanced service delivery. Hence, Ghana's LG administration should set clear and achievable performance targets at all levels and implement capacity-building and training programs to assist employees, especially junior and middle management, in achieving these targets.

### **8.5 Lack of/Poor Performance Management Rewards and Sanctions Regimes**

The study indicates that the majority of respondents find the absence of effective performance rewards and sanctions schemes as a significant obstacle to implementing the LGS performance management system. Table 8.1 of the survey indicates that 15.3% of respondents are neutral about rewards and sanctions, while 16.0% disagree. 68.7% find the LGS performance management system ineffective, affecting employee and assembly performance. The descriptive statistics corroborate the key informants' interview reports, indicating that poor or lack of performance rewards and sanctions



mechanisms affect the effective implementation of the PMS. As noted by a key informant.

It is regrettable to inform you [researcher] that the PMS lacks appropriate performance reward and penalty systems. For example, banks in the private sector offer an incentive programme whereby individuals who do very well receive a larger bonus than, say, those with average performance ratings. Individuals who continually perform poorly are also punished. This will ultimately inspire the staff to perform effectively in their tasks. There is now no distinction in the amount of bonus pay that an individual receives if they attain exceptional. This can create a culture of complacency [Interview with a DCD, 24/03/2023].

Furthermore, the majority of key informants think that LGS performance management incentives and penalties are inferior to alternative performance assessment tools like the District Performance Assessment Tool (DPAT). As a result, most assemblies seek to meet their performance goals since assemblies that pass the DPAT with higher percentage scores receive financial rewards that are greater than those of their peers. For instance, the District Development Facility (DDF), which is a specific grant released to Assemblies that passed the DPAT, directly helps them to carry out development projects, programme and policies. More so, the study revealed that most employees found the rewards and sanctions regimes in the PMS not appealing enough to motivate most Assemblies, despite the inclusion of certain LGS regimes. For instance, the top-scoring RCCs/MMDAs in the LGS Annual Performance Evaluation receive rewards and recognitions like (i) Contract appointment renewal; (ii) Paid trips to professional conferences; (iii) Paid vacation with spouse; and (iv) Study tours for the RCCs/CDs and MMDCDs. Additionally, RCCs/MMDAs will be honoured in the following ways: (i) letter or certificate of merit; (ii) presentation of citations, mementos, trophies, badges, etc.; and (iii) formal public recognition, such as publishing photos of the honourees with captions in the newsletter or newspaper or displaying pictures of the best performers in public places. Thus, Ghana's LGS



administration should integrate rewards and sanctions schemes into the performance management system to prevent demotivation among employees.

### **8.6 Low Leadership Commitments to the Implementation of the PMS**

From Table 8.1, about 60.6% of respondents viewed low leadership commitments in PMS implementation as a significant challenge, while 22.8% expressed uncertainty and 16.7% disagreed, indicating insufficient dedication among key implementers. The quantitative results confirmed that of the qualitative, with key informants identifying low leadership commitment as a significant obstacle to the successful implementation of the LGS performance management system. The finding reveals that political leaders prioritize physical projects over employee performance management, with the majority of key informants stating they prioritize technical infrastructure over human capital and social protection programmes. Most political and bureaucratic leadership has a low interest in performance management systems (PMS) compared to other assessment instruments, possibly believing these programmes are more impactful for their assemblies' growth and development. Hence, leadership commitment in PMS is crucial for its effective implementation, including driving the process, providing resources, administrative support, financial, material, and logistical support to meet performance goals.

### **8.7 Irregular and Inadequate Statutory Funds Flow**

Table 8.1 shows that the majority of 74.4% of respondents believe irregular statutory funds flow is a significant obstacle to the implementation of the PMS in most Assemblies and Departments while 10.9% were neutral about the severity of this challenge and 14.7% of respondents disagreed with the statement. The descriptive statistics confirmed the key informant's interview reports. One of the interviewees revealed the following during the interview:





In the current LGS performance management policy document, i.e., both the performance contract and appraisal system is one of the most robust performance management tools in Ghana's public sector administration. However, the practical implementation of the LGS performance management system continued to "suffer" due to a lack of the needed logistics. It is required that assemblies, departments, and individual employees carry out all KPAs and KPIs that are contained in the performance management policy document, and timeously submit daily, weekly, monthly, quarterly, and annual reports. Most assemblies do not always carry out these performance targets due to logistical constraints. It is sometimes "pathetic" that common A4 paper is hard to come by in some of the assemblies and departments. Under these circumstances, how would employees effectively and efficiently carry out their performance targets? [Interview with a DCD, 24/03/2023].

Drawing on both the quantitative and qualitative results can be concluded that the LGS performance management system implementation process is negatively impacted by funding shortage due to inconsistent statutory disbursement by the central government. The study reveals that inadequate office supplies, including laptops and printers as well as office space, hinder the effective implementation of performance goals among employees and departments, despite their willingness to meet KPAs and KPIs. The current situation is causing a negative impact on public service provision due to inadequate financing support across various departments, including Social Welfare, Community Development, Statistics, and Roads.

### **8.8 Poor Records Management and Records Keeping System**

Table 8.1 shows that the majority (74.5%) of survey respondents identified poor records management as a significant challenge to the LGS performance management system implementation while 14.9% disagreed and 10.2% remained neutral, indicating uncertainty. Also, the majority of key informants believed poor record-keeping and management systems negatively impacted PMS in most assemblies and departments. This is what one of the key informants had to say in an interview:

We all know the importance of effective records management in all functional organizations. For me, one of the main challenges facing the effective implementation of the LGS performance management system. In fact, the record-keeping and management system, in most assemblies and departments is very poor. The

assemblies still rely on manual record management systems. This is inefficient, and when it is time to carry out major assessments like the LGS performance management system, employees often have a hard time looking for the relevant documents that they need. They then waste hours, days, weeks on document retrieval...relevant records are improperly documented and stored...which affects the quality of assessment of the PMS [Interview with a MCD, 24/03/2023].

Both the descriptive statistics and the key informants' interview results suggest that poor record keeping and management was a major challenge confronting the effective implementation of LGS performance management system. The study found that most assemblies did not maintain up-to-date records and documents of the PMS. The study found that departments and assemblies struggle to provide crucial documents due to ineffective records management systems, lost or misfiled files, and lack of adequate staffing, resources, and operating Records Management Units (RMU). As a result, it was challenging to locate records like performance contracts and assessment reports that would demonstrate how well the KPAs and KPIs of the PMS were applied to improve service delivery. Therefore, the records management unit in all assemblies and departments should be operationalized by recruiting qualified personnel, training them in modern records management systems, and purchasing necessary logistics for effective and efficient records management.

### **8.9 Poor Monitoring and Evaluation of the Performance Implementation Process**

Table 8.1 indicates that the majority of 72.8% of respondents believe poor monitoring and evaluation of the performance implementation process is a major challenge facing the LGS performance management system while 10.9% were neutral or unsure about the severity of this challenge, indicating a strong belief in PMS success, and 16.3% of survey respondents disagreed with poor performance monitoring and evaluation as a significant obstacle to the effective implementation of the PMS. The descriptive statistics support the key informants' interviews report. One of the interviewees had





the following to say regarding the lack of or poor monitoring and evaluation of the implementation of the PMS:

The performance management system policy document i.e., both the performance contracts and appraisals clearly spelled out the monitoring and supervisory roles of the RCC. The RCC, after the signing of the performance management system, particularly, the performance contracts with the assemblies are required to at least conduct two (2) monitoring and supervision exercises every year i.e., the mid-year review and end-of-year evaluation. This will enable the RCC to assess the progress of implementation of the various KPAs and KPIs at the assemblies and department levels. Unfortunately, this core mandate of the RCC is usually not attended to, this could be caused by factors such as resource constraints. For example, last year (2022) the RCC did not conduct a single monitoring and supervision on the performance contract. They only asked the various municipal/district assemblies to conduct self-assessments and submit reports for consolidation and onward submission to the OHLGS. This is certainly not the best way to go! [Interview with MCD, 24/03/2023].

Drawing on both the quantitative and qualitative results, it can be concluded that poor monitoring and evaluation of the LGS performance management system has negatively impacted the effective and efficient implementation of the KPAs and KPIs at all levels of the LG administration in the region. It was that performance management system implementation was ineffective at all stages, including planning, mid-year review, end-of-year review, and decision-making. In addition, the study reveals that the RCC's ineffective monitoring and evaluation of performance targets in assemblies and departments result in poor performance and non-compliance with appraisal cycles. Further, the study revealed that 69.0% of employees, particularly junior support staff, are not annually appraised in line with LGS performance standards due to inadequate monitoring and evaluation. In consequence, employee appraisals are often seen as primarily for promotion purposes, leading to reluctance from supervisors and employees to complete reports if they aren't eligible for promotions or upgrading. Therefore, the LGS should implement monthly reporting systems for RCCs/MMDAs and integrate performance management monitoring into



quarterly MMDAs to ensure effective monitoring and supervision of PMS implementation.

#### **8.10 Frequent Posting of Key Implementers**

Table 8.1 shows that the majority (66.3%) of respondents find frequent posting of key implementers a challenge in implementing PMS, with 16.3% neutral and 17.4% disagreeing. The study revealed that the frequent posting of key PMS implementers, such as Municipal/District Co-ordinating Directors, is a significant obstacle to the successful and efficient implementation of the PMS in most assemblies. Key informants believe frequent posting of Municipal/District Co-ordinating Directors negatively impacts PMS implementation in assemblies, but suggest OHLGS consider posting Co-ordinating Directors after LGS Annual Performance Evaluation, unless necessary. Also, the study found that Co-ordinating Directors, who were previously transferred or posted to other districts, neglected to implement the PMS and provided inadequate logistics, affecting the LGS performance management system's effectiveness which betrays the principles of ownership, accountability and equity in Ghana's LG administration. Therefore, all relevant stakeholders at national, regional, assembly, departments, and units must implement best performance management practices like teamwork, capacity building, performance rewards, sanctions, monitoring, supervision, and logistics to enhance efficient local government service system implementation.

#### **8.11 Chapter Summary**

This chapter discusses the challenges preventing the effective implementation of PMS (PC and PA) in Ghana's LG administration of the Upper West Region. The following major challenges were highlighted such as logistical constraints, lack of leadership commitment, low personnel capacity, change management, poor monitoring,



collaboration, interference, external institutions, lack of performance rewards and sanctions regime, frequent changes in government priorities, and key implementers posting such as Co-ordinating Directors. These need immediate interventions in order to improve service delivery.

The next chapter (nine) provides a comprehensive summary of the research findings, conclusion and recommendations of the thesis.



## CHAPTER NINE

### SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATIONS

#### 9.1 Introduction

The chapter summarizes key findings, contributions, and implications of the research, discussing theoretical and managerial implications. It also discusses the limitations of the study and offers recommendations for improving the effectiveness and efficiency of the LGS performance management system. The chapter concludes by making recommendations for future research to enable researchers who are interested in organizational studies, particularly, performance management systems and local governance to further delve into some of the emerging issues of the study.

#### 9.2 Summary of Key Findings

This study examined the performance management system in Ghana's LG administration. The study analyzed the performance management system in Ghana's Local Government Service (LGS), focusing on performance contracts and service delivery in the Upper West Region. The study focused hugely on the implementation of the Performance Management System (PMS) in Ghana's LG administration, its effectiveness in decision-making, monitoring and evaluation strategies, service delivery effects, and implementation challenges. Further, the study, utilizing both qualitative and quantitative methods, addresses emerging issues in the literature gap using five main research questions. The study utilized a combination of purposive and random sampling techniques to select 313 participants, including 294 survey questionnaire respondents and 19 key informants. More so, the study utilized a blend of quantitative and qualitative data collection methods, including survey questionnaires, interviews, observational methods, and document analysis, to verify and validate the research findings. Finally, the data were analyzed using SPSS and



thematic analysis, the main findings of the study are summarized in line with the research objectives as indicated below:

### **9.2.1 Findings on the nature and practices of Ghana's LGS performance management system**

Objective one focused on the nature and practices of Ghana's LGS performance management system. The study findings revealed that Ghana's LG administration has over the years implemented performance management measures like RCC's Quarterly Monitoring of the Municipal/District Assemblies and Departments, District Performance Assessment Tool (DPAT), and District League Table (DLT) to improve service delivery efficiency. Also, in 2014, the LGS introduced a robust performance management system, utilizing PCs and PAs, making it one of the most robust in Ghana's public sector administration. As already stated, the purpose of this study is to identify key LGS performance management system components and evaluate stakeholders' awareness of system operationalization and responsibilities for the successful execution of the PMS. Regarding the operationalization of the LGS performance management system, it emerged the LGS performance management system is implemented through two main instruments: Performance Contracts (PCs) and Performance Appraisal (PA) systems.

The study revealed that performance contracts are signed between Regional Ministers and Regional Co-ordinating Directors/Chief Directors at the Regional Level and Municipal/District Chief Executives and Municipal/District Co-ordinating Directors at the Assemblies Level. Even though the PCs are signed by political and bureaucratic heads, it was found that the PCs reflect the RCCs/MMDA's overall performance and therefore, the implementation of these performance targets (KPAs and KPIs) is the responsibility of all stakeholders, requiring the collectivist approach to the





implementation of the PCs for enhanced service delivery. In the case of performance appraisals, the study revealed that supervisors, including department and unit heads, are required to sign performance agreements with their direct reporting staff (subordinate officers). Another important finding that emerged from this research is that a significant number of employees, especially those in the lower organizational hierarchy, have limited or no understanding of the LGS performance management system's operationalization.

The study reveals that despite high awareness of the LGS performance management system by the top management and bureaucrats, most employees, especially lower cadres, lack adequate knowledge and understanding due to a lack of involvement in the preparation of PM policy documents and proper orientation and training on the policy document which in consequence, has some adverse implications on service delivery, hence, all assemblies should implement regular training and capacity building programmes on the PMS for all employees, especially those in lower cadres.

Another key finding is that even though the LGS performance management system has made concrete provisions for individual employee and group performance targets (KPA's and KPI's) to be aligned with the organizational (Municipal/District Assemblies) overall goals and objectives, it was found that most assemblies and departments have over the years failed to appropriately align individual employee and teams' performance targets of the PAs with the organizational goals and objectives. This has over the years affected the effective and efficient implementation of the PMS in most assemblies and departments. However, the study findings revealed that the performance targets (KPA's and KPI's) of the performance contracts are aligned with the RCC/MDAs' and the entire LGS's overall performance management goals and objectives because the thematic areas of the PCs are shaped by the priorities of the



central government as outlined in the LGS performance management system for the year under review. Some factors have contributed to the inability of most Assemblies and departments to align individual employee performance targets (KPA and KPI) with the overall goals and objectives of the Assemblies. These include a lack of strategic planning, low competencies of the key implementers of the PMS, limited stakeholder involvement, and frequent changes in government development priorities (LGS Annual Performance Evaluation Report, 2022).

Furthermore, the study revealed that the LGS performance management system is implemented through four interconnected phases: planning, mid-year review, end-of-year evaluation, and decision-making, each associated with specific performance targets and the timelines required for implementing these performance targets. It is worthy of note that the performance contract and appraisal systems are not independently implemented but rather as an integrated approach, and that the staff performance appraisal instrument is a key performance indicator (KPI) of the performance contracts. The study's findings showed that even though Ghana's LG administration has a structured and integrated performance management implementation system, the majority of the assemblies and departments do not properly comply with the performance management implementation plan and most supervisors and employees merely considered the implementation of the KPA and KPI of the PMS as the culmination of an administrative procedure, with little significance attached because performance targets, particularly, the performance contracts are predetermined by the central government. The findings of this study reinforce the importance of developing KPA and KPI that do not only focus on the central government priorities areas of development but also performance targets that emphasize the delivery of quality services delivery to the right citizenry, at the right

time, and the right cost. This will also ensure social, economic and political accountability and transparency among duty-bearers. More importantly, it was found that the Region has performed below average in the implementation of the LGS from 2014-2022, with numerous performance fluctuations and inconsistencies which may require further research to be conducted, particularly, on the performance management implementation challenges in the UWR.

In conclusion, pragmatic interventions such as the active involvement of all the major stakeholders in the formulation of the LGS performance management policies, and performance targets (KPA and KPIs) should be implemented to integrate the ideas of all key actors, especially, the junior support and middle management staff who are the core implementers of the PMS at the grassroots. Also, regular training and orientation should be organized for all employees to acquaint them with the relevant competencies for effective and efficient implementation of the PMS in the various assemblies and departments.

### **9.2.2 Findings on Performance Management System (PMS) and Organisational Decision-Making in Local Government Service (LGS)**

Performance management information plays a vital role in the decision-making process in all functional organizations. The study findings in relationship to objective two established that performance management information serves as feedback and inputs for the preparation of Annual Action Plans of the assemblies and departments which serve as a strategic direction for achieving assemblies and departments goals and objectives. Additionally, the study findings illustrated that performance management information is used for organizational decision-making including the implementation of the rewards and sanctions regimes. In this case, Assemblies who obtained outstanding performance after the LGS Annual Performance Evaluation, are







rewarded and those who performed poorly are sanctioned. Similarly, employees who performed creditably at the end of the Annual Performance Appraisal Cycle are rewarded, and the contrary is the case for those who performed poorly. However, the study revealed that since the implementation of the LGS performance management system for the past eight years (2014-2022) no single Municipal/District Assembly in the region has been rewarded for an excellent performance. Conversely, some Municipal/District Assemblies were sanctioned based on poor performance. Regarding employee performance appraisal, it was found that some employees have over the years, presented citations and other awards packages for their outstanding performances, conversely, the study findings could not discover any form of sanction being meted out to non-performing employees. The findings concluded that most employees were dissatisfied with reward and sanctions regimes, hence, calling for a more robust form of employee rewards and sanctions regimes that will serve as a motivation for employees who continuously execute their performance target, and on the contrary, serve as deterrent to those who persistently performed poorly. More so, the study findings revealed that the LGS performance management information significantly influences administrative decision-making processes such as employee recruitment, promotion, training, salary administration, and career progression, enhancing staff welfare and progression. More significantly, it was discovered that when utilizing performance information, managers take into account the employees' past performance strengths and shortcomings before giving them new performance assignments. In a similar spirit, recommendations for promotions, extra duty allowances, and additional responsibilities allowances are made using performance management information, and staff selection for training and capacity-building initiatives is primarily based on work performance. Although the findings seemed to

suggest that the LGS performance management system was an important part of decision-making at all levels of Ghana's LG administration, the system has not been able to effectively support organizational decision-making in some crucial areas of the study's Ghanaian LG administration over the years. The provision of the human, material, and financial resources required for the successful and efficient execution of performance targets in the study was found to be unaffected by the performance management system.

In conclusion, it was established that the LGS performance management information has contributed to enhancing organizational decision-making such as human resource planning, employee job analysis, employee retirement planning, organizational change management, and other administration decision-making processes for enhanced service delivery. However, a lack of ongoing communication and dialogue between organizational leadership and managers (supervisors) and employees on issues such as poor performance targets setting and key performance indicators, continuous performance review and lack of stakeholder competencies development on the PMS persistently affected effective and efficient organizational decision-making process, hence, further research can be conducted on the impact of organizational communication on employees performance decision-making in the study area.

### **9.2.3 Findings on LGS performance management monitoring and evaluation strategies**

The specific findings that relate to the monitoring and evaluation strategies/methods and how the LGS performance management system is conducted were quite mixed and there were varied opinions among the research participants about the effectiveness of the methods used to effectively and efficiently monitor and evaluate the performance management implementation process for enhanced service delivery.





The findings revealed that the LGS has implemented comprehensive performance management monitoring and evaluation strategies, ensuring continuous monitoring and evaluation at all stages of the performance management cycle, including planning, mid-year reviews, end-of-year evaluations, and decision-making phases. Despite this, the study revealed ineffective monitoring and evaluation of performance contracts and appraisals, with the RCC's monitoring and evaluation roles being particularly poor. The RCC is required to conduct at least two monitoring and evaluation exercises every year, including a mid-year performance review and end-of-year evaluation. However, it was discovered that most of the time, the RCC does not conduct monitoring and evaluation to ascertain the extent of implementation of the performance targets but rather allows the respective Municipal/District Assemblies to conduct self-appraisal on the various KPAs and KPIs of the performance contract and submit reports to the RCC for consolidation and onward submission to the OHLGS. This is certainly not the standard way of measuring the performance of the Assemblies, therefore, pointing to the implementation of poor and substandard PM monitoring and evaluation in the study. Also, most respondents reported that the LGS monitoring and evaluation strategies including the use of data collection matrix, paper-based interviews, observational methods and performance rating scales are not objective and scientific and can be manipulated by the monitoring and evaluation team, hence, the need for the adoption of more scientific and robust performance monitoring and evaluation methods such as Management by Objective (MBO), Graphic Rating, Easy Type, Critical Incident Method, Forced Distribution, Straight Ranking Method, and Balanced Scorecard. On the other hand, the study discovered that most Municipal/District Assemblies have not prepared performance appraisal monitoring and evaluation plans to enable them to strictly monitor and evaluate the

implementation of employees' performance appraisal. More so, the study revealed that the LGS performance management policy document outlines necessary actions for performance monitoring, but most assemblies do not follow the roadmap. Therefore, the LGS performance monitoring and evaluation regime is subpar due to a lack of commitment to PMS principles, poor supervision, inadequate resources, poor performance management orientation, and a lack of monitoring culture. Hence, practical performance monitoring and evaluation techniques should be employed to assess the implementation of the LGS performance management system at all levels of the LGS structure.

#### **9.2.4 Findings on the Effects of Performance Management Systems on Local Government Service Delivery**

The study examined the effects of PMS implementation on LGS service delivery. The study findings revealed both positive and negative impacts of the implementation of the LGS performance system on service delivery. On the positive side, the findings revealed that the implementation of the PMS has improved service delivery in general administration. The findings revealed that the implementation of the LGS performance management system has enhanced the quality of general administrative services provided to the public over the years. It was revealed that through the implementation of the PMS, most Assemblies have established and operated functional client service centres to enhance the relationship between the Assemblies and the general public. The study findings also confirmed that the implementation of the PMS has over the years tremendously contributed to the proper maintenance of the workplace environment which is a crucial service for the efficient operation of the Assemblies and departments. Other administrative services include regular ISCCS meetings, staff training on LGS protocols, efficient records management, and sensitization of employees on various protocols. Regarding human resource





management, the study found that the implementation of the LGS performance management system has positively impacted employee capacity building through training workshops, coaching and mentorship. Furthermore, effective and efficient salary administration, employees' promotions, recruitment and posting were improved for enhanced service delivery. The study confirmed that the implementation of the LGS performance management system has impacted positively on agriculture development. Hence, the study revealed that the implementation of PMS has significantly improved service delivery in general administration, human resource management and agriculture development. However, the study's conclusions showed that the PMS had no appreciable effect on the provision of services for infrastructure development, trade, industry, financial management and reporting systems, or job creation. Therefore, the study findings revealed that the implementation of the LGS performance management system has no significant effects on service delivery in the areas of financial management and reporting system, infrastructure development, trade and industry, and creation of employment opportunities in the study. Although the study found that the implementation of the LGS performance management system has significantly improved the delivery of social services, the majority of respondents expressed serious concerns about the timely, cost-effective, and quality of these services for the appropriate clients. As a result, it was necessary for all duty-bearers and relevant stakeholders to act immediately to help address these issues.

#### **9.2.5 Findings on the implementation challenges of the performance management system**

The study revealed that the implementation of the LGS performance management system faces challenges such as logistical constraints, lack of leadership commitment, low personnel capacity, change management, poor monitoring, collaboration, interference, external institutions, lack of performance rewards and sanctions regime,

frequent changes in government priorities, and key implementers posting such as Co-ordinating Directors. Therefore, all relevant stakeholders at national, regional, assembly, departments, and units must implement best performance management practices like teamwork, capacity building, performance rewards, sanctions, monitoring, supervision, and provisions of logistics to enhance efficient local government service performance management system implementation.

### **9.3 Contributions of the Study**

This thesis makes an effort to address three critical research gaps that have an immediate impact on organizational studies and the LGS performance management system. First, the study investigates the theory that a well-balanced set of performance indicators, such as KPAs and KPIs, will be utilized to construct an effective and efficient performance management system that would satisfy the expectations of every major stakeholder of Ghana's LG administration. Secondly, it also examined the assumption that once performance information is produced, it will appropriately be used to influence managerial decisions, lastly, the presumption that an effective and efficient implementation of the LGS performance management system will enhance service delivery. Therefore, this research contributes to knowledge by attempting to fill these gaps based on findings drawn from organizational studies in the public sector in general and performance management of Ghana's LG administration of the Upper West Region in particular.

Additionally, this thesis offers several potential contributions to knowledge and existing literature in the field of organizational studies and performance management systems in Ghana LG administration. Although there is a wealth of contextual and theoretical literature on organizational studies and performance management systems, there are relatively few empirical studies into the LGS performance management





system, which includes performance contracts and performance appraisals, and how the implementation of the LGS performance management system impacts on service delivery within the context of Ghana's LG administration, and there is no single published research of this kind in the Upper West Region. To this end, this study adds a huge amount of rich detail to knowledge about the implementation of the LGS performance management system and how its implementation impacts service delivery. Thus, this study stands as a remarkable research base for further studies. The reality that many PM studies rely on document research, statistics, and key performance indicator data makes it crucial to keep in mind that they often lack real-world information. This study delved beyond merely asking the top, middle, and lower-level employees of the local government how they implement PM, how it is working, what they are trying to accomplish, and what challenges they face, hence, this thesis provides valuable empirical data for the Ghanaian LG administration, therefore, enhancing stakeholders' knowledge and understanding of the public sector performance management system and performance management system in Ghana's LG administration in particular. More so, the thesis highlights the lack of substantial reform in performance management in Ghana's LG administration, despite its existence as a nominal practice, most key actors of Ghana's LG administration are aware of the existence of the LGS performance management system but lack the requisite knowledge and understanding of its core mandate, goals and objectives and these can effectively and efficiently be achieved for enhanced service delivery, and hence, this research contributes to the study of performance management as a managerial practice.

More so, this thesis is the first study of its sort in Ghana's LGS in the Upper West regarding the performance management system that takes into account the



geographical and cultural contexts that appeared to be lacking in previous research. Hence, the study contributes hugely to LGS performance management literature in the Upper West Region. Theoretically, applying the Goal-setting theoretical framework offers valuable insights into the effects of LGS performance management on service delivery through its implementation of performance contracts and appraisals which, also, serve as a policy and a strategy used to improve organizational performance. The findings also contribute to our understanding of how the lack of active participation and inadequate knowledge and understanding of the operationalization of all relevant stakeholders, particularly, the junior support and middle management staff from the formulation of performance indicators shapes the implementation of the PMS at all levels of the LG administration which also has significant implications for ensuring social, political, and economic accountability and transparency between citizens and duty-bearers. Given that the most of earlier studies were conducted in Asia, the US, the UK, Australia, China, Malaysia, and Singapore, this research provided an opportunity to present empirical evidence from a relatively new cultural environment. This is the first study on performance management to be conducted in Ghana's LG administration, and specifically the Upper West Region. This is essential because it enables a test of the generalizability of conclusions drawn from research undertaken in the LG setting of Ghana.

#### **9.4 Implications for Policy and Practice**

Many crucial lessons can be learned from the implementation of the LGS performance management system which includes ensuring a high-performance culture amongst individual employees, teams and the RCC/MDAs as a whole for enhanced service delivery. This research has shown how Ghana's LG administration has over the years implemented a performance management system (both the performance



contracts and performance appraisals) to assess whether the LGS is delivering the right services to the right people, at the right time and cost in accordance with its mission, vision and objectives. Therefore, the implications of this research should be of interest to both management and policymakers at all levels of the LGS structure.

This study has demonstrated how the LGS performance management system is shaped by the national level policy because the key performance areas (KPA) and key performance indicators (KPI) of the content of the PMS are designed in line with the development priority areas of the central government, particularly, the government of the day and this may have policy implications on the grassroots level. In the same vein, the study has shown the deficiencies in designing the content of the LGS performance management policy framework and formulating the KPA and KPI of the PMS whereby the involvement of stakeholders in designing the content of the PMS was primarily skewed toward political and bureaucratic leadership, leaving other stakeholders, like junior support and middle management staff who are the main implementers of the PM process which has policy implications on accountability, transparency and unequal power balance in the effective and efficient implementation of the PMS among the major stakeholders. Although performance management information has over the years used for decision-making and LGS policy formulation, failure by the leadership to appropriately communicate and disseminate the LGS performance management information to the key actors in the LG administration has adverse implications on the effective implementation of the LGS performance management system. Thus, all relevant stakeholders such as government, policymakers, academics, development partners, LGS employees, organizational behaviorists and all other key actors in Ghana LG administration should embrace the



LGS performance management system and adopt the integrated approach in the implementation of the system for enhanced service delivery.

### **9.5 Conclusion**

As highlighted, the main aim of this study is to explore the performance management system in Ghana's LGS, and how the implementation of the LGS performance management system impacts service delivery. The study revealed that even though the LGS performance management system has faced a myriad of implementation challenges, has over the years contributed significantly to enhancing service delivery in some relevant areas of Ghana's LG administration. The LGS performance management system, however, makes it possible for individual employees, teams, and assemblies to comprehend the aims and objectives of their assemblies and the LGS as a whole, as well as what they must do to accomplish these goals. Also, a more robust performance management system should be implemented to enable all relevant stakeholders in Ghana's LG administration to actively participate in the LGS performance management implementation process. Generally, an integrated approach should be adopted whereby various methods, strategies and performance management theoretical underpinnings can be employed to ensure holistic planning, reviewing, implementations, monitoring and evaluation of the PMS for effective and efficient execution of the performance targets for enhanced service delivery. Therefore, it is expected that this study fills research gaps by providing alternative insights from employees' perspectives on performance determinants and testing theories in a non-western setting to enhance their external validity. Thus, the research indicates that the current performance management system in Ghana's LG administration is crucial.





## **9.6 Recommendations for Practice**

The recommendations aim to enhance performance management system implementation in the Upper West Region and Ghana's LG administration at large and to ensure a more robust system for the LG administration. Recommendations for this study are made in relation to the findings.

### **9.6.1 Involvement of all relevant stakeholders in the designing of the LGS Performance Management Framework**

The study reveals that the absence of involvement from all stakeholders, especially junior support and middle management staff, in the design of the LGS performance management policy framework has negatively impacted its implementation. Therefore, it is recommended that when developing the PM management framework, the Ministry of Local Government and Rural Development integrate the opinions of every relevant stakeholder at all levels of Ghana's LG administration. In addition to fostering inclusion in the LGS performance process, this will bolster the principles of ownership, accountability, equity, and participation for all key actors in the PMS's implementation for improved service delivery.

### **9.6.2 An efficient and effective organizational communication system should be implemented**

The study revealed that a lack of efficient organizational communication hinders the PM process's implementation because many employees are not aware of their roles, responsibilities, performance targets, or the time frames for executing these performance tasks. The LGS should appoint and train PMS focal persons and coordinators at all levels of Ghana's LG administration, and RCCs and MMDAs should strengthen accountability mechanisms, and make performance management system implementation the responsibility of all employees. Also, assemblies should strengthen institutional structures like Assemblies and Departmental Performance

Improvement Committees to ensure regular meetings and production of minutes for effective performance management system implementation in the LGS. More so, LGS leadership should implement practical interventions like regular review meetings and designating focal persons to enhance performance management communication and effectiveness among employees, teams, and assemblies.

### **9.6.3 Regular employee capacity building and training programmes should be instituted**

The study recommends strengthening human and institutional capacities in the LGS by building employee capabilities in line with national, regional, and global performance management trends, and supporting staff to study performance management short courses at recognized institutions. However, training should not be restricted to the implementation of the PMS but to how it operates holistically for enhanced service delivery. More so, the LGS should foster collaboration among various government levels, development partners, and international organizations to share best practices and innovative solutions for the efficient implementation of the PMS. Furthermore, stakeholders should have easy interaction with the information technology infrastructure to efficiently capture performance indicators and streamline the implementation of the performance management system.

### **9.6.4 Implementation of an efficient and effective reward and sanction regimes**

The study recommends that the LGS develop and implement a robust reward and sanction system to appropriately reward outstanding RCCs/MMDAs. The reward regime should be comparable to other performance assessment schemes like DPAT, which offers a better reward system like the District Development Facility (DDF) for outstanding performance by MMDAs, and also, RCCs/MMDAs who continually performed poorly should be sanctioned. Also, the LGS structure should implement a pay-for-performance scheme for all employees, ensuring continuous performance



targets are met across all levels of the LGS structure and categories of employees. More so, the LGS should implement an integrated performance reward system to include monetary incentives, public recognition, merit rewards, promotions, and learning opportunities, ensuring employees understand the relationship between rewards and improved performance. Thus, LGS performance reward and sanction regimes should hugely be grounded in the principles of equity, accountability, transparency and meritocracy.

#### **9.6.5 High leadership commitment to the implementation of the PMS**

Leadership commitment in the PMS is crucial for its effective implementation. It is therefore recommended that leadership at levels of the LGS structure must drive the performance management process, provide resources, and ensure administrative and management support. They should also offer financial, material, and logistical support to ensure Assemblies and Departments timeously meet performance goals.

#### **9.6.6 Central Government should regularly allocate funds to RCCs/MMDAs for the implementation of the PMS**

The current allocation of resources is inadequate for the successful implementation of a performance management system. The study recommends that the Central Government should regularly allocate funds to RCCs/MMDAs to efficiently plan, review, implement, and evaluate the performance management system. The Central Government should provide dedicated sources of funding for the LGS performance management system. Additionally, the LG administration ought to encourage NGOs and other Development Partners to assist the RCCs and MMDAs in financing the PMS's implementation for enhanced service delivery.

#### **9.6.7 Effective and efficient records management system**

The study revealed that inadequate record-keeping and management were significant obstacles to the successful implementation of the LGS performance management



system. Therefore, it is essential that the Records Management Unit (RMU) should be operationalized by recruiting qualified human resources and training them in modern records management systems, and procuring the necessary logistics for effective and efficient records management in modern organizations. Also, LGS should deploy an integrated approach to records management whereby both electronic and paper-based records management systems can be adopted. This will not only ensure easy access and retrieval of records but will also help backup data.

#### **9.6.8 Implementation of an effective and efficient performance management monitoring and evaluation system**

The LGS should implement practical measures to ensure effective monitoring and supervision of the PMS. The study recommends that monthly monitoring and evaluation and reporting systems should be implemented by RCCs/MMDAs to monitor the implementation status of the various KPAs and KPIs of PMS so that the performance of all Assemblies and departments can be tracked. The integration of performance management indicators into the RCC's quarterly MMDAs monitoring exercise can enhance concurrent monitoring and evaluation of PMS indicators, reducing costs and time.

#### **9.7 Suggestions for Further Research**

The present study covered only one Region in the country (the Upper West Region). Replication of the study in other Regions is suggested to confirm or disapprove the results of the study. Future research may incorporate comparative research outside of the Upper West Region to the other Regions. This is because all Regions have diverse socio-economic, cultural and geo-political settings which may have implications for the implementation of the LGS performance management system. Future research can further be conducted in the following areas:



- 1) Further research could be undertaken to assess the impact of the implementation of performance management system on employee satisfaction in Ghana's LG administration.
- 2) A comparative study of the implementation of the performance management system in the Ghana Local Service and other public services.
- 3) Challenges in the Implementation of the Performance Management System in Ghana's LG administration.



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## APPENDICES

### Appendix A: Letter of Introduction



SD DOMBO UNIVERSITY OF BUSINESS AND  
INTEGRATED DEVELOPMENT STUDIES (SDD-UBIDS)  
FACULTY OF SOCIAL SCIENCE AND ARTS (FSSA)  
Telephone: +233 (0) 392097256/+233 (0) 39097257 E-mail: fssa@ubids.edu.gh Website: www.ubids.edu.gh  
Box: P O Box UY70, Wa, Ghana SDD-UBIDS Digital Address: XW-1147-8901, Bamahu, Wa - Ghana

(OFFICE OF THE DEAN)

Our Ref.: UDS/DSA/0018/16

November 2, 2022

Your Ref.: .....

#### TO WHOM IT MAY CONCERN

Dear Sir/Madam,

#### LETTER OF INTRODUCTION

Mr. Yakubu Baduong Mamudu (UDS/DSA/0018/16) is a postgraduate student in the Department of Sociology and Social Work, Faculty of Social Science and Arts, Simon Diedong Dombo University of Business and Integrated Development Studies.

Mr. Yakubu needs your assistance to provide some relevant information to enable him to complete his thesis work on the topic "*Performance Management System in Local Government Service in Ghana: A Comparative Analysis of Performance Contracts and Service Delivery in the Upper West Region*". It would be appreciated if you could support him, please.

I wish to emphasize that any information provided will be used only for academic purposes and its confidentiality is very much assured.

I am counting on your kind consideration and support, please.

Thank you.

Yours faithfully,

Sanwine K. Evans  
(Ag. Faculty Officer)

FACULTY OFFICER  
FACULTY OF SOCIAL SCIENCE AND ARTS  
SDD - UBIDS  
P O BOX WA64, Wa - Ghana



## Appendix B: Survey Questionnaires to Respondents

### Introductory Letter

I am **Yakubu Baduong Mamudu**, a PhD student of Social Administration at the University for Development Studies with student identification number UDS/DSA/0018/16. I am gathering data for my thesis on the topic: *Performance Management System in Local Government Service in Ghana: An Analysis of Performance Contracts and Service Delivery in the Upper West Region, Ghana*.

This is an empirical study that involves gathering of data from staff members of the eleven (11) Municipal and District Assemblies and the Regional Co-ordinating Council including the Regional Decentralized Departments of Local Government Service of the Upper West Region.

*Any information provided will be used purely for academic purpose; thus, the attainment of PhD, and will be kept confidential and anonymous.*

It will be highly appreciated if you could kindly spend 30 minutes of your time to answer this questionnaire.

Should you require further clarity, please not hesitate to contact me on **0241022418/0209250014** or [baduongmamuduyakubu@yahoo.com](mailto:baduongmamuduyakubu@yahoo.com) or contact my supervisors:

- |   |                   |
|---|-------------------|
| 1) Dr. Frank K. Teng-Zeng (Main Supervisor):              | <b>0241476983</b> |
| 2) Dr. Francis Nangbeviel Sanyare (Assistant Supervisor): | <b>0505124888</b> |

*Thank you for your time and consideration.*

**Survey Questionnaire for employees of Local Government Service of the Upper West Region September, 2022.**

The questionnaires are to be discussed with all employees of all cadres in the Local Government Service of the Upper West Region.



**SECTION A: Demographic characteristics of respondents [Please Tick applicable form]**

**1. Age group**

No	Age	Tick
1	20-29	
2	30-39	
3	40-49	
4	50-59	
5	60+	

**2. Gender**

No	Gender/Sex	Tick
1	Male	
2	Female	
3	Wish not to disclose	

**3. Marital Status:**

No	Marital Status	Tick
1	Married	
2	Single	
3	Divorced	
4	Separated	
5	Widowed	





#### 4. Level of Education:

No	Highest level of education	Tick
1	PhD	
2	Master's Degree	
3	First Degree	
4	Certificate/Diploma	
5	Secondary Education	
6	Primary Education and Below	

#### 5. Nationality

No	Nationality	Tick
1	Ghanaian	
2	Others specify	

#### 6. Name of Assembly/Department

No	Assembly/ Department	Tick
1	Wa Municipal Assembly	
2	Jirapa Municipal Assembly	
3	Lawra Municipal Assembly	
4	Nandom Municipal Assembly	
5	Sissala East Municipal Assembly	
7	Nadowli/Kaleo District Assembly	
8	Lambussie District Assembly	
9	Sissala West District Assembly	
10	Wa East District Assembly	



11	Wa West District Assembly	
12	UWRCC	
13	Regional Decentralised Department ( <b>specify</b> )	

**6 How long have you worked in the LGS?**

No	Number of years in formal employment	Tick
1	Below 5 years	
2	6-10 years	
3	11-15 years	
4	16- 20 years	
5	Over 20 years	

**7. Please indicate your grade level/position in Local Government Service (LGS)**

No	Job level/position	Tick
1	Top Management	
2	Middle Management	
3	Junior Supporting Staff	
4	Auxiliary	

**8. How long have you worked in your current job position?**

No	Number of years work in current job position	Tick
1	Below 5 years	
2	6-10 years	
3	11-15 years	
4	16- 20 years	
5	Over 20 years	



**SECTION B: THE NATURE AND PRACTICES OF GHANA'S LOCAL GOVERNMENT SERVICE PERFORMANCE MANAGEMENT SYSTEM (PMS)**

*Rate the extent to which you agree or disagree that the following statements best describe your LGS Performance Management System. Use 5 scale rating whereby:*

*1=Strongly Disagree, 2=Disagree = 3 Not sure = 4. Agree =5. Strongly*

*Agree*

Statement	S A	A	NS	D	SD
The LGS has put in place a performance management system.					
The necessary stakeholders are involved in the implementation of the LGS performance management system.					
The LGS performance management system is operationalised through Performance Contracts (PCs) and Performance Appraisal (PAs) system.					
The PCs are signed between the Regional Minister and Regional Co-ordinating Directors and between the Municipal and District Chief Executives and Municipal and District Co-ordinating Directors, and the PAs are signed by all other staff.					
The performance management system has aligned employee's performance targets with the assemblies' goals.					
The achievement of employee's performance targets can be used as a performance measure of the assemblies.					



### SECTION C: Performance Management System (PMS) and organizational decision making in Local Government Service (LGS)

*To what extent does performance management system enhance the organizational decision making in the LGS of the Upper West Region?. Rate the extent to which you agree or disagree that the following statements best describe your LGS Performance Management System. Use 5 scale rating whereby: 1=Strongly Disagree, 2 = Disagreed, 3 = Not sure, 4 = Agree, 5 =Strongly Agree.*

Statement	SA	A	NS	D	SD
Assemblies used performance management information as input for preparing their Annual Action Plan.					
LGS performance management information is used for making decisions on employees' rewards and sanctions.					
LGS performance management information served as regular feedback for management assessing employee performance.					
LGS performance management information is used to validate administrative decisions such as compensation, promotion, placement, rewards, sanctions, etc.					
LGS performance management information is used as the Central Government's key performance policy document.					

### SECTION D: The Monitoring and Evaluation strategies and methods of Ghana's Local Government Service Performance Management System.

*What is your opinion of the following statements about monitoring and evaluation with respect to service delivery of the Local Government Service of the Upper West Region?. Rate the extent to which you agree or disagree that the following statements best describe your LGS Performance Management System monitoring and evaluation strategies. Use 5 scale rating whereby: 1=Strongly Disagreed, 2 Disagreed = 3=Not sure = 4 Agree, 5=Strongly Agree.*

Statement	SA	A	NS	D	SD
LGS has designed performance monitoring and evaluation strategies to monitor the performance of employees and assemblies.					
Performance monitoring and evaluation reviews are carried out at every phase of the performance management cycle.					
The RCC and OHLGS conduct monitoring and evaluation exercises					





of the Performance Contract.					
End-of-year performance evaluations are always conducted on the performance management system by the Assemblies.					
Performance feedback on mid-year reviews and end-of-year reviews is properly communicated to the Assemblies and employees.					
Assemblies and employees who performed poorly are given suggestions on solutions to their weaknesses.					
The continued monitoring and evaluation of the LGS performance management system will significantly improve the performance of assemblies and employees.					

## **SECTION E: THE EFFECTS OF LOCAL GOVERNMENT SERVICE**

### **PERFORMANCE MANAGEMENT SYSTEM ON SERVICE DELIVERY**

*Rate the extent to which you agree or disagree that the following statements best describe your LGS Performance Management System. Use 5 scale rating whereby: 1=Strongly Disagree, 2= Disagree 3= Not sure, 4=Agree, 5= Strongly Agree*

<b>Statement</b>	<b>SA</b>	<b>A</b>	<b>NS</b>	<b>D</b>	<b>SD</b>
The implementation of PMS has significantly enhanced the general administration of the assemblies.					
The implementation of PMS has significantly enhanced human resource management and the development of the assemblies.					
The implementation of PMS has significantly improved the financial management and reporting system of the assemblies.					
The implementation of PMS has significantly improved the infrastructure development of the Assemblies.					
The implementation of PMS has significantly improved the local economic development of the assemblies.					
The implementation of PMS has significantly improved the provision of social services in the Assemblies.					
The implementation of PMS has significantly improved the environment and sanitation of the Assemblies.					

## SECTION F: IMPLEMENTATION CHALLENGES OF PERFORMANCE MANAGEMENT SYSTEM IN LOCAL GOVERNMENT SERVICE OF THE UPPER

*What are the implementation challenges of performance Management system (i.e the Contracts and Appraisals) in Local Government Service of the Upper Region?. Rate the extent to which you agree or disagree that the following statements best describe your LGS Performance Management System. Use 5 scale rating whereby: 1=Strongly Disagreed, 2=Not sure, 4 =Agree, 5. Strongly Agree*

Statement	SA	A	NS	D	SD
Lack of adequate understanding of performance measuring indicators by the various stakeholders of the PMS.					
Poor communication of performance targets to key stakeholders.					
The setting of unclear performance targets.					
Lack of efficient and effective performance rewards and sanctions regime.					
Some MDCEs and MDCDs have low commitments in the implementation process of the PMS.					
Irregular and inadequate statutory funds flow.					
Poor records management system					
Poor monitoring and supervision of the performance. implementation process.					
Frequent posting of key implementers (e.g., Coordinating Directors and other core staff of the Assemblies).					



## Appendix C: Semi-Structured Interview Guide

The purpose of this semi-structured interview guide is to elicit relevant information from the Chief Director, Municipal and Districts Co-ordinating Directors and Regional Heads of Decentralized Departments. They are Key Informants for this study, and remained very relevant in this study due to the critical roles they perform in LGS administration and the execution of the Performance Management System of the Upper West Region.

1. Please indicate your current  
Assembly/Department.....
2. Please indicate your current position (i.e. job title)  
.....
3. Please indicate your number of years' experience in this position  
.....
4. Please indicate your total years of experience in the Local Government Service.
5. Please how do you view performance management practices in your Local Government Service (LGS)? Do you see it as a staff performance management instrument or an imposition from central government? Please explain.
6. Do your Assembly/Department have employees' performance management policy? And how will you explain the implementation of the policy?
7. What is your opinion about the implementation of performance management system in promoting stakeholders' participation in the development process of Local Government Service of the Upper West Region?
8. How does the performance management system work in Local Government Service, please explain?
9. How is the performance management system being implemented in LGS of the Upper West Region?
10. What is the purpose of implementing Local Government Service performance management system in your assembly/department?
11. To what extent is performance management system link to Local Government Service goals, desired outcome or objectives. In other words, will performance information



measure what they are meant to measure? And do they meet your performance information needs.

12. What is your opinion about local government service performance data/information, do you think the performance data reflects the important aspects of the Local Government employees 'real' performance of the Upper West Region?
13. To what extent do you allow performance management information to influence your decisions, including those on service delivery? Please elaborate
14. Explain how local government service performance monitoring and evaluation is conducted in your assembly/department?.





## Appendix D: Roadmap for Performance Management System (PC and PA)

Performance Contracts			
No.	Activity	Time frame	Responsibility
1	Distribution of Performance Contract Instruments to Regional Co-ordinating Councils and Metropolitan Municipal and District Assemblies	January, every year	Office of the Head Local Government Service (OHLGS)
2	Workshop on the Performance Contract Instrument for Regional Heads of Decentralized Departments, Metropolitan Municipal and District Co-ordinating Directors & Human Resource Managers	February, every year	Office of the Head Local Government Service (OHLGS)
3	Completion of Performance Contracts by Metropolitan Municipal and District Assemblies	February, every year	Human Resource Managers (Regional Co-ordinating Councils & Metropolitan Municipal District Assembly)
4	The signing of the Contracts between Metropolitan Municipal and District Chief Executives & Metropolitan Municipal and District Co-ordinating Directors	21 <sup>st</sup> -25 <sup>th</sup> February, every year.	Regional Co-ordinating Council, Metropolitan Municipal District Assemblies (HoS will attend regional signing ceremonies)
5	Distribution of copies of the Performance Contract to the Metropolitan Municipal District Assemblies, Regional Co-ordinating Council and Local Government Service Secretariat	26 <sup>th</sup> February, every year.	HR, Department
6	Mid-term review of Performance Contract	1 <sup>st</sup> -15 <sup>th</sup> July, every year.	Metropolitan Municipal and District Chief Executives & Metropolitan Municipal and District Co-ordinating Directors
7	Submit Mid-term review report to Regional Co-ordinating Council.	August, every year.	Metropolitan Municipal District Assemblies
8	Monitoring and Evaluation by the Regional Co-ordinating Council	December, every year.	Regional Co-ordinating Council
9	Submit End-of-year evaluation reports to the Regional Co-ordinating Council and Local Government Service Secretariat	6 <sup>th</sup> January, every year.	Metropolitan Municipal and District Chief Executives &





			Metropolitan Municipal and District Co-ordinating Directors
10	Review, analyses, and take remedial action on end-of-year reports	January- March, every year.	Regional Co-ordinating Council & OHLGS
11	Preparation of 2023 Performance Contracts	January, every year.	Office of the Head Local Government Service & Regional Co-ordinating Council
<b>Performance Appraisal</b>			
<b>Performance Planning Process</b>			
1	HR sends notices, reminders, etc. announcing performance planning activities.	15 <sup>th</sup> December, every year	Human Resource Management Department.
2	Appraiser and Appraisee independently identify Key Performance Areas (KPAs) i.e., a minimum of 3 and maximum of 5 KPAs; Key Performance Indicators (KPIs) i.e., minimum of 2 KPIs and maximum of 4 KPIs for each KPA.	15 <sup>th</sup> -30 <sup>th</sup> December, every year.	Appraisee/Appraiser
3	Appraiser and Appraisee meet to discuss and agree on KPAs, KPIs, Competences, Service Delivery Standards and Capacity Development Plans including their respective weighting.	7 <sup>th</sup> January, every year.	Appraisee/Appraiser
4	Appraiser fills out the Performance Planning Form (PPF) and both Appraiser and Appraisee sign up the PPF sections, sharing copies and returning the original document to the HR Department for perusal and filing purposes	15 <sup>th</sup> January, every year.	Appraisee/Appraiser
<b>Performance Review (Mid-Year Review) Process</b>			
1	HR sends notices, reminders, etc. announcing performance review activities	21 <sup>st</sup> June, every year.	HR. Department
2	Appraiser and Appraisee meet to discuss progress in relation to KPAs, KPIs, etc., and agree on additions, modifications, or deletions at a Mid-Year Review Meeting.	1 <sup>st</sup> July, every year.	Appraisee/Appraiser
3	Appraiser records the changes if any on the Mid-year Review Form and both sign up, retain copies and send the original document to the HR Department.	7 <sup>th</sup> July, every year.	Appraisee/Appraiser

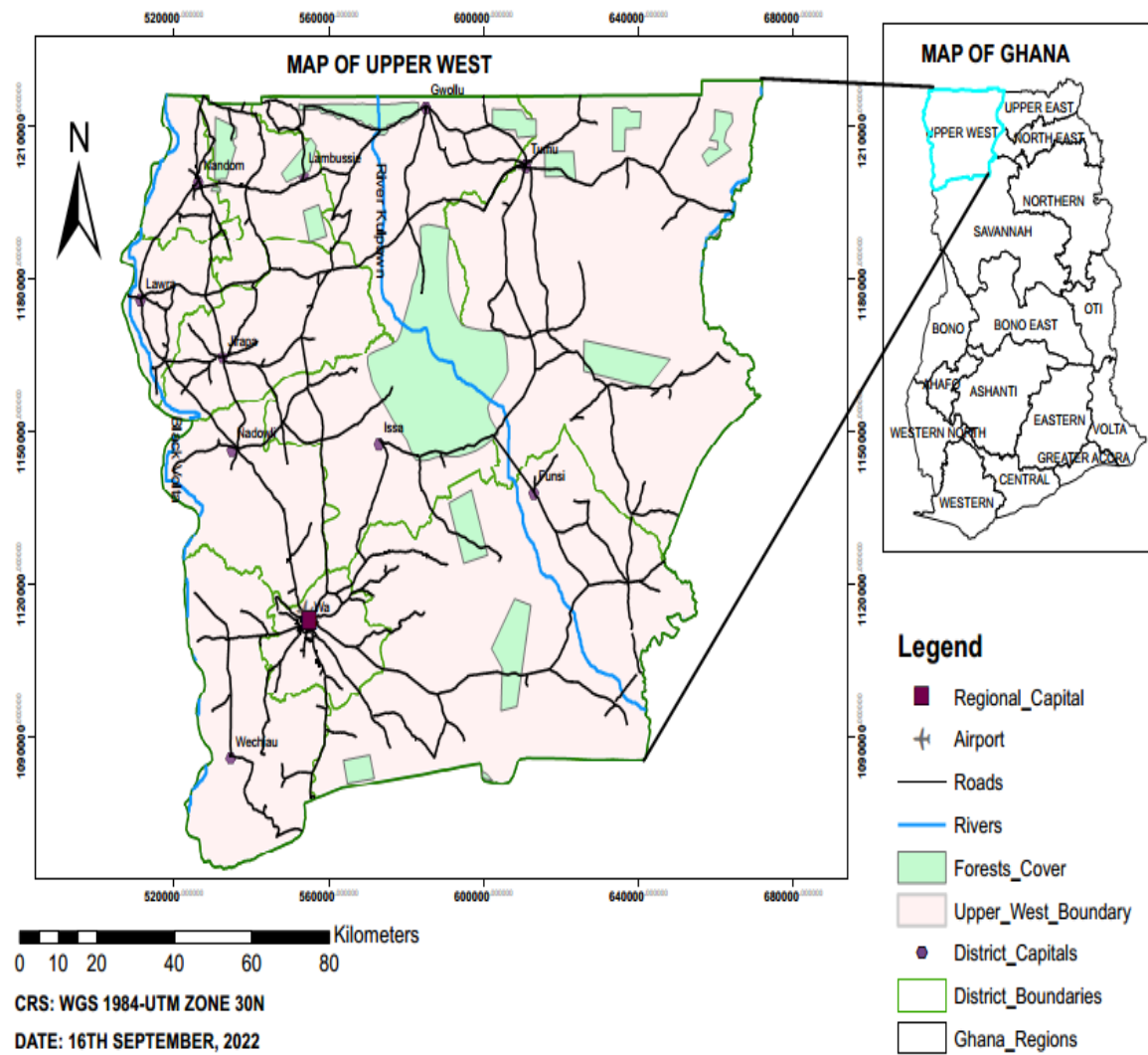
<b>Performance Appraisal (End-of-Year Evaluation)</b>			
<b>1</b>	HR sends notices, reminders, etc. announcing performance appraisal activities.	November 1 every year.	HR, Department
<b>2</b>	Individual self-assessment by the appraisee	November 1 every year	Appraisee/Appraiser
<b>3</b>	Appraiser collates feedback from colleagues who have worked with the appraisee	November, 7 every year	Appraisee/Appraiser
<b>4</b>	The appraiser and appraisee meet to discuss performance results and competency areas.	November, 15 every year	Appraisee/Appraiser
<b>5</b>	Appraiser completes End-of-Year Appraisal Form and communicates performance ratings to the appraisee and both sign up, retain copies and send the original document to the HR department.	November, 21 every year	Appraisee/Appraiser
<b>6</b>	HR Department collates appraisal reports and presents them at management meetings.	November, 30 every year	HR, Department
<b>7</b>	Coordinating Director transmits appraisal reports to RCC and implements decisions on the report.	December, 1 every year	Co-ordinating Director
<b>8</b>	Commence subsequent annual appraisal process	December, 1 every year	HR, Department

**Source: Author, based on data from LGS Performance Management system**

**(February, 2023)**



## Appendix E: Map of the Study Area



Source: Author's construct (2022).