

# **Integrative Approach to Effective Performance Management in the Public Sector: Linking Public Service Motivation and Transformational Leadership for Future Research**

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## **Abstract**

The purpose of the conceptual framework is to demonstrate how an integrative approach can help explain effective performance management in the public sector using the mediating role of public service motivation and transformational leadership. To help achieve the objective of the paper, a systematic review of the literature on both organisational and environmental factors which are perceived as drivers of an effective performance management was selectively done. The analysis of these variables led to the development of the conceptual framework. The results of the review indicate that an effective performance management in the public sector depends on how public service motivation and transformational leadership mediate the relationship between organisational and environmental factors. The integrative approach to effective performance management explored non-rational variables that can improve performance management policies.

**Keywords:** Effective Performance Management; Environmental Factors; Individual-Level Factors; Integrative Approach; Organisational Factors

## **1. Introduction**

Effective performance management is a set of managerial performance improvement reforms which are adopted to achieve the overall organisational goals and strategy. It also involves the managing of individual and organisational performance (Armstrong, 2009; Furnham, 2004; Lee, 2005). More specifically, effective performance management may be a developmental tool for building the capacities and competencies of individual employees to improve task performance (Rice, 2007).

After the use of the term 'performance management' by Beer and Ruh in 1976, there has been a large volume of research on the subject, especially in private sector organisations to explain why successful firms have increased their asset value and their profits margins than less successful firms (Biron, Farndale, & Pauwe, 2011). However, the evolution of performance management systems in the public sector in the 1980s was due to the emergence of the new public management (NPM) and the reinventing government doctrines (Denhardt & Catlaw, 2015). These two doctrines though similar, brought in the managerial philosophies of the private sector into the management of public organisations (Dreveton, 2013; Hood & Peters, 2004; Kelly, Doyle, & O'Donohoe, 2015; National Performance Management Advisory Commission, 2010; Williams, Rayner, & Allinson, 2012). Therefore, NPM opened the debate on whether private ethos could be used to improve service delivery in public organisations (Walle & Hammerschmid, 2011). Since then, there have been attempts to develop conceptual frameworks to explain its effectiveness in the management and organisation literature (Ferreira & Otley, 2009; Kennerley & Neely, 2002; Lee, 2005; Otley, 1999). Yet these frameworks provide little guidance for empirical research on how non-rational theories could contribute to the debate. Likewise, research on performance management has mostly looked at its effectiveness in improving policy goals (Newcomer & Caudle, 2011; Speklé & Verbeeten, 2014), performance information use (Moynihan, Pandey & Wright, 2012a; Kroll & Vogel, 2013), performance measurements (Ammons & Roenigk, 2015; De Lancer Julnes, 2006; Yang & Hsieh, 2007) and drivers (Ittner, Larcker, & Randall, 2003; Kroll, 2016; Liang & Nan, 2014). Clearly, previous studies have concentrated more on rationality and economic efficiency by looking at accountability factors and principal-agent explanations to study the rational decision-making processes in the public sector as a way of checking the self-interest behaviour of public managers (Kroll & Vogel, 2013; Moynihan et al., 2012a; Wright, Moynihan, & Pandey, 2012; Ter Bogt, 2008). And downplaying the role that non-choice behaviour of employees may affect organisational outcomes (Grant, 2012).

Even though non-rational theories may contribute to explain the complexity of the performance doctrine, there is little attempts to explore the non-rational actions of the agent which are considered as altruistic and self-sacrificing (Caillier, 2014). These motives are central to organisational performance because they are not subject to rational processes but grounded in public service motivation and transformational leadership style (Wright et al., 2012). To this day, there are few studies that have explored the relationship between performance management and public service motivation (PSM) which form the core motives of public managers other than external rewards (Kroll & Vogel, 2013; Moynihan & Pandey, 2010; Moynihan et al., 2012a). Despite the substantial evidence provided by these studies on performance information use, there is little if any conceptual

framework that utilises the variable to explain how it can contribute to effective performance management.

Another variable that is less utilised in explaining effective performance management is transformational leadership (Kroll & Vogel, 2013; Wright et al., 2012). There are several studies which have looked at transformational leadership and organisational performance linkage (Bass, 1997; Bass & Avolio, 2013). Also, studies on the effect of leadership behaviour on performance management abound but few studies have made attempts to link transformational leadership behaviour and its impact on effective performance management (Kroll & Vogel, 2013; Moynihan, Pandey & Wright, 2012b; Wright et al., 2012). Most research on performance management over the past three decades or more have centred on organisational factors (De Lancer Julnes, 2006; Kroll, 2015; Moynihan, 2005; Moynihan & Pandey, 2010), environmental factors (Bouckaert & Halligan, 2008; Moynihan & Pandey, 2010; Pollitt & Bouckaert, 2004; Yang & Hsieh, 2007, Wright et al., 2012), while few studies have provided evidence for individual-level factors that account for its successes and failure in the public sector ( Moynihan et al, 2012b; Wright et al., 2012). Consequently, there is enough evidence for the organisational factors thesis on effective performance management with inconclusive evidence on environmental factors (Yang & Hsieh, 2007; Moynihan et al., 2012a; Kroll, 2015; Kroll & Vogel, 2013). The present literature on PSM and transformational leadership as individual-level factors that regulate the effect of organisational and environmental factors and their impact on effective performance management is not clearly establish with only a handful of studies testing them on performance information use (Moynihan & Pandey, 2010; Moynihan et al., 2012a, 2012b; Kroll & Vogel, 2013; Wright et al., 2012).

Because of this gap, the paper is proposing an integrative approach that draws on organisational, environmental and individual-level factors which combine to form a framework for explaining effective performance management in the public sector. As a result, the paper argues for an effective performance management in which PSM and transformational leadership act as mediators on both the organisational and the environmental factors framework. In addition to the conceptual framework, the paper aims to provide direction for future research and make recommendations for policy implications in emerging performance regimes in developing countries where little evidence exists on effective performance management.

To achieve these objectives, the paper used a systematic review of the literature on organisational variables, environmental factors, public service motivation and transformational leadership by clearly identifying articles that have treated these variables and their relationship with performance management in the public sector. Because of the large extant literature reviewed, the paper demonstrates how public service motivation and transformational leadership mediate the relationship between organisational and environmental factors through an indirect path to impact on effective performance management outcomes. The first part of the paper discusses the literature on the selected variables, the conceptual framework development is followed and the last two parts discuss the findings and the conclusions.

## **2. Defining Effective Performance Management**

Effective performance management is difficult to conceptualise (Aguinis, et al., 2012; Armstrong, 2009) because country typologies are sharply different in terms of its overall effectiveness in improving public sector employees' performance. At the same time, its tenets, though with the aim of improving performance has different meanings and approaches to its design and implementation (Bouckaert & Halligan, 2008; Cosenz, 2014). Also, contextual factors affect the effectiveness of performance management especially in public sector organisations where organisational goals are not explicitly stated, unlike the private sector. Understanding the meaning of effective performance management is not a straightforward one because the context and the environment define its effectiveness.

Effective performance management has been explained in the literature as performance improvement and goal attainment tool (Lee, 2005), a process of measuring results-based performance (Otley, 1999), managing performance and human capital of organisations (Armstrong, 2009; Bouckaert & Halligan, 2008). To achieve an effective performance management means that organisations must plan, develop performance indicators and standards, provide criteria to monitor, review, and reward high performers and correct unsatisfactory performance. Implementing an effective performance management policy requires that organisations develop a comprehensive framework that aligns the four dimensions, performance evaluation, performance appraisal, performance monitoring and performance review in a knitted fashion (Furnham, 2004). This is important because the overall attainment of organisational strategy is based on how well these four areas are planned and implemented.

Strategic planning, performance standards, key performance indicators (KPIs), measurement and rewards constitute an effective performance management yet, how organisations response to them do have an impact on its outcomes in the long-run (Ammons & Rivenbark, 2008; Ammons, 2002; Hatry, 2002; Otley, 1999; Van Dooren, Bouckaert & Halligan., 2015). Apart from planning and monitoring the process, achieving the effectiveness of performance reforms agenda may involve the use of performance information for decision-making (Bouckaert & Halligan, 2008; Moynihan & Pandey, 2010; Moynihan et al., 2012a). Performance

management is a rationally-planned action taken by organisations to achieve their desired goals. To say that performance management policy is a rational tool means that the policy is designed to enhance performance, produce results and reduce waste in the use of public resources (Ter Bogt, 2008). However, what is central in this debate is that the individual actors and organisational leadership play a significant role in achieving performance management objectives.

A performance management policy that is designed to achieve government programmes and policies must involve key actors in the process because goals are not ends in themselves. Nevertheless, the major theoretical concept underlying the design of performance management is principal-agent view. The assumption of agency theory is that agents are self-interest actors that when left unmonitored through performance management, they would act against the principal's interest (Moynihan et al., 2012a). Yet, there are instances where agents do have motives that are not self-seeking but based on the social impact of their work on the larger society and minorities (Perry & Wise, 1990; Perry, 1996). Since agents can act beyond self-interest, it means that the traditional view of agents is problematic and needs to be reformulated to ensure that public organisations create space that allows these essential attributes of public servants and their management to be tapped for effective implementation of government programmes.

To start with, the organisational perspective focuses on planning performance, monitoring performance and reviewing performance through feedback (Ammons & Roenigk, 2015). Those who advocate for performance-based results argue that the goal of managing performance is to achieve better outcomes through rationally coordinated activities by setting clear performance goals, performance measurement and the use of performance information for decision-making in the organisation (Askim, 2015).

Meanwhile, to ensure effective performance management means that organisations must gain credibility by involving the external environment or key stakeholders to ensure legitimization of the system (Newcomer & Caudle, 2011; Yang & Hsieh, 2007). Those who support performance culture in the public sector, maintain that external stakeholders' participation in the process is important because state institutions and public managers are accountable to the citizenry who have a major stake in public service delivery. However, there is less support for stakeholder involvement effect on effective performance management (Moynihan, 2012a). All the same, external political stakeholders have been reported to have a significant impact on its effectiveness especially elected officials (Yang & Hsieh, 2007). The factors that drive effective performance management from both the organisational and environmental perspectives have had enough discussions in the extant literature but little attention has been given to individual-level factors that are equally important drivers of effective performance policies.

From the discussions, it appears that less attention has been given to individual-level factors as noted in the extant literature but available evidence shows that there is a statistically significant impact on public service motivation and transformational leadership on performance information use in the public sector (Moynihan & Pandey, 2010; Moynihan et al., 2012a; Kroll & Vogel, 2013; Wright, 2012). These variables have received less attention in conceptualizing effective performance management, yet they have explanatory power that can provide answers to the differences in performance management outcomes in public organisations.

Even though performance management is controversial in the public sector because of the philosophical underpinnings of the performance movement which are driven by goals and market orientation and at the same time, due to the complexity of organisational goals in the public sector. Nevertheless, there have been widespread implementation of the concept in the public sector and influenced government reforms in both the developed and developing world. As a result, the design of an effective performance management system may have different components in different countries and settings. Yet, there are unique features that characterise any performance management policy such as setting of clear and measurable goals, development of results-oriented performance measures, performance rating, and rewards. Sometimes an effective performance management design may demand that government institutions use performance information for strategic planning and performance improvement programmes (Moynihan et al., 2012a). At the same time, environmental factors such as stakeholder involvement and political support may play a role in the outcomes.

Although previous studies have tested the effect of individual-level factors like public service motivation and transformational leadership on performance information use (Moynihan et al., 2012a, Kroll & Vogel, 2013; Wright et al., 2012), the point of departure for this paper is to use these variables as mediators to explain their effect on effective performance management through the mechanism of organisational and environmental factors. And propose a framework that integrates these three perspectives for understanding public sector performance management. The next subsection is devoted to exploring the literature on the three variables that influence effective performance management in general.

### *2.1 Organisational Factors*

Organisational factors that support effective performance management include, clear and measurable goals (Latham, et al., 2008; Lavertu & Moynihan, 2013; Newcomer, 2007; Verbeeten, 2008), development of results-

oriented performance measures (Ammons & Rivenbark, 2008; Behn, 2003; Berman, 2002; Bourne et al., 2002; Cavalluzzo & Ittner, 2004; De Lancer Julnes, 2006; Grizzle, 2002; Hatry, 2002) and the use of performance information (Moynihan & Pandey, 2010; Moynihan et al., 2012a; Van Dooren et al., 2015). The organisational perspective sees effective performance management as a results-based process which is influenced by the internal mechanisms of the organisation. More especially, clarity of organisational goals and strategic planning are determinants of successful outcomes on performance management policies. To achieve the objectives of a performance management system, the organisation must determine the goals in clear terms through performance planning and setting of efficiency-based performance targets that capture the mission of the organisation (Ammons, 2002). Setting goals and measurements in the design process is considered the building blocks of an effective performance policy because the goals will determine the measurement criteria as well as influence strategic planning and decision-making (Kroll & Vogel, 2013; Moynihan & Pandey, 2010). Also, the design of goals is important because if the performance measures are unclear, it may limit the use of performance information which can affect performance improvement programmes (Cavalluzzo & Ittner, 2004).

The most understudied variable in the organisational drivers is performance information use (Moynihan & Pandey 2010; Moynihan et al., 2012a; Kroll & Vogel 2013; Wright et al. 2012). Performance information use refers to the purposeful and political uses of performance data for decision-making and advocacy for programme resources by public managers (Moynihan, 2005). The use of performance information is generally perceived to be low in the public sector compared to the private sector (Van Dooren, 2011). However, recent evidence indicates that public managers' use of performance information is mostly purposeful and advocacy for programmes (Moynihan, 2005; Moynihan & Pandey, 2010; Moynihan et al., 2010a). The use of performance information in the public sector is for steering, accountability and rewarding performance (Van Dooren et al. 2015). Meanwhile, there are others who challenge the performance movement in the public sector and maintain that the nature of public sector reform agenda creates a situation where political leadership pays lip service to the implementation process and rarely use performance information (Radin, 2006). Because politicians rarely see or use performance information for decision-making at the governmental level, in most cases performance information is used for passive and perverse purposes by public managers to meet budgetary requirements and resource allocation (Moynihan et al., 2012a; Radin, 2006). Subsequently, Pollitt (2013) reported that public managers are also more likely to engage in cheating or gaming through manipulation of information to suit their intended purposes if the costs for refusal to use performance information are high (De Lancer Julnes, 2006; Pollitt, 2013). Yet, others have found out that public managers' use of performance information is subject to public managers' public service motivation levels because performance information use is considered an organisational behaviour that public managers' have some level of discretion (Moynihan & Pandey, 2010).

On one hand, the use of performance information paradox is a complicated one because performance management systems that do not provide clear and compelling criteria for the use of the data may suffer non-use. Because there are no costs for refusing to use them or it does not attract any additional benefit for use in decision-making. On the other hand, if the performance metrics are difficult, most data generated from the process may be underutilised (Cavalluzzo & Ittner, 2004). The implication is that performance information use is closely linked to the technical training that public managers may receive to enable them to understand and interpret performance results (Kroll & Moynihan, 2015; Yang & Hsieh, 2007).

From the organisational view, the attributes of an effective performance management clearly involve the setting of clear and measurable performance goals, development of results-oriented performance measures and the use of performance information. This is because employees' performance in an organisation demands that individual employees identify and understand the organisational goals, understand what the standards are and what is expected of them. The purpose of this mechanism is to ensure that performance information generated from the process will contribute to decision-making and strategic planning in the organisation.

## *2.2 Environmental Factors*

Otley (1999) argues that the context of performance management is characterised by a constant change because the uncertainties and pressures that organisations face both in the internal and the external environment are powerful inertia forces. The dynamics of the environment has long been established to constitute a relevant success factor in organisational performance and effectiveness (Mintzberg, 1980; Schoonhoven, 1981). Organisations are active participants in their environment because they want to have a competitive edge over other industry players and so they need to respond to the demands of the environment as quickly as possible. Nonetheless, we also know that whereas in the private sector, the goal of profit maximization is contingent to environmental scanning to identify the threats and opportunities, goals are difficult to conceive in the public sector. This is because what constitute goals in public organisations are sometimes non-measurable and the results take longer to manifest (Hatry, 2002; Van Dooren et al., 2015). The implication is that their achievements may not be measured in dollar terms. Consequently, it makes sense to say that, the environment of public institutions is composed of service seekers who may be citizens, politicians including the administrative staff of

the organisation and the population of organisations (Bouckaert & Halligan, 2008).

Environmental factors which affect effective outcomes on performance management policies differ in different contexts and cultures (Bouckaert & Halligan, 2008). Bouckaert and Halligan reported a comparative study of five countries and observed that countries with strong administrative culture and those experiencing political crisis, tend to have more effective outcomes on performance management policies than countries with less established administrative culture and emerging democracies (Rhodes, Biondi, Gomes, Melo, Ohemeng, Perez-Lopez, & Sutiyo, 2012). With the environmental determinism perspective, the role of political support and stakeholder involvement has been studied extensively (Lavertu & Moynihan, 2013; Pollitt, & Bouckaert, 2004; Yang & Hsieh, 2007). First, political support has been reported to drive performance management because the cost of designing and implementing a performance management reform is related to timely allocation of tangible resources and building technical competencies of public employees. Therefore, the role of elected officials is central to the desirable outcomes on public organisations performance. According to Yang and Hsieh (2007), political support refers to the degree of authority, the autonomy of the implementing agency and the support given to the agency's policies by elected officials. It means that elected political officials must ensure that public institutions work interdependently without any interference to undermine the organisation's legitimacy to implement performance reforms. Another dimension which previous studies (Amirkhanyan, Kim, & Lambright, 2014; Brignall & Modell, 2000; Nudurupati, Tebboune, & Hardman, 2016; Vilanova, Magalhães Filho, & Balestieri, 2015; Yang, K. & Hsieh, 2007; Yang & Torneo, 2016) have failed to include in the framework is the timely allocation of resources for implementing performance reforms (Heckman, Heinrich, & Smith, 2017; Heinrich, 2007). This is instructive because resources are central to the implementation process and the success of policy objectives depend on the availability of resources (Bouckaert & Halligan, 2008; Yang & Hsieh 2007; Pollitt & Bouckaert, 2004).

Available evidence which supports stakeholder participation is inconclusive (Yang & Hsieh 2007; Conaty, 2012; Lavertu & Moynihan, 2013; Moynihan et al., 2012a), however, from the stakeholder theory, shareholders have a stake in the management of organisations and because organisations need to build a corporate image, some clientele contributions to the internal management process is important (de Waal & Coevert, 2007). Also, with the development of the balanced scorecard on performance management, stakeholder involvement plays a critical role in redefining organisational goals (McAdam, Hazlett, & Casey, 2005). It is imperative to note that high performing systems demand an 'outside-in' approach to people management because human resource management is to add value to the business of public organisations, thus, quality service to the citizens and customers. Besides, stakeholder participation engenders interorganizational relationships with other organisations in uncertain environments to build collaborative networks to achieve their overall existence (Forslund, 2007). Yang and Hsieh (2007) observed that external stakeholder participation influences the managerial use of performance measurements. Hence, the involvement of key stakeholders during the design and implementation stages of the policy is important. Stakeholder participation is important because stakeholders' input on the goals, targets, and indicators of the measurement system can produce information useful for measuring performance outcomes. Legislators and citizens are conceived as important stakeholders in the performance management process that organisations must engage actively to gain their support during the actual implementation of the reform initiative (Yang & Hsieh, 2007).

Despite, the contributions of stakeholders in the performance management process, their participation especially citizens may not benefit internal management process in terms of efficiency of the system (Simmons, 2008). At the same time, the value of external participation may not make public institutions more efficient and effective in the use of public resources (Yang & Hsieh, 2007). However, the participation of elected officials is important because their involvement shapes the goals of the performance management policy in terms of national development priority areas. It also ensures that political actors are committed to the process by allocating resources for technical training and personal developmental needs of staff (Yang & Hsieh, 2007). Notwithstanding these, defining the organisation's key stakeholders are important for the success of the process and it also ensures that genuine participation of elected officials and citizens impact positively on managerial responses to performance management reform goals.

The above discussions on stakeholder participation centred on external and intersectoral actors, yet internal actors play a vital role in ensuring that the performance management objectives are achieved. Employees' of organisations are the focus of performance management policies and their involvement is central to an effective implementation of the policy as well as the ownership of the process. This may be achieved through organisational learning forums, training of employees to understand the goals of the reform process (Bouckaert & Halligan, 2008; Van Dooren et al., 2015; Rhodes et al., 2012). The product of an effective performance management system is a collective one and bringing all internal and external stakeholders together to benefit from their inputs are important for its effectiveness. Ownership of performance management reforms begins with the right attitude of management and their subordinates towards the outcomes (Pollitt & Bouckaert, 2004; Ter Bogt, 2008). Additionally, ownership of the management reforms ensures that performance measures are

understood at each level of the organisation which can be useful in generating quality performance information for decision-making (Van Dooren, 2011).

*a. Individual-Level Factors*

Research on public service motivation is not new, studies such as (Houston, 2000; Kim, 2005; Moynihan & Pandey, 2007; Perry, 1996; Steijn, 2008) found that public sector employees with higher levels of public service motivation reported meaningful work as an accomplishment and a desire to serve the public cause (Houston, 2000). Public service motivation refers to motivation grounded in public institutions (Perry & Wise, 1990). The presence of public service motivation (PSM) is when public managers perceive their work to have a significant social impact on the larger society and are motivated to put up extra role behaviour to benefit others (Moynihan et al. 2012a). Research on PSM tends to focus on work motivation, individual performance and organisational effectiveness (Caillier, 2014; Grant, 2008; Huston, 2000; Perry & Wise, 1990; Perry, 1996; Perry & Hondghem, 2008). Whiles its application in the performance management literature has received less attention. Yet, critical to this concept is that it can contribute to resolving the performance management paradox in the public sector.

Subsequently, recent attempts have been made to establish the link between PSM and performance management through performance information use (Moynihan et al. 2012b; Wright et al. 2012; Moynihan et al. 2012a; Kroll & Vogel 2013). Yet, little evidence exists on its interaction with organisational and environmental factors and their effect on effective performance management. The point of departure for this paper is to argue for a mediating path of PSM on effective performance management and treat performance information use as an independent variable because previous studies tested its direct relationship by using performance information as a dependent variable (Kroll & Vogel, 2013; Moynihan et al., 2012a). However, the relationship that exists between PSM and effective performance management is an indirect path model which explains the complex relationships between performance information use, clear and measurable goals, development of results-oriented performance measures as well as the use of performance information which together form the organisational factors. This implies that performance information does not stand in isolation but rather it is part of the entire performance management cycle.

Arguably, effective performance management depends on how performance information is used for decision-making, yet the use of performance information is a form of organisational behaviour where employees' have the discretion whether to use it or not (Moynihan and Pandey, 2010). Also, if employees with higher levels of PSM measured on the three main motives of PSM construct, rational, norm-based and affective motives, it may have an impact on performance management policy objectives. The performance management ideology is a rational decision-making concept in which the employee-employer relationship is a principal-agent one based on suspicion and red tape behaviour by agents. This view according to the agency theory exists because the agent may alter the mainstream goals, dilute the public interest and subvert the goals of the state (Gould-Williams, Mostafa, & Bottomley, 2015; Moynihan et al., 2012a). Nonetheless, this understanding of the agent's behaviour may perhaps be misleading because PSM relies on the non-rational actions of agents to impact organisational goals positively. Under the PSM model, self-interest is the opportunity cost of public interest by the agent (Perry, 1996), yet the concept of PSM has been underutilised in explaining rational choice theories because the assumption is that the agency cost is higher when alternatives in checking the agent's activities are unknown. It is plausible to have a non-rational approach to rational decision-making by exploring the taken-for-granted behaviour of the agent to achieve performance goals.

The current state of development in the performance management literature has not made attempts to use PSM as an explanatory variable capable of resolving the performance management paradox which clearly violates the complexity of the employee motivation doctrine. Organisations have both 'choice behaviour' and 'non-choice behaviour' that can both be utilised to explain the effectiveness of management reforms. At best, PSM may be a model to explain how a concept based on rational decision-making theory can sometimes rely on factors that lie in public service other than incentives and information about the performance of the agent.

To explain an integrative framework, drawing on top management leadership is imperative because performance management is a top management control system to provide direction and strategy to achieve the core mandate of the organisation (Bass, 1985; Hamstra, Van Yperen, Wisse, & Sassenberg, 2014; Houldsworth & Machin, 2008). However, it is not all types of leadership styles which can impact positively on performance management goals. Although leadership per say is not new in explaining performance outcomes (Van Dooren et al., 2015), the use of transformational leadership (TLD) in the literature is only a recent innovation (Kroll & Vogel, 2013; Moynihan et al., 2012a; Paarlberg & Lavigna, 2010; Wright, et al., 2012). Few studies have found that TLD has an indirect relationship with performance information use and at the same time, it is more likely to induce intrinsic motivation of public managers (Kroll & Vogel, 2013; Moynihan et al., 2012b). Transformational leadership theory assumes that leaders must provide an environment that seeks to engage and motivate their subordinates (Bass & Avolio, 2013). The mechanisms that senior managers must use involves inspirational motivation (IM) which links transformational leaders and their ability to motivate their subordinates by making work meaningful and raising the morale of their followers (Bass & Avolio, 2013). Transformational leaders can

stimulate their followers' efforts to be creative and innovative by allowing followers to question the conventional wisdom and problems that are related to their work to find solutions and new ideas for task performance (Bass, 1997). The model also assumes that leaders need to have a sense of individualised consideration because they must pay attention to individual needs of their followers to achieve organisational effectiveness and performance-based results (Kroll & Vogel, 2013).

The core of the transformational leadership theory is that leaders must serve as mentors and coaches to individual employees to develop their capabilities and potentials to enable them to learn new ways of doing things in a 'supportive climate' (Jacobsen, 2015; Kovjanic, Schuh, & Jonas, 2013). At the same time, leaders must consider individual differences, needs, and desires of their followers (Bass & Avolio, 2013; Bass, 1997). To ensure that individual employee needs are met, leaders must provide encouragement, delegate power to employees' while ensuring that performance standards and outcomes are not compromised. Transformational leadership may be a catalyst to drive performance management because clear and measurable goals, development of results-oriented performance measures and the use of performance information are contingent to leadership attributes (Moynihan & Pandey, 2010; Peters, Wieder, Sutton, & Wakefield, 2016; Wright et al., 2012). This is central to public sector management because there is a general perception that public employees' have lower levels of morale compared to private sector employees' (Game, 2006; Silva & Ferreira, 2010). The reason is that effective leadership qualities among public sector managers are limited (Karuhanga, 2010). The implication is that public sector leaders must exhibit strong leadership qualities and behaviour that would encourage employees to go beyond the call of duty and affect organisational goals positively (Grant, 2012).

Public service motivation and transformational leadership are important variables that can help to explain the relationship between organisational and environmental determinants of effective performance management. The next section proposes a conceptual framework that is used to explain the relationship between the organisational and environmental variables and the two mediators and their impact on effective performance management.

### **3. An Integrative Conceptual Framework of Effective Performance Management**

This section attempts to provide a conceptual framework that explains effective performance management. Effective performance management involves managing organisational activities by coordinating environmental factors as well as individual-level factors to enhance organisational performance. The organisational activities include the setting of clear and measurable goals (Verbeeten, 2008), development of results-oriented performance measures (Cavalluzzo & Ittner, 2004) and the use of performance information for decision-making (Moynihan, 2005; Moynihan et al., 2012a). The environmental variables are stakeholder participation and political support (Bouckaert & Halligan, 2008; Conaty, 2012; Pollitt & Bouckaert, 2004 Yang & Hsieh, 2007). The individual level factors are variables that are limited to the internal environment of the organisation, public service motivation (PSM) and transformational leadership (TLD).

The development of a conceptual framework is designed to offer a blueprint to guide the study to 'appraise' the volume of information found in the extant literature and objectively select those studies which are relevant to the present study (Taylor, 2005, p. 83). The usefulness of this conceptual framework is to serve as a guide in scholarly literature on performance management as well as offer directions for practitioners and policy makers in the public sector. The extant literature reviewed have theoretical implications on the variables, however, theories alone do not tell us our perception of reality, it is the operationalization of these theories that give meaning to social phenomenon. Therefore, a conceptual framework fills that gap by showing the position of the researcher on the pertinent issues identified. For this paper, it is impossible to adopt a comprehensive discussion of theories or variables that explain effective performance management. Therefore, the approach adopted is based on a parsimonious model by providing desired explanations using few predictor variables to achieve the objectives of the conceptual paper.

The first part of the conceptual framework is the dependent variable (effective performance management) on the right side, indicating that other parts of the framework are explanatory variables. The other half of the conceptual framework to the left consists of the two explanatory variables (organisational and environmental factors). The middle part of the framework is the mediating path variables (individual-level factors, PSM and TLD) because the two variables mediate the interaction between the two independent variables and their impact on the dependent variable.

The conceptualization of effective performance management indicates that organisations must engage in strategic planning through the setting and development of goals that seek to translate the mission and the core mandate of the organisation (Jung, 2014a; Shahmehar, Safari, Jamshidi, & Yaghoobi, 2014; J. Taylor, 2013). The measurable goals become the performance benchmarking for the organisation (Courty, Heinrich, & Marschke, 2005; Wilson, 2003). Also, an effective performance management involves performance monitoring, providing feedback as well as a review of individual employees' goals and their level of achievement through performance rating (Buchelt, 2015; Lee, 2005; Moynihan, 2013). Meanwhile, an effective performance management policy

should define how performance information would be used to improve poor performance and reward high performance (Lewis, 2015; Peters et al., 2016; Saliterer & Korac, 2014; Iris Saliterer & Korac, 2014; Tantardini & Kroll, 2016). The essence of a performance management policy is to provide a platform for learning, improvement and address the developmental needs of employees through training as well as build the competencies of individual employees towards overall mission effectiveness (Chang, 2015; Moynihan, 2005; Seiden & Sowa, 2011; Shahmehar et al., 2014; Taylor & Taylor, 2014). To achieve the effectiveness of the performance management policy, organisations' central focus should involve strategic planning (Engle, Sr., Festing, & Dowling, 2015; Sa, 2013) through the setting of performance goals and measurements (Askim, 2015; Ayers, Malgeri, & Press, 2014; Favero, Meier, & O'Toole, 2016; Hoontis & Kim, 2012; Shahmehar et al., 2014; Vilanova et al., 2015), development of a performance monitoring and evaluation (Cedergren, Wall, & Norström, 2010; Christensen & Lægheid, 2014; Platts & Sobótka, 2010; Sam & Macris, 2014; Yang & Torneo, 2016) and a defined performance feedback system (Poul Aes Nielsen, 2014; Upadhaya, Munir, & Blount, 2014). The final stage is to review individual employee performance by organizing learning forums and meetings to communicate employees' performance progress (Dewettinck & van Dijk, 2012a, 2012b; Maley, 2014; Vilanova et al., 2015).

For organisations to have the desired results on performance management objectives, the process must be linked to the organisational activities where the organisation must develop clearly defined goals to ensure prompt attainment of performance goals (Ammons & Rivenbark, 2008; Ammons & Roenigk 2015; Behn, 2003; Ferreira & Otlely 2009; Lee, 2005; Otlely 1999). Because employees' efforts are utilised when there are clear boundaries of what is expected of them (Caillier, 2014; Hoontis & Kim, 2012; Moynihan et al., 2012b), measurable goals would challenge employees to achieve their goals (Latham et al, 2008). The next stage is to create reliable and results-oriented performance measures by developing key performance indicators (Hughes & Bartlett, 2002; Koike, 2013a; Sam & Macris, 2014; Vilanova et al., 2015). Another activity to achieve effective performance management is to set the measurement criteria to reward high performers and correct bad performance (Lee 2005; Ammons & Roenigk, 2015). Results-oriented performance measures may include accountability measures, efficient, and effective measures as well as service delivery measures (Barnow & Trutko, 2015; Brignall & Modell, 2000; Cavalluzzo & Ittner, 2004; Favero et al., 2016; Kwon & Gonzalez-Gorman, 2014; Marginson, McAulay, Roush, & van Zijl, 2014; Nudurupati et al., 2016). The aim of results-oriented measures is to ensure that public managers are accountable for the use of state resources in the execution of public policies to reduce waste in the system (Chang, 2015; Kerpershoek, Groenleer, & de Bruijn, 2014). Sometimes, output and outcomes measures such as the number of documents processed, outcomes of programme goals are considered important (Halachmi, 2011; Koike, 2013a; LeRoux & Wright, 2010). However, caution must be taken to ensure that outputs and outcomes measures are accurate and reliable (Heinrich, 2007; Hoontis & Kim, 2012). More so, the impact of quality service delivery and accountability measures serve as benchmarks for holding public officers accountable (Ammons & Roenigk 2015; Lee 2005, p.54). This is depicted in figure 3.1 below.



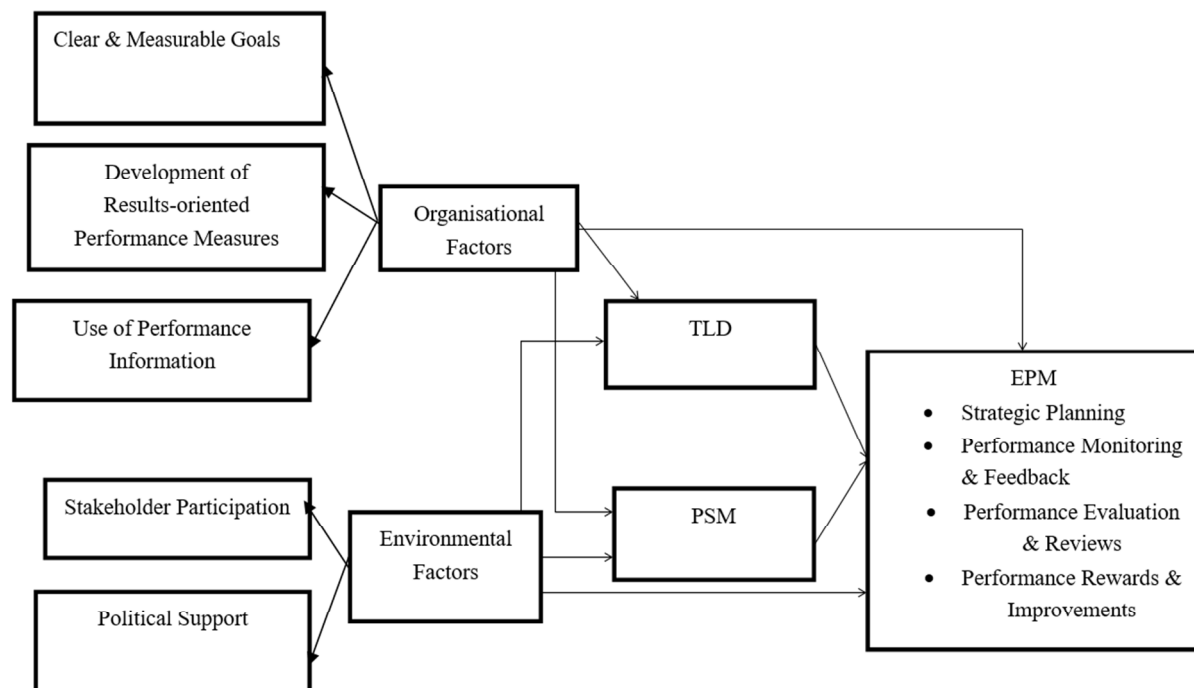


Figure 3.1 Integrative Effective Performance Management Framework

Another step in the organisational framework as shown in Figure 3.1 requires that performance information should be generated and use for decision-making to obtain feedback for internal business processes (Cavalluzzo & Ittner, 2004; Lee 2005; Otley 1999; Moynihan et al. 2012a; Kroll & Vogel 2013; Moynihan & Pandey 2010). The relationship that exists between the three variables and effective performance management is that clear and measurable goal would ensure that the performance measures are reliable and results-based so that information generated from the process would be used for decision-making (Moynihan et al. 2012a). The key highlight of the conceptual framework is that, though these variables are hypothesized to have a direct impact on effective performance management, their impact on the dependent may be mediated by PSM and TLD. The inference from the discussions of the organisational perspective suggests that organisations must set clear and measurable goals, develop results-oriented performance measures, and use performance information for decision-making to ensure effective outcomes on performance management policies. In this model, the hypothesized outcomes are as follows:

- H1. Clear and measurable organisational goals have an impact on effective performance management.
- H2. The development of results-oriented performance measures has a positive effect on effective performance management.
- H3. The use performance information is positively related to effective performance management.

The environmental factors in the framework depict two important drivers that determine effective performance management. The ecology of organisations makes it difficult to ignore how powerful their external environment can impose inertia forces on their activities (Amirkhanyan et al., 2014; Kwon & Gonzalez-Gorman, 2014; Vilanova et al., 2015). The contingency approach views situational factors as key to organisational effectiveness and performance (Mintzberg, 1980). The contingencies that affect an organisation's effectiveness may be specific to a context and the level of influence of these variables may differ in different settings. However, organisations environment can be composed of two parts thus, internal and external and depending on the influence of the two, the actions of the organisation may benefit one group over the other (Andrews, Boyne, & Walker, 2006; O'Toole & Meier, 2014; Vilanova et al., 2015).

On one hand, the performance management process is a task environment that requires resources from its external environment to be able to implement key decisions with regards to training needs and personal development plans of employees' (Biron, et al., 2011; De Lancer Julnes, 2006; Halachmi, 2011; Heinrich, 2007; Kroll & Moynihan, 2015), therefore, external stakeholders are critical in this respect. Similarly, the environment of organisations is perceived to be institutionally based on normative, coercive power and mimetic isomorphism that imposes external constraints on organisations ability to adopt performance management reforms (Oliver, 1991). Thus, political control from the perspective of the institutional theory means that political actors are active participants of the performance management policy and their support is considered key to achieving the objectives of the policy (Christensen, Lægheid, & Stigen, 2006; Koike, 2013b; Moynihan, 2013). On the other hand, the stakeholder theory holds that managers must manage the organisation with the people who have a stake

in their organisations for which the actions of the organisation may affect the stakeholders' interest (Donaldson & Preston, 1995; Freeman & Evan, 1979). Subsequently, the balanced scorecard of performance management views the stakeholder analysis as central to the objectives of organisational performance (Bartlett, Johnson, & Reckers, 2014; Behery, Jabeen, & Parakandi, 2014; Kaplan & Norton, 1996; Upadhaya et al., 2014).

In figure 3.1, stakeholder participation and political support have both direct and indirect effect on effective performance management. With the direct relationship, political support is said to have a positive relationship with performance management outcomes (Christensen et al., 2006; Kelly et al., 2015; Lavertu & Moynihan, 2013; Moynihan, 2013; Park & Cho, 2014) while there is inconclusive evidence of stakeholder effect (Bouckaert & Halligan, 2008; Conaty, 2012; Lavertu & Moynihan, 2013; Yang & Hsieh, 2007). In fine, the impact of stakeholder participation may be indirect notwithstanding that other contextual factors are likely to influence its impact on effective performance management. Involving stakeholders and intersectoral collaborators is likely to lead to desirable outcomes on performance management policies because external stakeholders outside the boundaries of organisations such as legislators, agencies and citizens may actively engage in the activities of organisations or government councils to achieve governmental agenda (Amirkhanyan et al., 2014; Conaty, 2012; Nudurupati et al., 2016; O'Boyle & Hassan, 2013; Simmons, 2008; Tardivo & Viassone, 2010; Vilanova et al., 2015). Therefore, stakeholder involvement may reduce the huge responsibility that client service units face in explaining the objectives of organisational service delivery systems to customers and citizens. Equally, stakeholders in the internal environment especially middle managers should be part of the implementation process because their support is important to the performance evaluation and review processes (Conaty, 2012). From the environmental drivers, the proposed hypotheses are:

H4. Stakeholder participation has a positive relationship with effective performance management.

H5. Political support is positively related to effective performance management.

The last parts of the conceptual framework are the mediating variables. The mediators are PSM and TLD which explain the mechanism through which organisational and environmental factors impact on effective performance management (Gould-Williams et al., 2015; Grant, 2012; Kovjanic et al., 2013). The two variables influence the interaction between organisational and environmental determinants of performance management by intervening to increase the effect size and statistical power of the model. Studies like (Moynihan et al. 2012a; Moynihan et al. 2012b; Wright et al. 2012; Kroll & Vogel 2013) found a direct relationship between PSM and performance information use. However, the use of the two variables in this study departs from previous studies because the focus of the paper is to propose that the two variables effect on effective performance management is through an indirect path model, unlike the others. Previous studies tested their direct effect (Kroll & Vogel, 2013; Moynihan and Pandey, 2010; Moynihan et al. 2012a, 2012b; Wright et al., 2012) and found evidence that indicates that TLD is positively correlated with employee performance (Kovjanic et al., 2013; Paarlberg & Lavigna, 2010). Also, PSM is positively related to employee motivation for meaningful work (Houston, 2000). Other studies (Askim, Christensen, & Lægveid, 2015; Askim, 2015; Tsang, 2007) have linked effective leadership with performance management effectiveness, however, few studies have tested the mediating effect of TLD and PSM on effective performance management. The following hypotheses are derived:

H6. Public service motivation has an indirect relationship with effective performance management.

H7. Transformational leadership has an indirect impact on effective performance management.

H8. Public service motivation mediates the relationship between organisational and environmental factors and their impact on effective performance management.

H9. Transformational leadership mediates the relationship between organisational and environmental factors and their influence on effective performance management.

#### 4. Discussion and Directions for Future Research

Performance management systems are reported to have less influence on organisational performance (Cavalluzzo & Ittner 2004; Fryer et al., 2009; Hawke 2012; Karuhanga 2010; Rhodes et al. 2012; Ohemeng 2011). However, the world over, governments are implementing them as a response to austerity measures, increase efficiency and effectiveness of government agencies (Ammons & Roenigk 2015). Effective performance management is a process of combining strategic planning by establishing clear goals and using organisational outputs to achieve desired outcomes on government programmes (Newcomer & Caudle, 2011). It also includes communicating the performance outcomes within and without the organisation (Biron et al., 2011; Dewettinck & van Dijk, 2012a; Gill, P. J. and Carter, 2016; Palmer, M. G., Johnson, M. C. & Johnson, 2015; Rao, 2007). As a performance improvement tool, performance management has challenges in yielding the expected outcomes (Hawke 2012). Yet the advantages are enormous if it is supported by an effective implementation framework (Kroll 2015).

Developing a performance management policy is not an end because an effective performance management pillars are its goals, reliable performance measures, key performance indicators and the use of performance information (Ammons & Roenigk 2015; Kroll 2015a). Nonetheless, to achieve these activities, the participation

of the internal and external environment would lead to the success of the policy. Organisational goals are achievable perhaps if it has the support of stakeholders and political leadership (Pollitt & Bouckaert, 2004; Moynihan et al., 2012b). Because resources are paramount in achieving the objectives of a performance management policy, political actors entrusted with the resources of the state must give authority and autonomy to public managers without undue interference (Askim, 2015; Nielsen, 2014). Also, the timely allocation of resources to an implementing agency will increase performance management reforms success (Heinrich, 2007). If organisations can gain the support of elected officials, then the efforts of performance management reforms would be worthwhile (Lavertu & Moynihan, 2013; Yang & Hsieh, 2007).

Organisational goals do not exist in a vacuum either do performance targets or performance information use. The commitment of employees with higher levels of public service motivation may help to achieve organisational goals (Caillier, 2014; Paarlberg & Lavigna, 2010). Leadership qualities that are transformational in character are critical for raising the morale of employees' far more than external rewards (Kovjanic et al. 2013; Paarlberg & Lavigna 2010; Moynihan et al. 2012b; Kroll & Vogel 2013). Transformational leaders' ability to mobilise employees under a shared vision may allow them to channel their energies towards goal attainment (Latham et al., 2008). Although external rewards are a good source of ensuring an effective performance culture, research suggests that external rewards can be an exercise in futility without the support of intrinsic motivation of public managers (Grant, 2008; Houston, 2000; Kroll & Vogel, 2013). Therefore, developing and sustaining altruistic behaviour of public managers is perhaps a necessary feature of any effective performance management system (Moynihan et al. 2012a).

From the conceptual framework, it is obvious that the role of public service motivation and transformational leadership are important drivers of effective performance management and this is supported by studies on performance information use (Kroll & Vogel 2013; Moynihan et al. 2012a; Moynihan et al. 2012b; Wright et al. 2012). Previous studies indicate that the use of performance information by public managers is influenced by perceived social impact of their work to the larger society. Hence, testing this model on effective performance management through an indirect path would provide more understanding for theory building and practice in performance management. The conceptual framework is probably, one of the few to establish that there is an indirect interaction between public service motivation and transformational leadership on effective performance management in the public sector. Yet, this framework is open for further empirical testing to enhance the strength of the model and support public sector managers to understand the key defining features of the framework in the implementation process.

More specifically, future studies to test this framework should consider the context where performance management empirical studies are relatively few especially in the developing world. This would offer an opportunity for newly emerging performance regimes to consider the explanatory power of the model in their management reform policies. The application of the framework in the developing world is plausible because most research on performance management is mainly concentrated in Europe, the USA, and the United Kingdom with few studies from the developing world. However, the conceptual framework can be used in any environment to support theory building and practice in general. Future studies may use single methods or integrate both quantitative and qualitative approaches in a cross-sectional survey, longitudinal studies or even case studies. This is because triangulation of multiple methodological designs would help to mitigate the weaknesses of other methods and contribute to the understanding of the complexity of performance management.

## 5. Conclusion

Public service motivation and transformational leadership are anticipated to be plausible drivers of effective performance management by mediating the relationship between the organisational and environmental factors to enhance organisational performance. Effective performance management is both a rational and non-rational decision-making processes that require an integrative approach by drawing on goal setting and strategic planning, development of results-oriented performance measures and mobilising the support of public managers through the mechanism of public service motivation and transformational leadership to enhance performance and achieve organisational goals. The role of a performance management reform is to involve key stakeholders and political actors in managing performance and allow public institutions to be accountable (Heinrich, 2002; Jantz, Christensen, & Læg Reid, 2015). Political leadership commitment and support are required because implementing performance management policies demand tangible resources that the political class has been entrusted with by the electorate. Hence, their commitment to the goals of the performance management policy is expected to affect their responsiveness to the timely allocation of resources and the needs of the focal organisation. Organisational leaders can explore employee motivation that is grounded in public service and use external rewards to ensure that organisational goals are achieved.

Finally, well-defined goals and clear performance measures are important drivers of effective performance management and the use of performance information generated from the process are critical success factors for decision-making in organisations. The integrative conceptual framework of effective performance management

has provided explanations and insights on how key factors such as public service motivation and transformational leadership are useful for designing, planning and implementing performance policies in public organisations. Nevertheless, the research paper is conceptual and therefore, subject to all limitations associated with conceptual papers. This limitation is due to the lack of empirical results to support the prediction of the model. In sum, an integrative conceptual framework is an effective tool for understanding performance management and performance-based results in the public sector.

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