

# **Evaluating the Implementation of Components of the Performance Management System in the Zambian Public Service: A Case Study of Development Bank of Zambia**

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## **Abstract**

*The Government of the Republic of Zambia has been undertaking public sector reforms beginning with Ministries and cascading to State Owned Enterprises such as the Development Bank of Zambia whose main thrust has been to improve service delivery by introducing performance management systems. The Bank has been implementing performance management systems since 2015. Despite these efforts, the Zambian public service is considered inefficient in its quest to deliver services. This study was conducted at Development Bank of Zambia in Lusaka, Zambia. Therefore, the aim of the study was to Evaluate the Implementation of Components of the Performance Management System in the Zambian Public Service: A Case of the Development Bank of Zambia. The study also sought to determine the origins of the concept performance management, define the concept, describe the approaches to performance management, the nature and content of a performance management system, outline the steps to be followed in developing a performance management system, identify the objectives and benefits of implementing the performance management system, identify the general problems associated with the implementation of the performance management system and make recommendations on how to improve the implementation of performance management and suggest areas for further research.*

**Keywords:** *Public Sector Reforms, Performance Management System, Service Delivery, Zambia.*

## **Introduction**

In reviewing literature on the performance and performance management of workers in the Zambian Public Service, the researcher analysed in detail the “strategic performance model”. The various components of the theoretical model which include individual attributes and behaviours, organizational strategy, situational constraints, and the dimensions of performance were highlighted. The researcher also provided justification in the use of the performance theoretical framework which guided the study. The researcher also focused on human resource management in analysing literature and the need to create a fit between the worker, the job, the organization and the working environment. The researcher also discussed the value of human

resources practices in enhancing employee performance through increasing employee’s knowledge, skills and abilities. The study also discussed the need to average worker’s attributes and behaviours for the benefit of the government/organisation through motivation. The literature reviewed therefore showed that PMS was a system that was often used to manage performance in an organization, which begins with planning of work through the setting of performance standards.

The setting of these standards is done in a participatory manner where all employees make contributions. It also includes motivation of employees, coaching them and provision of feedback, on performance measurement and evaluation. The analysed literature showed that

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for PMS to be successful there was need for employee participation or involvement and commitment in all its aspects. Top management involvement, commitment and leadership on the strategy, goals, measures, and performance targets to be implemented were also highlighted as being important in guaranteeing the effectiveness of the PMS. The analysed literature also revealed that aspects of the strategic performance model are key drivers of human resource performance. Individual attributes, individual behaviour, human resource performance, situational constraints were factors that impacted on employee performance in different ways.

However, given the fact that no extensive studies or papers have been done in the field of PMS in Africa, in general, and in the Zambian context in particular, it was imperative to fill that gap in literature. In fact, little has been researched or published on the introduction of performance management systems or the evaluation of the implementation of components of PMS in the Zambian Public Service with special reference to the Development Bank of Zambia. The study, therefore, was largely based on original research combined with secondary data set out and evaluated identified components of PMS in the Zambian Public Service (Development Bank of Zambia) using stratified random sampling method.

## **Methods**

Research methodology has been noted to cover research methods, research setting, unit of analysis, population sample and data collection instruments. The procedure followed to administer survey questionnaires has been described in this study as stratified random sampling. Measures put in place to ensure trustworthiness of the study findings have been highlighted. The ethical principles that were compiled with in order to safeguard the rights of the various respondents and aspects of research data storage and destruction have also been noted.

## **Research Design**

In conducting any empirical study, a research design must be chosen first. A research design refers to a plan or blueprint or strategy for conducting an empirical study [1] and [2]. The research design forms a basis for the planning of a scientific inquiry or investigating a given research problem. It could also be viewed as a blueprint for achieving the aims of the research and objectives which assist in answering the research question [3]. A research design is considered essential to a researcher as is a building plan to a builder [1]. There are two basic research designs that are usually used to conduct research of an empirical nature. These are qualitative and quantitative research designs. Mixed methods research design has also in the recent times gained prominence as an alternative method to qualitative and quantitative research designs [4]. This study used a mixed methods research design.

## **Mixed Method Research Design**

[4] views mixed methods research as a research design that combines both qualitative and quantitative approaches, methodologies, techniques, and paradigms in a single study. This is done in order to have an in-depth understanding of the research problem. Mixed methods research is also known as the third methodological movement “or third research paradigm” because it emerged after qualitative and quantitative research [4]. A mixed method research design was selected in this study. This approach was best suited to answer the research problem and questions of the study that may not be adequately studied by either using qualitative or quantitative research methodologies on their own [4]. The topic for this study deals with a complex and multidimensional concept of performance management which requires the adoption of mixed methods research or multiple methods to be adequately studied. [4] stated that mixed methods research is suitable for studies that are exploratory, descriptive, and explanatory.

This study required the use of mixed research methods. Further mixed methods research is appropriate for studies that require a second research method to strengthen the primary research method and use an analytical framework to organize and guide the study [4]. This study collected data through the administering of questionnaires. Personal interviews were later conducted as follows up to the questionnaire to clarify data or issues that could have been unclear. The model of social programmes was used as an analytical framework for the study. This framework helped in organizing and guiding the study. Studies have revealed additional advantages of using mixed research methods. Firstly, mixed methods research leverages on both the strengths of qualitative and quantitative research to offset the weakness in each of the approaches [4]. The approach also lends itself to gathering more evidence for studying a research problem than either qualitative or quantitative research alone. Mixed methods research uses multiple data sources to study research problems [4]. It assists in answering research questions that cannot be answered using only one research method i.e.: qualitative or qualitative research method. Mixed research method is used to compare, contrast, expand, complement, validate, or refute study findings obtained using a different research method [4]. Mixed research methods are known to bridge the divide between qualitative and qualitative research [4]. Additionally, mixed research method encourages researchers to use multiple perspectives or paradigms rather than sticking to those that are associated with either qualitative or quantitative research. This study used a multi – paradigmatic approach to study the phenomenon. It used perspectives and theories of program implementation, organization theories, employee motivation theories and institutional theories to explain the research problem. [5] consider mixed methods research as practical or natural because researchers use both qualitative (words) and quantitative

(numbers) and inductive and deductive research to answer research questions.

### **Analytical Framework**

The analytical framework selected for this study was the model of social programmes. [6], an analytical framework is an orientation or general way of looking at phenomenon presented for consideration. The social intervention programme, which is the PMS introduced in the Zambian Public, was the unit of analysis. This study aimed at evaluating the implementation of components of the PMS in the Development Bank of Zambia which is an integral part of the Zambian Public Service. The problem investigated is the difficulty that the Zambian Public Service had been encountering in implementing components of the PMS. [2], noted that the model of social programmes is founded on eight main elements also called dimensions that characterize all social interventions programmes. These eight main dimensions are as follows: Clearly identified goals and objectives; An intended target group or beneficiaries of the programme; Explicit measures of success (outcome measures); Programme components; A project management implementation system; A human resource base or programme drivers; Programme stakeholders; and Programme context or setting in which the programme is implemented. The researcher decided to apply the model of social programmes in this research for the following reasons: The model provides a holistic and comprehensive frame of reference for understanding and evaluating the implementation of any social intervention programme [2]. In this study, the social intervention programme is the implementation of the PMS in the Development Bank of Zambia. The model of social programmes is rich in literature and provides theoretical and practical explanations as to why the implementation of social interventions faces several challenges; Further, the model is a multi-dimensional analytical framework with eight dimensions that

affect the successful implementation of any social intervention. These dimensions help to deepen the understanding of the different aspects that might affect the implementation of any social intervention programme. The researcher evaluated other models that were available for use such as the performance management model proposed by [6] which was noted to include only three elements of performance management these are budgeting, performance evaluation and rewarding performance and the model by [7] used for measuring large scale organisational change and found these models to be limited as they covered fewer dimensions than the eight dimensions covered by the model of social programmes. The model by [7], uses six dimensions; [8], observed that compared to other models, the model for social programmes covers more dimensions of programme implementation making it more comprehensive and an appropriate tool for conducting analytical interrogations and providing data interpretations. The model for social programmes captures the multi-dimensional nature of the PMS. Despite other models having their application limitations as they focus on fewer dimensions, they can be used to complement and enrich the model of social programmes; The model of social programmes is an integrated analytical framework that can be used in combination with other models. The theoretical models that could be used to blend with the model of social programmes include theories of programmes implementation, institutional, motivational theories, and employee motivational theories [8]; The eight dimensions of the model were used as analytical categories and directed the study and ensured its coherence. The availability of these categories eliminated the need for the researcher to construct his own analytical categories [9]; The model of social programmes also provided some of the definitions and key concepts that have been used in the study [8]; and lastly, the model provided an explanation for the interpretation of

study results. This formed a causal framework for the interpretation of study findings [2].

## **Background to the Public Service Reform Process in Zambia**

The reforms in the public service started earlier than the 1990's. The performance management framework in the Zambian public sector is integrated in nature and has several components. Some of the components are vision, mission, and values; balanced scorecard; activity-based budgeting; performance management; performance-based reward system; business process re-engineering; and performance monitoring. The balanced scorecard is a critical component of the performance management system which is used as a strategic planning, performance measurement, management, and reporting tool. Therefore, the Zambia Public Service reform process by the Zambian Government has by and large revolved around the aspects mentioned above for some time now.

## **Results and Discussions**

The data interpretation is discussed in terms of the eight dimensions of the model of social programmes. These dimensions have been identified as follows:

### **Dimension 1: Goals and Objectives**

Good and effective goals and objectives are applied to the following acronym: SMART. This means that goals and objectives must be: Specific, Measurable, agreed upon, Realistic, and Time-bound. Respondents were asked to state whether goals and objectives of the Development Bank of Zambia were SMART. Overall, 29 (59.2%) respondents stated that the Banks goals and objectives were unclear and ambiguous, while 20 (40.8%) indicated that the Banks policy goals and objectives were clear and specific. Most of the respondents stated that the Development Bank of Zambia goals and objectives did not meet the SMART criteria. This is because of the difficulties encountered when attempting to define and measure

developmental impact of the loans, the difficulty to develop appropriate performance measures for the Banks work, and the difficulty to achieve the performance outputs or outcomes within an annual performance plan as the Bank gives out long tenure loans. It was noted that the timeframe of measuring success is not the conventional one. You must observe over a longer period which might go out of the performance measurement period [10]. This view was echoed by one respondent from middle management who supported this notion stating that the nature of the work of the Development Bank of Zambia is such that measurement is not always possible, at least within the time periods stipulated. This is because it is difficult to develop quantitative measures and targets for most of the objectives of the Bank. The objective to provide short, medium- and long-term finance to support the Government of the Republic of Zambia's economic development strategies for growth, wealth and job creation, infrastructure development, improved service delivery and overall poverty reduction is one such objective. Records available showed that the Development Bank of Zambia only started to systemically define and document goals and objectives in 2016. Before then, there was no record of goals and objectives, and general awareness, knowledge and clarity of goals and objectives was generally blurred depending on the different levels of training of the Bank staff [10]. Individual performance objectives should be aligned with departmental and institutional objectives. The alignment of objectives is one of the key tasks for performance management [11].

### **Linking Individual with Institutional Objectives**

[12] are of the view that to enhance institutional performance and effectiveness, it is imperative that individual performance objectives be in alignment with departmental and the Banks corporate strategic objectives. 33 respondents representing (67.3%) of the respondents stated that their individual

performance objectives were aligned and linked with their respective departments and the Bank's strategic objectives, while 16 (32.7%) indicated that their individual performance objectives were misaligned. Those who answered in the affirmative that there was alignment with their individual performance objectives and the respective departmental and the Banks strategic objectives justified their answer by stating that each year the Bank holds a strategic planning engagement to align individual performance objectives with departmental and corporate objectives. One respondent in middle management also noted that *there is a deliberate process undertaken each year to link and cascade downwards Banks and department objectives with individual performance objectives*. As regards the respondents who stated that their individual performance objectives were misaligned noted that their departmental heads developed their annual performance plans and strategic plans without referring to Banks corporate business and key performance indicators. According to the researcher's personal observation, the Bank approval of the Annual Budget for 2018 was delayed for almost six months making alignment of individual performance objectives which is supposed to be done early in the year possibly in February, impossible without a budget supporting individual activities. The Development Bank of Zambia being a Government of the Republic of Zambia development financing Bank mirrors activities in the National Development Plans, Sustainable Development Goals, and objectives of Vision 2030 to aid its planning process. Considering this, the researcher asked respondents to state whether the strategic goals and objectives of the Development Bank of Zambia were aligned to the Seventh National Development Plan, Sustainable Development Goals, and objectives of Vision 2030. In response, 49 respondents representing a (100%) response rate indicated that the goals and objectives of the Development Bank of Zambia were aligned to the National

Development Plan goals and objectives, Sustainable Development Goals and Vision 2030 goals and objectives. The respondents justified this on the basis that the Banks goals and objectives were derived from the Seventh National Development Plan, Sustainable Development Goals and Vision 2030. These are used as primary plans for guiding national development in Zambia. However, the alignment of individual performance objectives with departmental and Banks objectives has its own challenges. The challenges that were encountered include poor or weak strategic planning; shortage of strategy skills; limited stakeholder participation in strategy formulation and execution; lack of linkages to national development plans. In order to be successful in the implementation of any performance management system, it is imperative that institutional and individual objectives should have specific targets, milestones and outputs or outcomes against which performance will be measured.

### **Performance Measures**

According to the [11], the setting of measurable performance targets, outputs and the identification of milestones assists employees to understand what they should be doing, how to do it and the performance results expected. Further, [13] observes that performance targets, milestones and outputs provide a basis for reviewing an objective (s). They also ensure that there are no surprises and confrontations during the performance review process [14]. Respondents were asked to indicate whether their individual performance objectives that are set and agreed upon with supervisors had quantified targets, milestones, and outputs. 36 respondents representing (73.5%) of the respondents indicated that their individual performance objectives had quantified targets, milestones, and outputs, while 13 (26.5%) stated that their individual performance objectives lacked quantified targets but had milestones and outputs. Although many respondents stated that

their individual performance objectives had quantified targets, milestones, and outputs, as observed earlier, it is often difficult to develop appropriate performance measures for government or quasi government institutions, and a development financing institution such as the Development Bank of Zambia.

### **Vision, Mission, and Value Statements**

Niven [15] observes that vision, mission, and value statements are a pre-requisite in the running of *any* institution because they guide decision-making, resource allocation, innovation and performance improvement, strategic planning, and management; serve as building blocks for strategic plans and annual performance plans; align efforts of every employee; and inspire employees and stakeholders. Respondents were asked to indicate whether the Development Bank of Zambia has a vision, mission and value statements, strategic plans, annual performance plans, and performance development contracts. 49 respondents representing (100%) responded in the affirmative that the Bank as a vision, mission, and value statement. They also indicated that the Bank has strategic plans, annual performance plans, and performance development contracts. They were however quick to mention that for the past two years, the Bank had not signed performance management and development contracts with employees as the strategic business plan which is the anchor of performance management was being re-aligned. Further, a question was asked to indicate whether these statements were simple, short, clear, inspiring, catchy, and memorable or lengthy, uninteresting, and difficult to memorise. 38 respondents representing (77.6%) indicated that the vision, mission, and value statements of the Development Bank of Zambia were simple, short, clear, inspiring, catchy and memorable, while 11 (22.4%) stated that the Banks vision, mission and value statements were lengthy, uninteresting, and difficult to memorise.

Available literature reviewed confirmed that the Bank has vision, mission and value statements.

### **Dimension 2: Target Group**

Respondents were asked to state the target group of the performance management system in the Development Bank of Zambia. 43 respondents who represented (87.8%) stated that the performance management system targeted all categories of staff in the Bank. (12.2%) indicated that the performance management system was targeted at only those with Long Term Contracts. Long Term Contracts are three-year contracts while Permanent and Personable employees retire after attaining 65years. However, the (Development Bank of Zambia Performance Management and Development Contract Policy, 2019:2) confirmed that the performance management system of the Bank targets all categories of staff. The findings of the study also support the observation by [12] those new versions of the performance management systems cover all categories of staff unlike the old versions that targeted only managers or professional and technical staff.

### **Design and Implementation of the Performance Management System**

(69.4%) respondents indicated that the target group was consulted during the implementation phase, while nine (18.4%) indicated that they do not know the answer, and six (12.2%) stated that the target group was not involved in the design phase of the system.

Most of the respondents who indicated that the target group was involved during the implementation phase stated that the Bank held Director's meetings, Executive Management Committee meetings, staff meetings, performance management and sensitisations intended to consult the target group. Heads of Departments were requested to develop new Job Descriptions for employees which were linked to the Corporate Key Performance Indicators to be included in the performance development contracts.

### **Performance Management System Discussions**

Respondents representing (83.7%) indicated that they were provided with written and oral briefings to guide the implementation, while eight (16.3%) indicated that they were not provided with any written documentation and oral discussions.

A list of literature that was provided by respondents who indicated that they were provided with written documentation to guide the implementation of the performance management system in the Bank include the DBZ Strategic Business Plan, Performance Management and Development Contract Policy, Assessment Form, Performance Review Form and DBZ Human Resource Policy. According to [12] providing written documentation and oral briefings/discussions on the performance management system is considered a good management practice and is encouraged.

### **Quality of Performance Management Training**

28 (57.1%) respondents rated the training they received as relevant, practical, and specific to the Bank's environment. 21 representing (42.9%) rated the training as irrelevant. Most of the respondents stated that performance management training was often accorded insufficient time as the topic is very broad. However, available literature showed that the performance management training in the Bank was more focused on senior management and less focused on middle management and general staff. This was so because the implementation of the performance management system in the Bank was leadership-driven [12]. 36 (73.5%) of the respondents indicated that they were not provided with refresher courses, while 13 (26.5%) agreed that they received refresher courses. Refresher courses are important because they refresh and reinforce the training previously provided on performance management system [12].

## **Performance Management Knowledge and Skills**

33 (67.3%) of the respondents rated their performance management knowledge and skills as good or satisfactory, while 11 (22.4%) respondents rated their performance management knowledge and skills as poor or unsatisfactory, and five (10.2%) respondents rated their performance management knowledge and skills as excellent or outstanding. The findings should however be treated with caution because most people often overrate their abilities. Some respondents may have felt uncomfortable (psychologically) to divulge to an insider-researcher that their performance management knowledge and skills were poor. These are psychological effects.

## **Implementation Methodology**

Respondents were requested to indicate which approach was used to implement the performance management system in the Bank. 36 (73.5%) respondents indicated that the Bank implemented the performance management system using cascading or top-down approach. 13 representing (26.5%) stated that the Bank used a mixed methodology of both top down and down up. Document analysis reviewed that the performance management system of the Bank was implemented using a top-down approach because it was modelled on the Zambia Public Service model of a bureaucracy, [10]. However, the top-down approach has inherent weaknesses of excluding middle management and general staff from the design of the performance management system, which create problems of lack of buy-in, ownership and acceptance from lower levels staff and rejection of performance objectives formulated upwards and later transposed downwards [12].

## **Acceptance by the Target Group**

38 (77.6%) of the respondents indicated that the implementation was unenthusiastically embraced, while 11 (22.4%) respondents stated that the implementation was enthusiastically

embraced. Several reasons were advanced by the respondents as reasons why there was reluctance to implement the performance management system in the Bank. One of the respondents in senior management noted that *some officers felt there was no benefit from implementing the programme when there is no clear reward system in the Bank*. Similar sentiments were expressed by a respondent in middle management who stated that *he had a premonition that the programme would not work for the Bank*. There were also other reasons that were identified by respondents which included resistance to change, fear to lose jobs, just desire to maintain the status quo, inadequate understanding and knowledge of the programme and its benefits, and widespread feeling that the programme was imposed and ill-suited for the Development Bank of Zambia. Literature reviewed indicated that the implementation of the performance management system in the public services was a challenge due to entrenched paradigms, mind-set and work ethics [17]. The researcher noted however that the study findings confirmed works by other researchers such as [18] and [5] that generally, there is reluctance to implement the performance management system.

## **Empowering or Management Tool for Punishment**

37 respondents representing (75.5%) stated that they viewed the performance management system as an empowering management tool. However, (16.3%) indicated that they viewed the performance management system in a neutral way and four (8.2%) indicated that they viewed the performance management system as a punishment tool for management. The responses received from this question were unanticipated as it appeared to be laden with social desirability bias. Social desirability bias occurs when respondents provide the interviewer with responses that they believe are desirable to the interviewer. The researcher was conducting the research within his organization. This fact is



reinforced by [2], It also occurs when respondents avoid providing answers that are negative or embarrassing to themselves, their institution, family, or friends [3] adds. There is a high probability that many respondents many have felt psychologically unsafe to divulge to an inside-researcher that they view the performance management system as a tool punishment by management. In general, the performance management system is viewed as being inapplicable to the Bank due to its nature of business which is providing developmental loans that are long-term meaning the impact on development might not be seen in one performance period.

### **Dimension 3: Outcome Measures (Performance Measurement System)**

38 (77.6%) indicated that the Bank uses the Balanced Scorecard as a performance measurement tool. 11 respondents (22.4%) indicated other performance measurement tools. The Bank uses the Balanced Scorecard as a performance measurement tool. The Balanced scorecard is widely used by public services in Commonwealth Africa [3]. Respondents were then requested to indicate whether the performance measurement system used by the Bank was simple and easy or complex to use. 26 (53.1%) respondents indicated that the performance measurement system used by the Bank was complex to use. 23 (46.9%) stated that the tool was simple and easy to use. As can be seen, most of the respondents stated that the Balanced scorecard was complex to use because of the need to create linkages with the four streams used in the tool. Further problems encountered by the Bank when implementing the Balanced scorecard were noted as the Balanced scorecard was not easily transferable to public institutions such as DBZ as it was originally designed for the private sector. The Bank has adopted operational procedures for the Public Service being a Public Service organization which sometimes can be bureaucratic in nature causing delays in decision making. From

literature that was reviewed, it was noted that it has been a challenge for the Public Service organizations to develop performance measurement systems that are suitable to their specific contexts [19].

### **Dimension 4: Programme Components: Time Allocation**

25 respondents representing (51%) indicated that the time allocated for the implementation of the performance management system in the Bank was not enough, while 24 respondents representing (49%) said the time allocated was adequate. The documents analyzed showed that the performance management system in the Bank had a five-year implementation plan. A five-year implementation period is considered adequate compared to the usual three-year periods [20]. However, due to the slow pace of implementation of the performance management system by the Bank, the Board of Directors in the Development Bank of Zambia set a deadline of 1<sup>st</sup> January 2020 to re-start the use of Performance Management and Development Contracts which had been paused awaiting approval of the re-aligned Strategic Business Plan for the Bank with its attendant Key Performance Indicators (KPIs). Consequently, the Bank had insufficient time to teach, assimilate and internalise the performance management system concepts [11].

### **Efforts**

29 (59.2%) of the respondents indicated that the efforts devoted to the implementation of the performance management system were inadequate, while 20 (40.8%) said the efforts were adequate. This is in line with the assertion by [19] that Public Service institutions in Africa were pushed into implementing the performance management system, [and] one would conclude that the efforts were inadequate. It is also worth noting that management time, effort and attention were distracted by the absence of the Board of Directors in 2018 and part of 2019. The Board is critical in performance management in

that they need to approve the Budget and Key Performance Indicators for the Bank.

### **Human Capital**

32 (65.3%) of the respondents stated that the human capital allocated for the implementation of the performance management system in the Bank was inadequate. 17 (34.7%) indicated that the human capital allocated was adequate. 74 employees are already in place against an establishment of 125.

### **Financial Resources**

43 (87.8%) of the respondents indicated that the financial resources allocated for the implementation of the performance management system in the Bank were inadequate, while six (12.2%) stated that the financial resources were adequate. Literature revealed that the approved Budget had no specific Budget line for the implementation of the performance management system. Resources were being moved from other Budget lines to finance the activity. The implementation of the performance management system in the Development Bank of Zambia was affected by the world economic meltdown of 2009, climate change effects, electricity deficit in the country, implementation of austerity measures and high inflation which impacted negatively on the performance of the Bank resulting in its failure to allocate sufficient resources to the process. Consequently, funds to implement performance management system were inadequate due to competing priorities.

### **Effective Leadership**

Out of the 49 respondents, 27 (55.1%) indicated that the Bank lacked effective leadership to implement the performance management system, while 22 (44.9%) stated that there was effective leadership. Most of the respondents who reported that there was ineffective leadership cited frequent changes to the Board and lack of a substantive Managing Director as the debilitating factor. The net effect of this, according to one respondent in middle management, was that “instead of moving

forward the Bank was always moving backwards.” Another respondent in senior management pointed out that “frequent change of leadership does not send positive signals to the operating environment of the Bank.” Document analysis however revealed that indeed the Bank operated for a long time in 2018 without a Board and later the Bank operated with an Interim Board and Acting Managing Director. The Managing Director was in acting position for almost one year. [21] are of the view that high staff turnover of chief executive officers often slackens the pace of implementation of the performance management systems, and creates problems of inconsistency, discontinuity, and loss of institutional memory. Furthermore, it contributes to the weak implementation of policies and plans that had been put in place.

### **Dimension 5: Programme Infrastructure: Appointment and Promotion System**

Rigorous appointment and promotion systems are used for career planning to identify high-fliers and rid non-performers. To this effect, respondents were requested to indicate whether the Development Bank of Zambia has in place an appointment and promotion system. 30 (61.2%) of the respondents agreed that the Bank had an appointment and promotion system, while 19 (38.8%) disagreed. However, literature revealed that the appointment and promotion system exists. The Bank has resourcing, succession, and promotion policies in place.

### **Induction of New Entrants**

36 (73.5%) of the respondents agreed that the Bank provided induction, while 13 (26.5%) disagreed. Literature reviewed showed that due to lone recruitments, sometimes newly recruited officers were not inducted. Lone recruitment as opposed to block recruitments make it difficult for the Bank to devise a training programme for new entrants because it would result in multiple training programmes each time a new entrant is engaged. [22] observes that it also makes medium and long-term human resource planning

difficult. To curb these problems, [22] and [23] recommended that an organisation should consider recruiting annually in blocks.

### **Job Descriptions/Role Profiles**

Job descriptions or role profiles are essential to the successful implementation of the performance management system. [12]. [24] observes that they ensure role clarity and optimum utilisation of labour by identifying roles and responsibilities for every employee. Job descriptions assist to measure, monitor, and evaluate staff performance [12]. 37 (75.5%) of the respondents agreed that the Bank had job descriptions or role profiles, while 12 (24.5%) disagreed. The Human Resources Departmental records established that it is standard procedure to have a job description for any new position created in the Bank. At the time of the study, the Bank was reviewing all job descriptions.

### **Instructions to Departmental Heads**

Heads of Departments should be given detailed written instructions outlining the expected performance outcomes prior to the assumption of their work. Nine (81.8%) respondents in senior Management disagreed that the Bank issues Heads of Departments instructions, while two (18.2%) agreed. It was however established through literature review that instructions for Heads of Departments were recently introduced.

### **Performance Based Budgeting**

[25] note that performance-based budgeting system is considered compatible with the performance management system because it links budgets with strategy, performance, and value creation. 41 (83.7%) of the respondents indicated that the Bank lacked a performance-based budgeting system, while eight (16.3%) agreed that the Bank has a performance-based budgeting system. The Bank uses line-item budgeting system. This is incompatible with the performance management system and is identified as one of the main causes of

implementation failures of performance management systems [26].

### **Performance Management & Development Contracts**

Performance contracts are management tools that enable employees focus on key issues and priorities (strategic management), good governance and accountability, human resource management, systems management, and financial management [27]. Nine respondents representing (81.8%) of the respondents stated that the Bank has in place a performance management and development contracts, while two (18.2%) indicated that the performance management and development contracts were non-existent. However, literature reviewed showed that the Bank has performance management and development contracts based on the format used by the Ministries of Foreign Affairs of Australia, Canada, New Zealand, and Switzerland. Australia and New Zealand have better performance management and development contract systems which promote greater and close dialogue and co-ordination between subordinates and superiors [19].

### **Hand Over Notes**

28 respondents (57.1%) agreed that the Bank has in place and uses hand over notes, while 21 (42.9%) disagreed. They added that although the Bank uses hand over notes, they were not mandatory. Handing over notes are critical to the successful implementation of the performance management system because they provide successors with the basic knowledge and information required to perform the job effectively and efficiently so that the transition period runs smoothly and as short as possible [28]. Handover notes should also be prepared when a staff member is temporarily absent for a month or when the staff member leaves his or her position due to transfer, promotion, retirement, and resignation. In case of a temporary absence of one month or more, a staff member who was holding the office should also

prepare hand over notes to ensure a smooth transition back to the substantive holder of the post [28].

### **Performance Appraisal**

42 respondents representing (85.7%) agreed that the Bank had a performance appraisal system in place, while 7 (14.3%) disagreed. Literature analyzed however in the Human Resource Department revealed that the appraisal system that was in place was not customised to suit the specific requirements of the Bank and that the appraisal system was being revised to be in tandem with the requirements of the Bank. [22] however observes that subjectivity cannot be eliminated from performance evaluation because there is a portion for assessment of personal attributes in the performance and development plans [30]. Records further revealed that officers were irregularly reviewed. As a result, staff appointments and promotions were sometimes delayed because of lack of performance reviews and supporting recommendations. [31] states that no one reads the performance appraisal forms once they are completed and submitted. Performance feedback is rarely provided This is so because African and Asian cultures are relationship oriented, hence the reluctance by raters to provide negative feedback to avoid offending the ratees [29].

### **Performance Reporting**

39 respondents representing (79.6%) agreed that the Bank has performance reporting systems, while ten (20.4%) disagreed. The Bank uses the balanced scorecard and the issues, implications, actions, and accountability format as performance reporting systems. This however is still at infancy stage [10]. The literature also showed that the Bank reported twice a year on its implementation of the strategic business plan to the Nominations and Remunerations Committee of the Board. [32] state that the public sector often lacks skills and capacity for performance reporting.

### **Monitoring and Evaluation (M&E)**

27 respondents representing (55.1%) agreed that the Bank has a monitoring and evaluation system, while 22 (44.9%) disagreed. Most of the respondents who indicated that the Bank lacked a monitoring and evaluation system stated that performance logs were not maintained, checkpoint meetings were not held, performance reviews were irregularly conducted and that there was no provision of performance feedback as provided by the 360 Degrees principle. It was further noted that the Bank lacks a dedicated monitoring and evaluation unit/department and a monitoring and evaluation policy. The Bank also lacks a dedicated planning unit leaving every department to plan individually. [27] notes that the institutionalisation of performance monitoring and evaluation in the public service is constrained by bureaucratic management culture.

### **Acknowledgements and Rewards**

34 respondents representing (69.4%) agreed that the Bank has an acknowledgement and reward system, while 15 (30.6%) of the respondents disagreed. However, according to a cross section of staff interviewed in the Bank, the morale of staff is low because of complaints of work overload in some departments, inadequate promotion avenues in some departments, and lack of transparency in acting and rewards management.

### **Information and Communication**

32 (65.3%) of the respondents indicated that the Bank has an information and communication system, while 17 (34.7%) disagreed. Documents analysed showed that the Bank headquartered in Lusaka was linked to the Ndola office through a secure virtual private network for electronic mail and internet connectivity [10]. Further, the documents revealed that the Bank has a communication strategy which is used to communicate key messages with the local and international stakeholders.

## **Equity and Grievance Processing Mechanisms**

39 respondents representing (79.6%) of the respondents indicated that the Bank lacked equity and grievance processing mechanisms, while ten (20.4%) agreed that the Bank has an equity and grievance processing mechanism. However, literature showed that the Bank lacked a robust equity and grievance processing mechanism. There are also perceived inconsistencies and unfairness in some promotions and further training opportunities.

## **Mandate Document**

38 respondents representing (77.6%) of the respondents indicated that the Bank lacked a written mandate document, while 11 (22.4%) said that the Bank has a written mandate document. The documents however revealed that the Bank has a mandate as contained in the Development Bank of Zambia (DBZ) Act Cap 363 of the Laws of Zambia but that there is no separate document.

## **Business and Trade Policies Availability**

27 (55.1%) of the respondents stated that well-crafted business and trade policies were available, while 22 (44.9%) disagreed. Literature reviewed however showed that the Bank had well-crafted business and trade policies guiding various activities such as loan types and recipients, criteria for accessing loans, loan restructuring, interest rates and foreclosure.

## **Dimension 6: The Human Resource Base: Human Capital and Banks Capacity**

39 (79.6%) of the respondents indicated that the officers were competent to perform their roles, while seven (14.3%) of the respondents stated that they were not well-trained and skilled to perform their roles, and three (6.1%) stated that they doubted if the officers were well-trained and skilled to do the work. The study revealed that the institutional structures that were established to facilitate the effective implementation of the performance management

system in the Bank were weak. 31 (88.6%) indicated that these structures sometimes worked, while four (11.4%) of the respondents indicated that these structures were very effective.

## **Performance Management Champions**

10 representing (90.9%) of the senior members of staff indicated that the Board was supportive of the initiative by Management. The performance management literature also shows that the highest political and administrative leadership of the Zambia public service in general has also demonstrated visionary leadership, commitment, and support to the implementation of the performance management system including the President of the Republic who has directed that all Permanent Secretaries be under performance management contracts [34]. Zambia is classified as an advanced reformer because it is one of the early adopters of the performance management system in Africa.

## **Dimension 7: Programme Stakeholders**

[12] are of the view that the involvement of stakeholders is important. Respondents were asked to list the stakeholders and channels of engagement. The Ministry of Finance and Bank of Zambia officials were consulted through the sharing of the DBZ Strategic Business Plan while meetings and letters were used for others.

## **Dimension 8: Programme Context**

Respondents under Dimension 8 were requested to indicate whether the institutional and external environments supported the implementation of the performance management system in the Bank. This could have been achieved using environmental scanning tools.

## **Environmental Scan**

49 respondents representing (100%) of the respondents indicated that the Bank used SWOT analysis for environmental scanning. 38 respondents representing (77.6%) indicated that the SWOT analysis was simple and practical,

while 11 (22.4%) indicated that it was sophisticated. This assertion agrees with findings by previous studies such as those by [35] which states that the complexity of SWOT analysis is often underestimated in many institutions.

### **Institutional Environment**

Institutional structure; Performance-oriented culture; Decentralised management authority; Learning and measurement culture; Democratic management style; Risk-taking culture; Proper office space and accommodation; and Work systems and processes are critical to the implementation of performance management.

### **Institutional Structure (Framework)**

Institutional structure is a prerequisite and critical tool for efficient and effective management of any institution. This must be adequate. An adequate institutional structure has the right staff mix appointed to the right positions at the right time and in enough numbers to effectively execute the institutional mandate [12], [36], [37]. 30 (61.2%) of the respondents indicated that the institutional framework for the Bank was adequate, while 19 (38.8%) indicated it was inadequate. Organisational reviews and restructuring reports revealed that the current institutional structure of the Bank was more than adequate. The strategic business focus for the Bank has however changed from directly engaging with Small and Medium Enterprises to wholesale lending using intermediaries. This does not require a lot of staff as intermediaries will be used to reach clients [10].

### **Performance-Oriented Culture**

26 respondents representing (53.1%) of the respondents indicated that the Bank did not have a performance-oriented culture, while 23 (46.9%) indicated that the Bank has a performance-oriented culture. Most of the respondents stated that the culture of performance management was new in the Bank and was yet to be entrenched. A review of

literature showed that African and Asian cultures lack a performance-oriented culture. Studies by [24] show that it is often difficult for public service institutions to shift from the historic public service culture and the bureaucratic model of public administration to a performance-oriented culture.

### **Decentralised Authority**

29 (59.2%) of respondents indicated that the Bank has centralised management authority, while 20 (40.8%) indicated that the Bank has decentralised management authority. Available literature however shows that the Bank, has centralised management authority. This is so because most of the legislation such as the Public Procurement Act, No.12 of 2008, the Public Finance Management Act, No.1 of 2018 and the Development Bank of Zambia (DBZ) Act Cap 363 of the Laws of Zambia have all concentrated authority in the Managing Director. Major decisions cannot be made at the Banks' branch in Ndola as these have to be referred to headquarters where the Managing Director and Directors are based.

### **Learning and Measurement Culture**

34 (69.4%) of the respondents indicated that the Bank has a learning and measurement culture, while 15 (30.6%) indicated that the Bank does not have a learning and measurement culture. Banks often learn from their counterparts through benchmarking, request for technical assistance, study tours, research and knowledge exchanges, seminars, and conferences. Learning from others is crucial to the successful implementation of the performance management system because it may assist to speed up the implementation process by drawing on international best practices and to avoid reinventing the wheel [32].

### **Democratic Management Style**

[39] observes that a participatory and an all-inclusive style of management is suitable for the successful implementation of the performance

management system than an authoritarian style as it encourages employee involvement in decision-making thereby enhancing initiative and creativity. It stimulates employee commitment, loyalty, motivation, and job satisfaction [39]. The researcher therefore asked respondents to indicate whether the Development Bank of Zambia has a democratic management style. 31 (63.3%) of the respondents indicated that the Bank has a democratic management style, while 18 (36.7%) stated that the Bank did not have a democratic management style. Most of the respondents stated that the Bank operations promoted a democratic management style through the formation of committees that involve staff members in decision-making processes. The Bank has established Project Management Committee; Procurement Committee; Integrity Committee and Executive Management Committee at the headquarters to promote participative leadership and to ensure that decision-making processes are transparent and key decisions are not made by a single individual employee to curb corruption and abuse of office. Literature reviewed on the other hand showed that generally, management styles in Africa are perceived to be authoritarian and paternalistic emphasising absolute obedience to authorities and elders [37].

### **Risk-taking Culture (Risk Appetite)**

36 (73.5%) of the respondents indicated that the Bank lacked a risk-taking culture, while 13 (26.5%) stated that the Bank has a risk-taking culture. Literature reviewed showed that the Bank has a risk-averse culture rather than a risk-tolerant culture because of the sensitivity of its business and that is of lending out large amounts of finances for development. Partly because of the risk-averse culture, there is lack of delegation. Most of the sensitive responsibilities relating to the approval of loans are performed by high-ranking officer who are most senior and more experienced.

### **Office Space**

22 (44.9%) of the respondents indicated that the Bank has inadequate office space, while 27 (55.1%) stated that office space was adequate. Literature shows that the Bank owns two buildings. The buildings still have vacant offices.

### **Work Systems and Processes**

29 (59.2%) of the respondents indicated that the Bank has good work systems and processes, while 20 (40.8%) indicated that the work systems and processes were inadequate. The study found that the Bank was further automating some of the loan processes by installation of a Credit Scoring and Pricing Model. Recently, the Bank also deployed an Enterprise Resource Planning system which is integrated to enable quick processing of information.

### **External Environment**

The external environment has an impact on the implementation of the performance management system as follows: Political and Administrative Structures: 37 (75.5%) of the respondents indicated that the political and administrative systems were favourable to the implementation of the performance management system. The Bank operates in a democratic political and administrative system, which is compatible with the implementation of the performance management system. Zambia is a developmental state with effective public administration institutions, including a professional public service with an established tradition of implementing sound development policies and public service reforms that are nationally driven and financed [34], although the political and administrative systems are favourable, the Bank operates in a global environment characterised by competition, risk, volatility, uncertainty, complexity, and ambiguity [39]. These pose a challenge to the successful implementation of performance management as their impact on the global

economy affects all institutions including the Bank.

### **Information and Communication Technology (ICT)**

28 (57.1%) of the respondents indicated that the information and communications technology infrastructure used by the Bank was unfavourable to the implementation of the performance management system, while 21 (42.9%) stated that the information and communications technology infrastructure was favourable. Most of the respondents who stated that the information and communications technology infrastructure was inadequate cited old information and technology infrastructure and lack of specific software that can be used to monitor performance.

### **Conclusion**

Therefore, based on the above results the main conclusion of this study is that the implementation of the components of performance evaluation system in the Development Bank of Zambia has some challenges. There are many challenges and constraints that the Bank must overcome to put the implementation of the performance management system on the right track.

However, despite these challenges such as limited resources, competing priorities, national development challenges and the gloomy outlook of the international environment, the Development Bank of Zambia put in a lot of effort to ensure that the implementation of the performance management system in the Bank was a success story.

### **Ethical Consideration**

Approval to conduct this study at the Bank was granted by the Managing Director. Written informed consents/assent were obtained from the study participants after explaining the study aim, procedure, and voluntariness of participation.

### **Conflict of Interest**

The Author did not have conflict of interest.

### **Study Limitations**

[3] observes that any given study will have limitations related to the research methods and strategies used. The respondents for this study were chosen using purposive sampling to ensure that all the three levels of employees, namely senior and middle management and general staff were represented. The response rates for senior management and middle management were lower at 15 compared to 34 for general staff. The low response rates from middle management and senior management affected the representativeness of the sample and limited the amount of survey data collected from these two groups. Despite this limitation, the response rates were above the 15 to 20% which is common in a mail survey, even after two or three reminders are sent. This study like any other studies that use the case study, evaluation research and survey methods, was also susceptible to bias such as social desirability bias; non-response bias; sampling bias; recall bias (memory decay); interview saturation; and omniscience syndrome and acquiescence response set.

### **Areas for Further Research**

The study suggests the following as possible areas for future research: 1, Effects of the performance management system on the quality-of-service delivery in the Development Bank of Zambia; Benefits of implementing the performance management system in the Development Bank of Zambia; A comparative study of the implementation of the performance management system in the Development Bank of Zambia and China Development Bank; The impact of performance management in the Development Bank of Zambia.



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