Perceptions of Public Sector Staff of An Organisation Performance Measurement System:

A Case Study of the Abu Dhabi Police Service

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Glossary

Term	Meaning
A&E	Accident and Emergency
ADCEC	Abu Dhabi Central Executive Council
ADP	Abu Dhabi Police
BPR	Business Process Reengineering
BSC	Balanced Score Card
CEO	Chief Executive Officer
CIM	Computer Integrated Manufacturing
CSF	Critical Success Factors
EFQM	European Foundation for Quality Management
ERP	Enterprise Resource Planning
GCC	Gulf Co-operative Council
H. H	His Highness,
HOPAS	Holistic Occupational Performance Appraisal System
IC	Intellectual Capital
IT	Information System
JIT	Just In Time
LDC	Less Developed Countries
MPM	Maintenance Performance Measurement
NHS	National Health Service
NIS	New Institutional Sociology
NPM	New Public Management
NYBMR	New York Business Bureau Municipal Research
PAF	Performance Assessment Framework
PDI	Power Distance Index

Term	Meaning
PM	Performance measures
PMIS	Performance Measurement Information Systems
PMMS	Performance Management and Measurement Systems
PMS	Performance Measurement System
REC	Research Ethics Committee
ROI	Return on Investment
SMART	Specific, Measureable, Achievable, Relevant and Timely performance indicators
SME	Small to Medium Enterprise
SPMS	Strategic Performance Measurement System
STAIR	Strategy, Targets, Assignment, Implementation, Results
STC	Saudi Telecom Company
TQM	Total Quality Management
UAE	United Arab Emirates
UAI	Uncertainty Avoidance Index
UK	United Kingdom
US	United States
USA	United States of America
NGOs	Non-Governmental Organizations

Dedication

I dedicate this thesis to my father (*deceased*) and mother. Without them, it would have been impossible for me to be what I am today. I share the joy and honour of this work with them.

Chapter One

Chapter One: Introduction

1   Introduction

This chapter aims to provide an introduction to this the thesis through a description of the study research problem and rationale for the study. The research aim and objectives are outlined. The scope of the study is described and how the research question links to the proposed methodology is introduced. The next part of the chapter outlines the structure of the rest of the thesis discussions.

1.1   Statement of the Problem

The ability to measure operational performance has been considered over the last few years as an important prerequisite for improvement within organisations, both public and private sector, one of the key methods utilised to improve capabilities of organisation has been through their implementation of Performance Measurement Systems [PMS] (Lohman *et al*, 2004). The development and deployment of effective Performance Measurement [PM] is considered to be a crucial element in Human Resource Management [HRM] within any high-performance organisation. A PMS has many benefits for an organisation by providing a structured approach enabling a clear focus on programmes, strategic plans, targets and performance. Only when the organisation's strategy and performance measures are in place will the PMS be successful. In addition, the PMS informs employees how they are contributing to the success of the organisation (Brudan, 2010). Effective performance measures give organisations - and the various levels of management within the organisation - information on how well the entity is operating, whether it has met its goals and if customers are satisfied, thus helping the organisation to improve what it does. According to Franco-Santos (2007) an integrated PMS should include the strategic plan, key business processes, accountability measures, communication and employee involvement processes.

A PMS enables an organisation to set its strategies, to demonstrate its objectives to all employees and to direct and focus employee's work so that these objectives are accomplished. Neely (2007) advises that the use of PMS also demonstrates how each employee should work to contribute to the overall objectives of the organisation. Thus, a PMS is not concerned so much with past achievement as with future prospects and the ability for the unit to be evaluated, with the effective and successful implementation of strategies in order to reach objectives and targets (Moullin, 2007). In short, the main aim of a PMS is to support the implementation of the strategy of the organisation: it comprises the various attempts that are designed to make sure that organisational and individual work is carried out effectively and efficiently (Marchand and Raymond, 2008).

Amaratunga et al (2001) advises that performance measurement [PM] is the language of progress for the organisation as it indicates where the organisation is and where it is heading through the use of strategy and a roadmap. PM functions as a guide to whether the organisation is *en route* to achieving its goal or otherwise. It is also a powerful behavioural tool since it communicates to the employee what is important and what matters for the achievement of the organisation's goal. Unless there are measurement systems, the organisation is unable to know whether their performance is optimal or negatively effecting the operations and potential profitability, or in the case of public sector organisations if they are meeting stakeholder requirements (Radin, 2003). An effective way to improve performance within an organisation is first to measure the performance in a way that is openly available to all stakeholders, internal and external, as this will encourage improvement. (Kanji, 2002).

If organisations do not effectively measure themselves, they will not be able to identify their level of improvement, if any. Ibrahim (2002) citing Talley (1991) emphasises the old adage, for organisational performance management and PM, "*What gets measured gets done*". Without knowing the current status or situation the organisation cannot know where or how they can improve and therefore will not be able to manage the organisation performance (Neely, 2007).

However, it is important to note that measuring is different from counting; counting is the sub-set of measuring. Measuring is required to determine the path and the progress that is being made. PM is the process of evaluating performance relative to a defined goal (Moullin, 2007). Siddiquee (2010) states that measurement is a key management activity that provides management with information necessary for decision-making, monitoring performance and effective allocation of resources.

Research studies suggest that the focus of most authors in the field of PMS has been on the link between PM and the mission and key strategy of an organisation (Amaratunga et al, 2001; McAdam et al, 2008; Kaplan and Norton, 2004; Neely, 2004 &2007, Franco- Santos et al, 2007; Radnor and Barnes, 2007;Jones and Seraphim, 2008). Within public sector organisations around the world according to Siddiquee (2010) the use of PM and PMS is used to ensure that government agencies are producing results for their customers and to provide quality services within the resource allocation available.

Franco-Santos et al (2007); Siddiquee (2010) and Elbanna (2010) all highlight that public sector organisations are using PM and PMS to improve accountability within the public sector. Ibrahim (2002) and Siddiquee (2010) advise on the risks for governments when their designated agencies fail to perform or meet the public's expectations. A PMS has an essential communication role to play by making people aware of what is important to the organisation's success and the areas it needs to improve (Brudan, 2010). Additionally, PM can induce success by encouraging and rewarding the appropriate attitude and by making progress prominent. For this reason, the Abu Dhabi Government has tried with varying degrees of success to implement such systems in all public sector bodies, including the police. However, despite this recognition of its importance there are few studies on the topic in the Arabian Gulf region, in general, or in the United Arab Emirates [UAE] in particular especially in the policing or public safety organisation context. Thus, this study aims to provide a framework within which a PMS can be successfully implemented by the Abu Dhabi Police [ADP].

1.2 Rationale for the Study

From 1995 to 2007 a period of excellence was evident in the ADP as the organisation underwent major development and orientation towards strategic and social activity. At the same time, ADP General Headquarters witnessed the biggest operation in building police institutions ever known to the Emirates in modern history. Within half a century these institutions became unique of their kind in the Gulf Co-operation Council [GCC] countries and the region as a whole in respect of the efficiency of their human resources, technical expertise, distinguished electronic services, instant communication system of the highest speed, and the application of the most modern administrative system. Lt. General H. H. Sheikh Saif Bin Zayed AL-Nahyan [H. H.] was careful in activating all work processes in each department of the ADP General Headquarters through the adoption of a new security strategy appropriate to the size of the comprehensive development taking place in the Emirates state so as to cope with data changes and potential challenges. The new strategy included seven basic tracks that are under actual application. For this reason, H. H. found it necessary to renovate the institutional system of the ADP General Headquarters to be more capable of implementing the development strategy and upgrading police and security performance to a higher level. Six general departments were established at the ADP General Headquarters, together with job descriptions for the administrators to run them. A considerable effort was made on the part of the Abu Dhabi Government to progress such development and upgrading of the ADP corps. All these efforts and development culminated in the strategy enforced by ADP at the beginning of 2003, embracing the most modern methods and system based on standards and criteria appropriate to the nature of the community and the structure of its population, and the major trends in the type of crime and orientation of its perpetrators.

The Five Year Plan of the strategic development within the ADP General Command (2003-2007) aims to communicate the message to society under the logo "Together Toward a Safe Community" and working in co-operation with all concerned bodies in order to realise a safer community, maintain stability, end crime, remove the fear of crime amongst the Emirate's citizen's, and contribute

towards the upholding of justice in a manner that confirms public confidence in the police. The strategic vision - which essentially aims to develop the police force into an efficient and effective organisation in its field - is to be achieved through the following seven-point plan which is about:

- Focusing efforts in reality on maintaining stability, limiting crime, and boosting the sense of safety and security in society.
- Building confidence and spreading tranquillity to all categories of the community through consultation and effective contact.
- Developing and improving the quality of service and performance.
- Developing police service quality.
- Developing the capacities and skills of all staff of the ADP.
- Boosting the concepts of integrity, trade ethic, and honesty at all levels.
- Providing the supplies, building and technology that support the effective provision of services.

The PMS is seen as the key to enabling the ADP to deliver its cost efficiency and cost effectiveness targets. The findings of this study will enable the ADP to implement a PMS which will fulfil these functions. Moreover, as a leader in the region, the ADP's development can stand as a beacon for other law enforcement organisations within the GCC and the region as a whole, which is a desirable outcome in the world struggle against terrorism. Additionally, since the ADP is a public sector organisation the findings from the study will have relevance for the Abu Dhabi public sector generally. In academic terms, there is a lack of research in PMSs within the Middle Eastern context as a whole particularly within public sector organisations. Hence, it is important to undertake a study which has the capability to make a useful contribution to the existing literature, whilst at the same time improving efficiency, effectiveness and public safety within the UAE.

1.3   Aims and Objectives of the Study

Given the wider ramifications of the results from an investigation into the ADP, the overall research aim of this study is to develop a framework for an organisational PMS contextualised for the Abu Dhabi public sector. To achieve this aim, the following objectives have been set;

- To analyse the Critical Success Factors [CSF] of PM in the ADP
- To assess the perceived benefits of an organisational PMS in the ADP.
- To analyse how a PMS contributes to enabling the ADP to meet its targets.
- To analyse the impact of organisational culture on ADP employee perceptions of a PMS.
- To develop a framework for an organisational PMS contextualised for the Abu Dhabi public sector.

1.4   Proposed Methodology

The study will be based on the collection of both primary and secondary data. Initially a literature review will inform the development of a model which will serve as a guideline for the empirical work in which primary data will be secured. In adopting this approach, the research process will follow the ideas of three popular authors in the field of methodology, namely Creswell (2009), Yin (2003), and Teddlie and Tashakkori (2003). The research process will occur over four phases: literature review, data collection, data analysis, and development of the framework for use within the ADP, and by extension, the Abu Dhabi public sector. In the data collection phase both quantitative and qualitative data will be gathered, which provides synergy to research, as noted by Remenyi *et al.* (1998 & 2002) who advocate that ultimately it is more useful to see these two approaches - quantitative and qualitative - as complementary rather than two opposite extremes, and that a balanced approach is more realistic. Moreover, in line with the intention to understand the entire context of PM practices, a phenomenological approach is useful in providing the means to interpret practices, thus allowing for the different meanings that managers give

to the theoretical framework to be achieved. The research will be divided into two stages: the first being an exploratory study conducted through an interview exercise used to generate issues of importance to the main study. From the literature review and the outcomes of the interview exercise, a questionnaire will be developed to be administered to personnel within the ADP, seeking to identify the CSF associated with the effective implementation of a PMS; how PMS can help the ADP to meet its targets; what benefits will be derived from a PMS, and how the organisational culture would impact upon a PMS within the ADP. Additionally, demographic information concerning the respondents will be requested.

1.5 Contribution to Knowledge

This study aims to make a contribution to - what is currently - a limited amount of empirical research on PM in public sector environments: such as police services in the GCC region. It will also highlight the importance of the CSFs associated with PM in the public sector in the UAE and shed light on the influence of organisational culture on aspects of a PMS. The qualitative and qualitative analysis will lead to a better assessment of the current shortcomings of the system in place within the ADP as a case study organisation, thus allowing for the use of modern management techniques. Whilst there are many studies which analyse and assess the impact of the PMS in western European organisations, in the Middle East these studies are a rarity. The use of the case study approach will provide both theoretical and practical contributions to the body of knowledge for policing and public safety organisations and therefore to public sector organisations in the Middle East. The findings of this study will enable the development of an organisational PM framework which takes into account the particularities of the culture in which PM is practised thereby making a contribution to the literature on both PM as a concept, and cultural influences on organisational change. The achievement of the objectives of this study will contribute to the expansion of general knowledge in this area of study and will provide useful information about how a PMS can be designed and implemented in traditional public sector organisations in the Gulf Region.

1.6 Structure of the Thesis

This thesis comprises of eight chapters. Chapter one provides an introduction to the thesis; chapter two contains a comprehensive review of the literature related to PM with emphasis on the public sector, organisational culture, and empirical studies of PMS within the police and public safety service organisations; chapter three presents a detailed description and contextual environment of the ADP; chapter four discusses the research methodology including its design and procedures; chapter five presents the interview findings; chapter six presents the questionnaire findings while chapter seven presents a discussion of the study findings from both processes in the light of the literature, and a justification of recommendations for the ADP is made within this discussion. The last chapter (Chapter 8) is a summary chapter which provides a summary of the key findings including the recommendations for the ADP and UAE public sector, identifies the contribution to knowledge (theoretical and practical), limitations of the research process and opportunities for further study.

1.7 Summary

This chapter has provided the reader with an overview of the problem that the ADP is facing with performance measurement and management. Due to the continual development and the Executive Government push for higher performance and quality in government services the ADP is changing through strategic development to develop New Public Management practices such as organisational and individual PMS and PM that enables the organisation to address and respond to new developing challenges with flexibility. The chapter also provide the aims and objectives, proposed methodology for the study along with how this study has the potential to contribute to existing knowledge in Public Sector and Public Safety Organisation management. The next chapter will discuss the theoretical literature used to develop the ideas and concepts used within the study.

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Chapter Two

Chapter Two Literature Review

2 Introduction

This chapter introduces the literature relating PMS analysing and defining the basic requirements for structuring a PMS in the context of the public sector, and specifically focusing on the police force. The review is divided into three major sections each with various sub-sections: The first section provides the theoretical background, outlining the key concepts and new considerations and approaches. The second considers the impact of organisational culture on the successful implementation of a PMS. The third and final section discusses the established theories on the PMS and its relevance to the public sector, showing how PM has been applied in different organisations.

2.1 The Theoretical Background

2.1.1 Definition of the Public Sector

Within society, organisations can be divided into three sectors: public, private and not-for profit. Public Sector organisations are normally owned by a state and operation of governance is based on the policy and direction of the government of the country within which they are based. Within the Public sector there are organisations which provide essential services which are seen as expressly the role of the Government to provide these services through the official agencies. The essential services are services which the citizens of the state expect the state to provide or regulate according to Carvalho *et al.* (2006). Examples of essential services include health, education, defence, policing and the Criminal Justice System.

2.1.2 Definition of Performance Measurement Systems (PMS)

The measurement of performance is an issue that has attracted a great deal of interest around the world. For many researchers, the definition of PMS and the methods used to assess the performance of business has been affected by changes in the competitive landscape experienced by companies (Marchand and Raymond, 2008). Moullin (2007) advises that PM is considered the

process of quantifying the efficiency and effectiveness of an activity within an organisation; with the performance of the organisation being a function of that efficiency and effectiveness. Further to this, McDougall et al. (2002) consider that effectiveness also needs to take into account the meeting of customer's requirements, and how economically a given level of customer satisfaction can be delivered by use of the firm's resources. Marchand and Raymond (2008) highlight for public sector organisations that PMS provide opportunities for continuous improvement and managerial development. For Neely et al. (1994) PM is a process to assess progress against a set of pre-determined goals and this can include an evaluation of the efficiency of the transformation of resources into goods and services. To enhance the evaluation of the efficiency and effectiveness of the organisational performance information in relation to the quality of the production must also be recorded to enable the assessment of the organisational goals. Brudan (2010) highlights that PM is not only the empirical measurement of specific items, but also an opportunity within organisations to encourage learning and development. For Kaplan and Norton (2004) systematic feedback activity is the primary concern in their study of PMS, as it is seen as a chance to gather information regarding the performance of the organisation using an integrated set of PMs to suit the organisational purpose. An example would be in the public sector is the response of police officers to certain types of police reports and the time taken and the effectiveness of the officers in resolving these calls, such as kidnapping reports. However, Franco-Santos et al. (2007) emphasise that often in PMS the focus is on business PMS which excludes the public and not-for-profit sectors. Neely (2007) explains that through the use of a PMS the organisation can quantify the various activities undertaken to contribute to process activities such as a sales and enable the organisation to review and evaluate how improvement can be implemented while addressing a specific organisational target.

Simons (2000) describes a PM system as a system that enables management to track the actions of a business or organisation. According to Franco-Santos (2007) and Simons (2000) the traditional PMS compares the actual business results against the strategic goals and objectives through the use of systematic feedback reporting.

Moullin (2007) defines a PMS as a system to evaluate how well organisations are managed and the level of customer satisfaction with the value that is delivered to them. McDougall *et al* (2002) share this view, defining a PMS as a means of assessing the efficiency and effectiveness of the things being done by an organisation to achieve its goals and strategies; therefore it helps the organisation to be aware of, control and improve its processes in order to accomplish its policy and strategy. Arguably, a PMS could be considered a monitoring tool for an organization to evaluate its objectives and determine whether it has achieved them or not; it also indicates the strengths and weaknesses of organisational processes enabling improvement in its activities and helping management to make informed decisions (Amaratunga and Baldry, 2002). Browne and Devlin (2002) define it as a complete set of PMs and indicators derived in a consistent manner according to a set of guidelines and rules. Brudan (2010) states that performance management and PM are interconnected concepts and activities and they impact on each other. For the purpose of this thesis PM has been defined as the system utilised within an organisation which enables it to achieve is strategic directions while enabling management to learn and develop performance throughout the organisation. The importance of a formalised system is that it enables regular feedback from which management can review and develop new strategies to overcome identified issues while keeping to the organisation's mission.

2.1.3 Development of Performance Measurement

As previously mentioned, PM has traditionally been associated with business organisations but in recent years more public sector organisations have attempted to implement these systems. One of the rationales for the public sector implementation is the increasing requirement of the cost efficiency of public money and thus there has been considerable pressure on public sector organisations to provide a Return On Investment [ROI] (Fryer *et al*, 2009). PM has evolved and developed largely as a response to the changing competitive landscape across business in general and the concept of ROI or value for money (Johnson and Kaplan, 1987). This focus on ROI led Neely (2007) and Franco-Santos (2007) to believe that PM has primarily been suitable for business or private sector organisations.

Since for profit organisations were the main focus of PMS and its leading developers (Franco-Santos, 2007) the key feature has been the use of the budget as a tool for measuring efficiency. Profit or private sector organisations would utilise the ROI to assess the performance of the organisation across all the organisational functions. An example of this would be to check the profitability of production costs and the return received from sales of the product. Subsequently, various schools of thought, theories and definitions of PM have been put forward by numerous authors. Browne and Devlin (2002), for example, argued that PM was used in the nineteenth and early twentieth century's in the context of manufacturing companies. By the 1950s, most companies also accepted the additional concept of discounted cash-flow, a concept that went from being purely for control purposes to being an instrument required for planning and decision-making (Johnson, 1999; Neely, 1999:207).

The key concepts of PM were considered to be inadequate in several of its areas by Bourne *et al* (2000) despite the huge inroads that it had made by the 1960s and 70s in the manufacturing and financial sectors. Consequently, this inadequacy led to further ramifications in key areas, with additions including multi-dimensional or balanced PM frameworks in the late 1980s and 90s. All the chronological and detailed accounts of the stages of development were grouped by Ghalayini and Noble (1996) into two main periods as follows:

I.   From 1880 to 1980 development of the PM concept was concerned with the key financial returns of an organisation such as ROI, profit and productivity.

II. The developments since 1980, in particular the changes and ratifications that reflected the changing markets and competitive landscape. Examples of amended practices from this period - that many organisations have adopted - are Total Quality Management [TQM] and Just in Time [JIT] operations (Mullens, 2007). In this latter period, the main thrust of development of the PM concept was its universal usage in financial and non-financial contexts through study of lead time, flexibility, delivery and quality.

Kennerley and Neely (2003) noted that the emergence of new technology brought drastic changes to the concept of PM, and they considered that despite the implementation of the new technology by many organisations, these changes were not reflected in adequate coverage compared with other ramifications. Two contrasting categories can therefore be used to place PM variables that are either a catalyst for organisational change or those that are an obstruction to change. These are represented in Figure 2.1, on page 16.

Drivers of change:		Barriers to change:
External Drivers (e.g. customers, nature of the work and future uncertainty, new industries) **Internal Drivers** (e.g. effective review, actual performance, dysfunctional behaviour, monitoring system, reflecting different levels of review)	→ (Evolution of Performance Measuremen) ←	- Corporate culture - Internal capabilities - Technology - Availability of necessary resources and capabilities - Motivation for change/support for measurement

Figure 2.1: *Factors affecting the evolution of PM Source: Kennerley and Neely (2003:1227)*

Franco-Santos *et al* (2007) highlight that with the development of PMs in the later part of the twentieth century, previously profit-focussed organisations were required to include non-financial criteria as part of the PM as it became a factor that effected the profitability of the organisation. Other stakeholders, such as consumers, and their specific attitudes forces profit organisations to change their assessment of performance (Franco-Santos *et al*, 2007; Neely, 2007; Brudan, 2010).

As part of the change in government economic policies in developing countries, such as the UK, there was a marked change in language in relation to government financial management and the delivery of service (Pollitt and Bouchaert, 2000). According to Hood in 1991(cited in Mwita, 2000), at this time

it was through the revolution in policy that ideals of New Public Management [NPM] emerged. Fryer *et al* (2009) describe a number of key features of NPM as the use of professional managers, explicit standards and measurement of performance, emphasis on service consistency, decentralisation and an increased accountability for resource utilisation. Siddiquee (2010) asserts that NPM has emerged as powerful tool that has brought about rapid and exceptional changes to public sector governance in developed and developing countries. Abu Dhabi with is relatively serene recent history has had the opportunity to utilise the advantages and ideas from developed countries and this can be observed in its public sector organisations like the ADP (ADP Golden Jubilee Committee, 2007). According to ADP Golden Jubilee Committee (2007) the ADP have to be using a customised form of NPM to develop the organisation under the leadership of Lt. General H. H Sheilkh Saif. There has been some debate about the effectiveness of the move to NPM from old-style public management organisations in developed countries from Pollitt and Bouchaert (2000), and Pina and Torres (2002). However, in developing country public sector organisations the introduction of the NPM ideals has been seen as progress and a manner in which developing states with their limited resources can overcome corruption and improve accountability while providing public services which meet the needs of the general public (Siddiquee, 2010). The ADCEC (2007) has developed a strategic plan for all government agencies to create better public value and to meet the drivers and trends that are impacting upon governance. As part of this response to the ADCEC (2007), strategic planning policy, the ADP has developed the latest 2008 – 2012 organisational strategic plan.

2.1.4 Need for Performance Measurement

Amaratunga *et al* (2001) view PM as a critical instrument that can be used by organisations to achieve their goals and objectives by providing a strategy and a roadmap. PM has been expanded according to Radnor and Barnes (2007) from the organisational quantified measurement of processes, to now include the performance strategies of service and quality within organisations. As

consumer demand and competition has placed greater pressure on organisational performance the non-fiscal measurement of performance has increased within organisations Franco-Santos *et al* (2007). McAdam *et al* (2008) advises that as public sector organisations are involved and cater to the same group of consumers as private or profit organisation pressure has been applied that public sector organisation provide quality and service performance requirements not just value for money or ROI of citizen's taxation funds. Brignal and Modell (2000) advise that as taxpayers are holding fund-granting bodies accountable; with a primary focus on financial information but also on the quality and effectiveness of their services. Radin (2003) identified that in public sector organisations between which there are conflicts between the different interest groups or stakeholder organisations and this creates politics about how and what the public sector organisation measures in their PMS and the resulting accountability to the diverse range of stakeholders. Butler (2009) suggests that PMS enable public enterprises to participate in innovation and organisations which utilise PMS to provide managers with opportunities to implement business or private organisational concepts in the public sector. The use of PMS - which has both the financial and non-financial information - enables managers to have detailed metrics to inform them of success at meeting performance targets which may be set by external stakeholders to their agency. An example of this external target setting for a public sector organisation can be seen in the UK National Health Services where the Department of Health sets performance targets for patient care in Accident and Emergency (A&E) Departments. The managers of these departments track not only the time that the patient has been in A&E but also the long-term issue; if the patient has been healed or has had to be readmitted to hospital. According to Ibrahim (2002), PM systems have a number of areas that impact upon the system. These areas include: managing change, planning and control, communication, continuous improvement, motivation and resource allocation. These areas will be discussed below in separate subsections.

2.1.4.1 Managing Change

According to Zairi (2010), the need to manage change in organisations is a catalyst to implement PMS and use these systems. The use of a PMS is a critical strategy for the public sector, according to Brignall and Modell (2000), to enable these organisation to implement and development change. James (2009) argues that the implementation of PM enables public sector organisations to better manage change, as it enhances the likelihood that change will be as effective as the key metrics and functional information collected in the system, to enable organisations to adapt and meet the requirements of developing and competitive landscape. McAdam et al (2008) identifies that PM enables the vertical and horizontal integration of strategic plans and policies across all organisational levels and functions within the organisation. James (2009) argues that the measurement of public sector performance is central to the management of performance to enable these organisations to implement the desired government and organisational strategies along with meeting the citizen's expectations and requirements for performance by these organisations. The performance of an organisation or department depends upon the decisions being undertaken within the workplace and management structure. As a result of decisions, PM can be undertaken to assess the quality of the decision-making process implemented within an organisation.

However, the managers may be limited by the quality and quantity of information available to them. The datasets within a robust PMS can provide organisational managers information that is of a suitable quantity and quality for their organisational level and thus the performance of these managers and their subordinate staff can be aligned to strategy (Ibrahim, 2002). Thus, through access to a detailed PMS managers can implement change and utilise information to support their decision-making processes (James, 2009). Fryer et al (2009) highlights that although change can be managed by organisations through the use of PMS that there are some concerns that organisations create an environment which, in turn, creates short-termism amongst its managers and staff and therefore performance measures need to consider quality of service

provision especially where the outcome could be life-threatening for the public. With the ADP's role to ensure the safety and security of the citizens of Abu Dhabi (ADP, 2008) this aspect of quality must be considered in any performance indicators which are used in the PM for the organisation. The Abu Dhabi Central Executive Council [ADCEC] (2007) has highlighted to all government agencies that they need to perform better in relation to providing appropriate services for the citizens' whom look to the government for services. Siddiquee (2010) highlights that the use of performance measures and PMS have enabled public sector organisations around the world to undertake and manage change with the focus on results based management that provides quality services.

In the UAE environment according to Jones and Seraphim the organisation undertaking change is likely to encounter a cultural and contextual environment which is described as 'unfavourable environment'(Jones and Seraphim, 2008). Some of the key characteristics of the culture in the unfavourable environment are high masculinity and a gap in the hierarchical level and these factors can be observed in the ADP. The implementation of any change in this unfavourable environment will require greater management of change which aims to address the environmental context.

2.1.4.2 Planning and Control

For Drucker (1973), a good PMS should motivate organisations to amend their actions so that it is easy to achieve an integrated value chain, reduce the inefficiencies and improve their global assets. James (2009) highlights that for PMS to be effective it is critical to have a detailed understanding of the management of operational processes and there also needs to be effective control mechanisms in place to manage the operational processes.

Talley (1991, cited in Ibrahim, 2002) uses the infamous axiom "You cannot manage what you cannot measure" to suggest that if the organisation does not define its operations it cannot measure its success or failure in its performance of these operations. Neely et al (1997) and Neely (2007) assert that effective decision-making is a function of sound performance metrics and a system of

measurement that is appropriate to the organisational context thus giving the organisation the ability to control and undertake planning. Stonehouse and Pemberton (2002) identify that for planning and control to realise the strategic objectives of the organisation; the organisation is dependent on the managers employed within them. As PM has traditionally been implemented in western cultures successfully, the concerns of the local cultural influences will have to be addressed. Jones and Seraphim (2008) advise that the current cultural status of the organisation should be measured so that any planning and control of the culture will support the development of sound performance metrics suitable for the working environment of the organisation.

2.1.4.3 Communication

Communication throughout the organisation plays a significant impact on the operation and management of an organisation. According to Carrière and Bourque (2009), the internal communication processes within an organisation has an impact on job statisfaction, organisational commitment and therefore on the performance. McAdam *et al* (2008) highlight that without effective communication within an organisation the ability to transmit the strategic direction, policy direction and the performance focus fails and thus the PM fail to achieve their purpose. If staff do not know about the PM and the reasoning behind them they are likely to resist the implementation of any new systems and approaches that aim to address strategy requirements. According to James (2009), the strategy requirements could be restructuring and moving of job roles to other sectors or departments in the organisation Yasin and Gomes (2010) highlight that for knowledge transfer and decision support that relies solely on the metrics attributed to each stage of the communication process, it is essential to measure tasks from inception to their completion. As such, the utilisation of the key figures of the whole communication process is essential, given that such a strategy is, in the long run, beneficial to the organisation. James (2009) emphasises that the key value proposition of PM in the context of effective communication is for the enablement of seamless and cross-functional communication between all strands and levels of an organisation whether a top-down or bottom-up approach is adopted. However, Fryer *et al* (2009) identify

that the type and activities in developing communication need to be considered as the information presented to stakeholders must be timely and useful to improve performance. Elbanna (2008) states that without employee participation in the communication process, organisational strategies like quality performance are likely to fail. For the organisation to rely on communication for their key fundamental activities such as those in public safety (like the ADP) there needs to be a fluid communication process for both operational and organisational information. Elbanna (2008) emphasises that effective communication is needed throughout the organisation to ensure the transference and understanding of the corporate objectives and strategies and this communication should be done through a formalised and explicit systematic approach.

2.1.4.4 Continuous Improvement

Olsen *et al* (2007) identifies that through continuous improvement an organisation has an opportunity to refine and develop the company's or organisation's goals to form a basis for success. The use of continuous improvement can provide the organisation a regular focus on the activities undertaken to ensure that optimum performance is produced by the organisation. An example of this is with the regular monitoring of performance within an organisation, employees participate in developing quality control and new improvements to enhance the organisational performance while addressing cost centres. DeGroff *et al* (2010) states that through regular monitoring of the operational controls of organisations the internal performance can be assessed and rectified where required. The use of continuous improvement monitoring suggests Ibrahim (2002) is the hallmark of a successful company. The opportunity to make changes is provided to an organisation by ongoing PM, by enabling recognition of where there is a requirement for improvement so that the management can react accordingly (Olsen *et al*, 2007). Elbanna (2008) identifies that with good communication the organisation can undertake strategic changes to implement continuous improvement strategies. Fryer *et al*, (2009) identifies that it can be difficult to move improvement strategies from departments within an organisation to the whole of the organisation. The

rationale behind the PM system can be one of the factors which impact on its ability to be utilised throughout an organisation and Fryer *et al* (2009) emphasise that PMS should only be implemented if evaluation and measurement indicators are truly for improvement rather than for other reasons such as the privatisation of services or reduction of public spending. Carvalho *et al* (2006) identify that public sector safety organisations can utilize PM to improve the quality and standards of community protection. Siddiquee (2010) identifies through the use of NPM and PM public sector organisations can implement improvement but it is necessary for management to have leadership support of this strategy The ADP has the goal of becoming recognised as a world class policing organisation and thus through the use of continuous improvement, service provision and organisational standards this goal could potentially be achieved with the implementation of a PMS, to enable the monitoring and development of performance measures and indicators. To achieve the goal, the ADP will need to consider how they are going to change the internal culture of the organisation to support the implementation of PMS and develop the continuous improvement culture of the organisation. From Jones and Seraphim (2008), in the UAE environment it is recommended that this be done so in a phased approach, as if the change is too rapid the outcomes are more likely to fail.

2.1.4.5 Motivation

The design of the PMS and the particular performance indicators that are selected to reflect employee performance can be used as a motivational aspect within the system (Olsen *et al*, 2007). The employee can only achieve the desire results if the target metrics or indicators are established as achievable and the focus from management encourages employees to achieve these metrics (Yasin and Gomes, 2010). Employees need an appropriate incentive to motivate them to participate in any improvement strategy or PMS to achieve the organisational goals (Olsen *et al*, 2007; Yasin and Gomes, 2010; Hodgson *et al*, 2007) identify that without sufficient motivation employees are like to create barriers thus effecting the PM of the organisation. It is important that there are sufficient considerations in each contextual environment of the organisation

which links the PM to motivation and thus, employee participation is positively influenced by incentives to achieve higher levels of productivity (Olsen *et al*, 2007; Hodgson *et al*, 2007).

Fryer *et al* (2007) highlight the motivation to implement improvement within public sector organisations is not for increased organisational profit as in the private sector but rather to meet the increasing levels of demands and societal needs which are out of the control of the organisational. Fryer *et al* (2007) while indicating that public sector organisations in developing countries are motivated by reduction of income, there is increasing accountability and the general public's desire for transparency in decision making. At the same time, the political stakeholders are impacting upon public sector organisations with calls for improvement in quality of services with the budgetary limitations set by the government.

Fryer *et al* (2007) highlight that there are very few organisations that have the resources to undertake large scale organisational change while faced with the continued drive for improvement. A key feature of public sector organisations is the use of continuous improvement through the implementation of small scale projects (Fryer *et al*, 2007).

In addition to this, Fryer *et al* (2009) report that the use of PMS in various public sector organisations provides motivation for employees to meet the performance targets set within the PMS for their specific role and the strategic organisational indicators. Micheli and Manzoni (2010) advise that through appropriate measurement systems all levels within an organisation can be motivated to participate in performance improvement and thus create a learning organisation which works to develop the skills and knowledge of the employees.

2.1.4.6 Resource Allocation

Zairi (2010) and DeGroff *et al* (2010) assert that PM provides organisations with key tools to permit the achievement of a competitive advantage by the optimisation of assets and resources. Yasin and Gomes (2010) stress that PM offer views of the total operation of a business that are both holistic and disparate. The PMS provided the key decision-makers with the opportunity to

identify, within the business process, problem areas as they emerge and then managers can allocate sufficient resources to tackle the problems, and subsequently make cost savings. An example of how a PM system may be utilised is through the identification that customer parcels are taking too long to be delivered. From this identification, additional fiscal resources can be implemented to rectify the problem including the allocation of more staffing during peak periods to help with packaging and delivery of parcels. Thus, PM provides a number of opportunities for organisations to improve their resource management.

To enable organisations - in either the public or private sector - to meet the requirements of their internal and external stakeholders a system of PM need to be in place. Through the use of PM public sector organisations can utilise business practices from the private sector and provide the citizens a ROI on their taxation. As public sector organisations are predominately involved in the service sector it is necessary to ensure that the five areas identified above are addressed so that PMS in the public sector works. Without addressing managing change, planning and control, communication, continuous improvement, motivation, and resource allocation, PMS will not achieve the strategic directions set by the executive management or external stakeholders such as Government Ministers.

2.1.5 Importance of Performance Measurement

Moullin (2007) considers PM as an organisation's language of progress; as it is an indication of where the organisation is and where it is going and therefore it can be a guide to whether an organisation is on track to meeting its goals, or otherwise. Also, it can be a powerful behavioural tool since the factors that are important for the achievement of the goals of the organisation can be communicated to the employees. Neely (2007) advises that without measuring information or factors it is difficult for organisations to identify if they are making improvements or failing to meet their organisational requirements. Bouckaert and Halligan (2008) identify that when organisations measure their performance it helps if this information is public and readily available. By having the information in the public domain outside of the organisation the customers such

as those who use public organisations - such as the police - can use this information to encourage the improvement in organisational performance. For policing this could be the number of successful solved crime reports.

Peters and Waterman's (1982) punchy statement "*What gets measured gets done.*" (cited in Jung *et al*, 2009) emphasises that unless organisations measure themselves effectively; they cannot appreciate whether or not they are improving. Through quantitative approaches such as the Peters and Waterman approach the organisation is able to measure using a repeatable instrument the performance (Jung *et al*, 2009). Kanji (2002) uses a similar PM adage, "If you cannot measure it; you cannot manage it." This adage should be noted as meaning not just counting an object but measuring the objective. Arithmetical counting is a sub-set of the measurement process. Thus the measurement of performance is an important tool for any organisation and therefore PM is the process which enables an organisation to review their current performance against a predefined strategic goal (Rose, 1995). The path and progress the organisation undertakes during the recording year can be used to chart the progress and if the organisational goal will be reached in this performance year. Ospina *et al* (2004) describe measurement as a management activity that is a key factor that provides decision-makers with the necessary information and performance should be monitored so that resources can be allocated effectively. There are a number of methods utilised in PM and this includes qualitative and quantitative approaches.

2.1.6 Types of Performance Measure

Neely *et al* (2005) describe PM as a process used to calculate the efficiency and effectiveness of business activities, such as the provision of the data necessary for policy decision making and creating baseline control measures for the routine activities undertaken by the organisation. Neely *et al*, (2005) also state that for the achievement of the goals of the organisation, PMS provided central elements of evaluation that were consistently applied and aligned to strategic objectives and strategies. These PMS measures can be broadly categorised as either financial or non-financial criterion (Dangayach and Deshmukh, 2001; Light, 1998). A number of authors (Neely *et al*, 2005;

Amaratunga *et al*, 2001; Kaplan and Norton, 1996) see the key areas of performance as being those that are central to the drive for the organisation in achieving success in its strategies and goals as defined by the organisational vision. These key areas can be classified as either quantitative or qualitative and can be of a variety of types. For example, key areas could be internal factors, specific organisational processes, tangible or intangible objects, infrastructural aspects, such as training of existing structure and external factors, such as client perceptions (Amaratunga *et al*, 2001; Kaplan and Norton, 1996). Neely *et al* (2005) assert that each organisation has its own specific key areas of performance and that the metrics that are established should be capable of providing information on both the level of organisational success and the points that need to be improved. Financial PM has a long historical literature base due to the ease in creating financial measures.

2.1.6.1 Financial Performance Measurement

Historically financial PM has been prevalent since the middle ages with the management of organisational financial performance being the primary focus of managers and executives (Neely *et al*, 2005). As a result of this long historical background there have been many authors in the field and a landmark in the Twentieth Century was the work of Anthony (1965), who found that planning and control systems in organisations were closely aligned with the financial controls of the organisation and the ability of the organisation to control the profitability. The systems described in Anthony's seminal work focused on three areas, strategic, management and technical control. Following Anthony (1965) there has been a considerable growth in the literature but as Mimba *et al* (2007) identify that this literature has mostly been about the development of PMS in developed countries. The evolution of PM's key concepts has been within the context of financial measures, and justification of traditional financial analysis has come partly from the fact that the method became widely known and used over· many decades (Kennerley and Neely, 2003). The *'extended implementation of prototypical performance measures'* practices were formally recognised as a PM from a communiqué issued after the conference of the New York Bureau of Municipal Research [NYBMR] (Williams, 2002). The practice

became widely recognised across the industry as a result of the need to measure developments in municipal statistics in a period of fast paced technological developments. Industry utilised the municipal statistical approach as they did not have the time or available resources to create their own measurement systems in which to compare individual organisations with others (Williams, 2004).

Parida and Chattopadhyay (2007) citing Chandler (1977) advise that PMS indicators have been in use with organisations since the early 1900s. In fact, it can be traced back to 1903 when DuPont Cousins was in the process of amalgamating all its units - including the then American Explosives Industry - into one coherent structure. To guide them through the process, a structure of best practices was formulated. Chandler (1977) considered that there were a few amendments to the original best practice, which were then fully integrated into the company's operations between 1903 and 1910. These PMS remain in use to this day. Williams (2004) argued that the wish for an increase in efficiency and effectiveness of government was the main rationale for the NYBMR Performance Management Prototype. The connection of relevant resources to the key objectives of government, and to outcomes that are appropriate to the amount of effort, relates to critical benchmarks for success and generates overall improvements in productivity. The 'NYBMR' has variables that have founded current PM practices.

Williams (2004) describes the history of PM and identifies the NYBMR as the first public body that used PM so that it could be distinctly related to the key activities of government while providing a set of real-time indicators to monitor work performance through the connection to the important activities of government. According to Williams (2004), the additional impact of these indicators and use of PM by this government agency was in its ability to identify the social conditions and undertake need evaluation. For Davig et al (2004), the PMS has as its central objectives, the provision of clarity with regard to the key measures of production or operations, by employing a system of indicators, for example that the work has been finished, so that managers can take objective decisions and hence improve the productivity of the workers. Also, indicators

were considered to be assistance to important decision-making processes required for overall effectiveness (Williams, 2003). Williams (2004) highlights that the underlying concept of government PM had overemphasis on the complexities of some methods, in particular with those related to health care, fire protection and the police service. Rivenbark (2005) identifies that cost management has been the key PM activity within the public sector since the 1940s.

Over the years, key concepts within PM have evolved from the core traditional financial indicators to more complex and sometimes non-financial indicators which have been subject to a series of modifications (Davis and Albright, 2004). The enhanced perception of the PMS concept meant that by the 1930s, with almost 30 years of practical application, it was considered the most reliable method (Williams, 2004). Originally, the objective of the NYBMR was to assist the New York Government in the promotion of efficiency within the various agencies. However, gradually this wide ranging approach was narrowed to more complex areas of contract. For Williams (2004), the vision of promoting efficiency was supplanted by a focus on the techniques of management in government services. Since the 1970s the attitudes about government involvement in the market have influenced the attitudes towards the measurement of government agency performance and improving the effectiveness and efficiency of those agencies. This new liberalism was strongly influenced by Freeman (1972) and the ideas that the state should be less active in the open market. As part of the freedom of the open market, Freeman (1972) proposed that government agencies should take advantage of financial measures to get value for money for the citizens of the state. Williams (2004) noted that PMs are a set of specific methods applied within a specific context, for example, the promotion of efficiency of government services rather than techniques meant to be all-encompassing. Most of the authors in the field agree that PMs further ratifications can be traced to management decisions (Ghalayini and Noble, 1996; Mohamed, 2003; Debnath et al, 2004).

An important aspect in the evolution of PM was that during the Industrial Age, it was focussed upon the core of traditional financial indicators and in monetary terms this wasto the detriment of neglected non-financial indicators (Ghalayini and Noble, 1996; Mohamed, 2003; Debnath *et al*, 2004). As discussed in the previous sections, as technology has changed, so has the PM concept.

2.1.6.1.1 Limitations of Financial Measurement

Within this field of study, numerous authors (Brudan, 2010; Meadows and Pike, 2010; Klassen *et al*, 2010; Fryer *et al*, 2009; Chang, 2007; Brignall and Modell, 2000;) have critically analysed the traditional concept of PM, and have highlighted particular shortcomings in serving the modern organisation's overall needs. Key authors in the field include: Brignall *et al*, 1991; Kaplan and Norton, 1992; Brignall and Ballantine, 1996; Ghalayini and Noble, 1996; Neely, 1999; Neely *et al*, 2000; Mohamed, 2003; Gumbus and Wilson; 2004; Angel and Rampersad, 2005; Karathanos and Karathanos, 2005; Wells and Weiner, 2005).

Skinner (1971, cited in Neely *et al*, 2000:1121), states:

"A major cause of companies getting into trouble with manufacturing is the tendency for managements to accept simplistic notions in evaluating performance of their manufacturing facilities and the general tendency in many companies to evaluate manufacturing primarily on the basis of cost and efficiency. There are many more criteria to judge performance."

Williams (2004); Mohammed, (2003); Brignal and Modell, 2000; and Bringall and Ballantine, (1996) have pointed out how the recent modifications in the study of PM are based upon the amendments from an initial focus on financial indicators for a time of low technology and high labour in the context of the Industrial Age. From the 1980s, with the emergence of the knowledge-based economy, the service industry sector and developments in information technology (IT) brought about a move of PM concepts to a greater degree of flexibility and practicality. This adaptation of PM was necessary to take account of intangible assets and the shift to lower labour input and modern high

technological input (Kaplan and Norton, 1996a; Gumbus and Wilson, 2004, Fryer *et al*, 2009).

In the context of financial PM, Niven (2006) also pointed to the inadequacies of the PM concept, for example the narrow focus on the short term evaluation of operational performance of the functional units of an organisation, that uses only monetary values and financial performance. An all-encompassing measure is more appropriate, as it takes into account the context of cross-functional units that show the overall performance of the various units of operations in the long term. For example, in the police service the organisation could measure customer satisfaction not only on specific timeliness of response to calls but also in terms of customer satisfaction in relation to how well they perceive the service provided by the attending officers has met their needs.

Over twenty years ago, Johnson and Kaplan predicted that the one-sided provision of PM was going to be inadequate to meet the needs and challenges of the organisation in the 21st century:

> *"In this time of rapid technological change, vigorous global and domestic competition, and enormously expanding information processing capabilities, performance measurement systems are not providing useful, timely information for the process control, product costing, and performance evaluation activities of managers."* (Johnson and Kaplan, 1987: xi)

Policing in the last 20 years has greatly changed as the world environment has changed. The use of PM which do not reflect the new challenges that technology and cultural changes within a society creates a system which is unable to adapt to the new societal challenge and thus fails to meet the needs of the organisation.

Eccles and Pyburn (1992:135) also question the adequacy and use of the financial measurements of performance stating that such indicators were *"lagging indicators which are functions of organizational performance and management actions rather than the cause of it."*

Neely (1999) agrees with such criticisms, noting the following shortcomings of traditional financial indicators:

1. Lack of relevance as the financial reports are not relevant to strategic or operational control.

2. Lack of flexibility as PM systems are designed to emphasise pure objectivity and consistency.

3. Traditional financial indicators focus on results in the short-term, and do not have information related to quality, delivery and flexibility.

4. Traditional financial indicators do not provide the necessary information required to carry out appropriate benchmarking and comparison with other competitors, so that the competitive position of organisations can be determined.

5. Traditional financial measurement has functional efficiency as a key focus rather than cross-functional efficiency. Other areas are neglected if the focus is upon a particular function of the organisation, such as manufacturing.

To exemplify this, financial reports in policing organisations are often only concerned with the operational control but these traditional reporting structures do not often consider the technical and support divisions and the costs to the organisations that these divisions have in relation to supporting operational activities. Short term cost analysis often identifies the cost of running a software application as being too expensive but the cost analysis often fails to identify the cost to the organisation of not running the specific software application (Fryer *et al,* 2009). Benchmarking using traditional financial indicators for public organisations such as police are difficult to undertake as there is often no competitor in the administration area. Benchmarking between public organisations is normally done as a comparison between similar organisations in different administration areas, and the Benchmarking organisation needs to consider the differences in the administration areas (Chang. 2007) Direct financial benchmarking may fail to consider operational issues such as geographical areas and population densities within the

geographical area found in individual administration areas. The nature of the public organisation is one area which Neely (1999) critiques the traditional financial measurement. In Public entities, for instance the emergency services, they are not manufacturing organisations but rather service organisations and the tools and techniques which would be implemented using the traditional financial measurement do not reflect the nature of the organisation purpose and activity (Olve *et al*, 1999).

In addition to criticisms outlined above, Olve *et al* (1999) identify further shortcomings:

1. Financial reports and indicators are unreliable in enabling key decision-making because of the lack of progressive cross-functional vision.

2. The output information from a process such as cost allocation, is subject to distortion, and is therefore inappropriate, misleading and so not fit for purpose.

3. The output measures are not a true reflection of the economic value and real changes across the organisation.

4. Due to their inflexibility and structured models for the generation of indicators, traditional financial indicators are an unreliable tool to assess the individual performance of employees.

5. There is a rigid and short term focus to targets.

According to Ghalayini and Nobel (1996), the weaknesses and constraints of the financial measurement indicators is the lack of dynamism to address the non-financial indicators which affect organisational performance. There are

constraints resulting from the general attributes of financial measures such as timeliness, for example, financial reporting tends to be undertaken in specific measured blocks of time, whilst there are constraints that relate to the particular core fundamental PM of organisations which are not relative to the activity undertaken in the organisation (Brudan, 2010; Fryer *et al*, 2009). An example of this in the public sector could be that of the value of human life. The effort of the to maintain human life can be measured in a manner of cost or productivity and decisions made if the cost of maintaining a life depends on this organisational costing. If organisations rely solely on financial metrics and ignore the non-financial information and measure, then as pointed out by Norreklit, 2000; Brudan, 2010, these organisations are unable to compete in the marketplace and achieve their objectives. Public sector organisations which have no natural competitors do not have others in the market place with whom they compete with, therefore solely using metrics for these types of public sector organisations do not provide a viable assessment of performance (Page, 2008).

Despite these criticisms above, Kaplan and Norton (1996c) warn that financial measures should not be abandoned by companies as they are critical to the effective functioning of operations even if only within specific spheres of operation of the company. As Niven (2006) advises the traditional financial reporting process is following a historically based measurement tool and process. These metrics are not reflective of the new environment which organisations are operating in and this becomes more complex for government agencies when they need to reflect the business sector ethos within their organisation (Fryer *et al*, 2009). When the financial metrics and measurement systems where initially developed the performance model was for a business environment of centuries ago where profit and the *laissez-faire* of the market was the key to success in business in a liberal society, as described by Adam Smith in the *Nature and Causes of the Wealth of Nations* (1776).

Following the growing perception of the inadequacies of the traditional core financial performance indicators, more calls came from among researchers in the field, key practitioners, professionals and industrialists for a method of PM that was more robust, cross-functional and able to reflect the performance and business processes of both the internal and external environment (Barsky and Bremser, 1999; Carmona and Grönlund, 2003; Zelman *et al*, 2003; Davis and Albright, 2004; Debnath *et al*, 2004; Kaplan and Norton, 2004a; Lawson *et al*, 2004; Phillips, 2004; Valiris *et al*, 2005; Van Grembergen De Haes, 2005; Wang, 2005; Wells and Weiner, 2005). Klassen *et al* (2010) identifies that there are current PM tools which still utilise financial management information as part of the organisational management, demonstrating the prevalence of this metric type use as measure of performance. To address the limitations of a purely financial PMS, researchers such as Kaplan and Norton developed new PM systems such as the Balanced Scorecard (BSC) System so that performance could be measured effectively. It was seen as an innovative PM concept because it had the capacity to go further than just the measurement of monetary metrics to include previously ignored performance values (Meadows and Pike, 2010; Chang 2007; Brignall and Modell, 2000).

2.1.6.2 Non-Financial Performance Measurement

Within the last two decades, as a consequence of dissatisfaction with the shortcomings of the prevailing PM , new management systems have been proposed and introduced, that includes performance measures that are non-financial (Brignall *et al*, 1991; Kaplan and Norton, 1992; Ghalayini and Noble, 1996; Kaplan and Norton, 1996c; Neely, 1999; Neely *et al*, 2000; Brignall and Modell, 2000 Mohamed, 2003; Gumbus and Wilson; 2004; Angel and Rampersad, 2005; Karathanos and Karathanos, 2005; Wells and Weiner, 2005; Chang 2007; Klassen *et al*, 2010; Meadows and Pike, 2010).

2.1.6.2.1 Need for Non-Financial PM

The need for non-financial PM arose, according to Kaplan and Norton (1997), not only because of the inadequacies discussed above, but also as a response to growing competition in an age of increasing globalisation and the requirement to compete beyond local markets. The increasingly rapid communication and interaction within the global market place and the dominance of multinational players in the various markets has created greater pressure on government agencies and small to medium enterprises (SMEs) to compete and react to international events (Page, 2008). Global pressures and the requirements of government agencies to implement policy directives according to Klassen *et al*, (2010) and Fryer *et al*, (2009) has created the need for long-term strategic planning with government agencies rather than a short-term focus. Consequently, there was a renewed focus on the application of scarce resources to aspects of the business that could potentially bring a return on investment to shareholders and the largest contribution to the objective pursued (Carmona and Grönlund, 2003; Zelman *et al*, 2003; Davis and Albright, 2004; Valiris *et al*, 2005; Van Grembergen De Haes, 2005; Wang, 2005; Wells and Weiner, 2005; Fryer *et al*, 2009). New initiatives for improvement were established in the private or business sectors, such as the following examples:

1. JIT (Just in Time)
2. CIM (Computer-integrated Manufacturing)
3. BPR (Business Process Reengineering)
4. TQM (Total Quality Management)

These examples have mainly come from the manufacturing sector but through the 1980s and 1990s have become popular in public sector management (Williams, 2004). For example, in JIT described by Sandanayak (2009) the focus on these systems is to enable the reduction of wastage while creating a rapid response to customer requirements. This idea can be observed as being utilised in the National Health Service (NHS) with the development of patient walk-in centres and the centralisation of Accident and emergency specialist teams. Government agencies in the UK have utilised the excellence through

continuous improvement as a response to the New Labour government policy directives (Fryer *et al*, 2009).

Neely (1999) lists seven possible reasons for the need for non-financial performance measures, as being:

- The changing nature of work
- Increasing competition
- Specific improvement initiatives
- National and international awards
- Changing organisational roles
- Changing external demands
- The power of information technology

Despite new PM models being favoured by many researchers, practitioners, industrialists and professionals, Mukhopadhyay (2005) argues that they still lacked flexibility as they failed to account for intangible and intellectual assets and capital holdings which are difficult to value quantifiably. An example of these intangible organisational assets include high-quality products and services, motivated and skilled employees, responsive and predictable internal processes, and the satisfaction levels of loyal customers. For Mukhopadhyay (2005), within a globalised, service and knowledge-based economy, the valuation of intangible assets becomes critical to organisational success in comparison to the previous physical and tangible assets (Kaplan and Norton, 1996b; 2000a; 2004b; 2008).

Based upon the work of Ghalayini and Noble (1996), key aspects can be distinguished between traditional performance measures and newer counterparts, as summarised in Table 2.1 on page 38.

Table 2.1: *Key Distinguishing Aspects of Traditional and Non-traditional PM*

Traditional Performance Measurements	Non-traditional Performance Measurements
▪ Based on outdated traditional performance measurement system ▪ Mainly financial measurements ▪ Intended for middle and top managers ▪ Lagging metrics (weekly or monthly) ▪ Lead to employee frustration ▪ Fixed format	▪ Based on organisation strategy ▪ Mainly non-financial measurements ▪ Intended for all employees ▪ On-time metrics (hourly or daily) ▪ Simple, accurate and easy to use ▪ Lead to employee satisfaction ▪ No fixed format (dependent on needs)

Source: *Summarised from Ghalayini and Noble (1996)*

2.1.7 Non-Financial PM Models

Within the following sub-sections, a number of models of the more recent style of PM are offered. These models use non-financial measures to enable PM to be undertaken and are highly useful for organisations in the public sector such as service providers, as these organisations are not manufactures in need of comparing their product with similar type market competitors.

2.1.7.1 Performance Pyramid

According to Quagini and Tonchia, (2010) in 1991 the concept of the Performance Pyramid was created by Lynch and Cross due to a need to develop a yardstick for measuring business performance and continuous improvement. Having a mixture of financial and non-financial indicators, it is based on a customer oriented approach and measures the orientation of the core strategy of a company and its units (Quagini and Tonchia, 2010 citing Lynch and Cross, 1991). Complementary to this, the approach uses the ongoing corporate communication through which the corporate vision across all levels is communicated. In two key ways, the Performance Pyramid approach differs from the previously dominant traditional financial ratios-oriented PM models. Firstly, the Pyramid refers to non-monetary variables in the measurement of business success and management of strategy

implementation. Secondly, in addition to the financial expectations of investors, consideration is given to customer needs, and the staff.

2.1.7.1.1 Description of the Hierarchical Steps of the Performance Pyramid

Figure 2.2 is an illustration of the hierarchical Performance Pyramid, and as can be seen, at its top is the corporate vision which is communicated down to the individual strategic business units through the formulation of objectives and strategy. It is important that both the market and the financial perspectives are taken into account. At the next level there are targets for establishing individual businesses that focus on customer satisfaction, flexibility and productivity. The most difficult aspect to direction is the cascading of the strategy down to the level within the workplace of the individual. So that top management can verify their targets, it is important that each individual employee can be traceable, for example, the process time in minutes or the ratio in percentages, to identify compliance with a salary incentive.
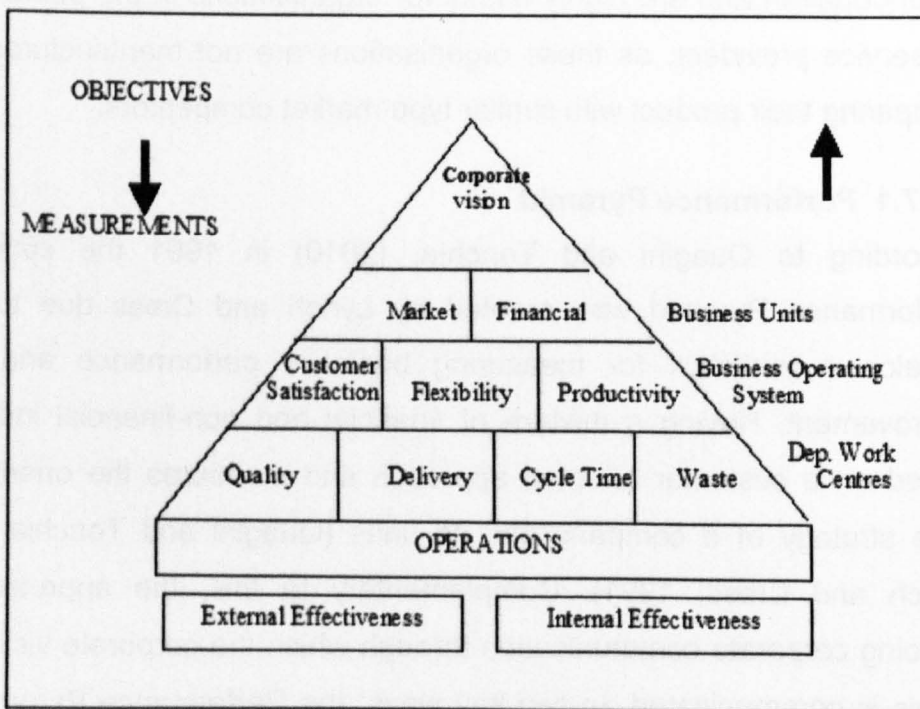
Figure 2.2: *Performance Pyramid (Adapted from Olve et al, 1999)*

This model uses a corporate vision as a single unifying operational objective and thus does not cater for organisations which have more than a single performance standard which they are required to meet (Quagini and Tonchia, 2010). This type of PMS would not be suitable for the ADP as the organisation has more than one type of performance standard which they are required to meet.

2.1.7.2 Balanced Scorecard

2.1.7.2.1 Background and Development

The Balanced Scorecard [BSC] was first developed by Robert Kaplan and David Norton in the 1990s. This approach was utilised in the accounting organisation KPMG through the Nolan Norton Institute, documenting the origins of BSC, from 1990, in a one year study of various companies called *Measuring Performance in the Organisations of the Future.* According to Kaplan and Norton (1996a; 2008), the study was motivated by the belief that existing PM approaches - that had relied primarily upon financial accounting measures - were becoming obsolete. Through the use of the balanced scorecard approach intangible performance values can be added to the PMS enabling organisations to improve services and customer relations (Kaplan and Norton, 2008). The term *'values'* when used by Kaplan and Norton (2008) refers to the internal organisational ethos and guiding principles that direct and influence the decision-making processes within the organisation, and how the internal organisation interact with its external stakeholders, for example, its customers.

Kaplan and Norton researched twelve companies in the USA in order to consider new methods of PM (Brewer *et al,* 2004). Their study results showed that financial measures of performance were now ineffective within the new business environment. For them, a reliance on financial measures also affected the ability to create value for the companies, and so they established the BSC as an alternative to solely using financial measures of performance. They produced a standardised set of measures that enabled top managers to have a

fast, yet comprehensive view, of their organisation (Kaplan and Norton, 1992; 1996c; 2004b).

Quagini and Tonchia, (2010) advise that since 1992 the BSC has become popular amongst managers as a strategic management technique. This was due to it giving corporate management a structured approach for measurement and management of business performance in four important areas, namely: customers, finance, internal processes and organisational learning and improvement (Kaplan and Norton, 1996a; Quagini and Tonchia, 2010). Research has shown that a growing number of firms are incorporating BSC, with multiple financial and non-financial indicators, to replace their financial PM and compensation systems (Kaplan and Norton, 1996a; 2004b, Quagini and Tonchia, 2010).

As shown in Figure 2.3, the BSC gave managers the option to take a broader view of their business through helping to answer four fundamental questions (Kaplan and Norton, 1996a). These are firstly, *How does the customer see us?* This question obviously gives a customer perspective, through a measurement of customer relations. The second question raised by BSC is: *What do we need to excel in?* This question leads to an internal perspective of the organisation's processes and co-workers. Thirdly, the question: *Can we continuously improve our ability to create value?* This leads to an innovation and learning perspective that takes a look today for success in the future. The final question is: *How does the owner see us?* This question highlights the financial perspective, an issue that must be managed well by the organisation (Kaplan and Norton, 1992; Mohamed, 2003; Gumbus and Wilson; 2004; Karathanos and Karathanos, 2005; Angel and Rampersad, 2005; Wells and Weiner, 2005; Kaplan and Norton, 2008; Quagini and Tonchia; 2010).
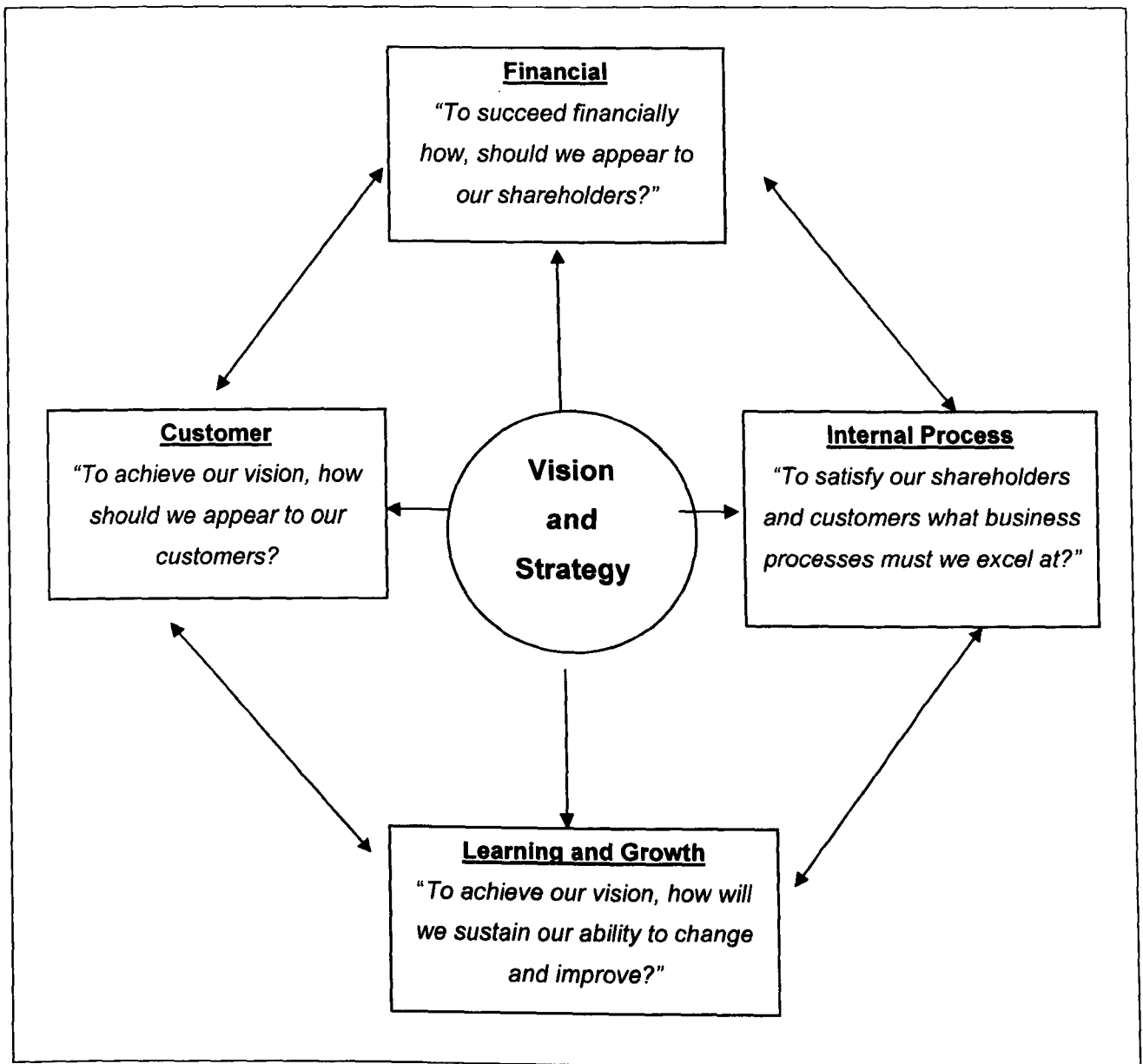
Figure 2.3 : *Adapted from Tonchia and Quagini(2010) figure of Kaplan and Norton's (1992) BSC Model*

Kaplan and Norton (1996b; 2008) consider the main focus of the BSC to be the translation of a company's strategy into measurable goals. Chang (2007) emphasised that it is vital to establish, among managers and staff, a connection between corporate objectives and personal objectives. As success is achieved through the visible use of a system, measures must be used in the appropriate context and compared against a standard of expected performance. Tonchia

and Quagini(2010) suggest that this model uses 15 to 20 criterion to evaluate the four perspectives identified in Figure 2.3, above.

2.1.7.2.2 BSC Definition

The BSC is not only a model for measurement; it also enables an organisation to communicate their vision and strategy and then seek to translate this into action. Constant improvement in strategic performance and results is facilitated through the feedback that BSC provides for both internal business processes and external outcomes. If used fully, the BSC can transform an organisation's strategic planning from theory into a strategic map to success (Kaplan, 1992; Kaplan and Norton; 2008).

The BSC is described by Niven (2006) as a certain set of quantifiable measurements developed from the strategy of the organisation, and the scorecard is a tool utilised within the organisation to communicate the success in achieving the mission and objectives. The measurements utilised are used to communicate the outcomes and performance drivers within the organisation to internal agents such as employees and external stakeholders such as shareholders or governing agencies.

The innovation of the BSC is explained by Kaplan and Norton (2008) as the development of non-financial measures which support traditional financial measurements that enable organisations to create future value through their investment in customers, suppliers, employees, technology and innovated processes.

2.1.7.2.3 Main Aim of the BSC

For Van der Meer and Vosselman (2004), the main purpose of the BSC model is to put the vision and strategy of a company into action. Rather than control: strategy and vision are placed at the centre of managerial perspectives with an assumption that in establishing goals, personnel will behave and act accordingly to enable those goals to be reached (Debnath *et al*, 2004; Phillips, 2004; Kettunen and Kantola, 2005; Urrutia and Eriksen, 2005; Valiris *et al*, 2005). Quagini and Tonchia, (2010) emphasise that the Kaplan and Norton (1992) BSC Model has been extended (by Kaplan and Norton) to include strategic

maps that enable management executives to have a comprehensive framework that translates an organisation's strategic objectives into a coherent set of PM to include traditional financial indicators along with PM for customers, internal processes, technological innovation and enhancement activities. Kaplan and Norton (2008) stress the purpose of their model is to enable the organisation to develop a benchmark of performance indicators and develop the organisation through continuous improvement and further development of indicators to reflect the changing nature of the organisation as it undertakes this improvement.

2.1.7.2.4 The BSC Concept

In an interview conducted by De Waal (2002), Kaplan pointed out that there may be a sizeable gap between the vision and strategy developed by top managers and the implementation by frontline workers, and that problems within communication can make it difficult to close such a gap. Therefore, it is necessary to have a bridge between strategic and employee development. As the BSC has the language of improvement, it can clearly communicate strategy, translate abstract concepts into clear priorities for everyday action, and then relate organisation's initiatives to tangible outcomes. Through the use of BSC, the organisation and its employees can strive to satisfy efficiency targets, shareholders, customers, and the workforce (de Waal, 2003).

Lawson *et al* (2004) noted that the adoption of BSC can help in the transformation of the vision and the strategy into critical success factors (CSF) having four distinct perspectives: internal processes, financial, customer, and learning and growth. This correlates with the work of Kaplan and Norton (2000a) in that a number of measurements that are appropriate to an organisation can be derived from the CSFs and then compiled and balanced into the scorecard. There are numerous beneficial aspects to using a BSC, one being that it helps give incentives for the employees to buy-in to a joint vision of the company and work towards its achievement (Kaplan and Norton, 1992).

It is argued by Wongrassamee *et al* (2003) that BSC should acknowledge the sequential cause-and-effect relationships between measures of outcome and

their performance drivers. For an organisation to be more successful, each measure used by a BSC should be part of a series of cause and effect relationships that embody and communicate the meaning of the organisational strategy throughout the organisation (Kaplan and Norton, 1996c).

For Mendoza and Zrihen (2001) however, as a strategic tool BSC enables an organisation to have a set of indicators that correlates directly to its strategy. This then enables management to track the factors that influence corporate performance. The BSC has not just been hugely successful within the USA; it matches the older management control tool of France called the *Tableaux de bord*, which can be roughly translated as the *'performance scorecard'* (Bessire and Baker, 2005). It has been estimated that 60% of companies in the US Fortune 500 list have either implemented or are experimenting with a BSC (Silk, 1998). Quagini and Tonchia, (2010) identify that the BSC is the most popular current PMS model in use today in organisations around the world. Kaplan and Norton (1996a) consider that companies are going through a transformation that is revolutionary, with the scorecard technique recognising the use of measures that view the organisation in diverse ways, including stakeholder needs. Newing (1994) points out that goal congruence plays a central role in BSC systems. For Dinesh, and Palmer (1998), the BSC has evolved into a system for strategic management, with long term strategy of organisations being managed by it. In essence, the BSC approach is holistic, rather than it just being a PM system. Instead it is a system of management that can focus energies, skills and knowledge throughout the entire organisation (Kaplan and Norton, 1992).

Radnor and Lovell (2003) consider that managers are keen to use BSC in a balanced way, to get an appropriate weighting between financial and non-financial measures, between lagging and leading indicators, between short and long-term objectives and between the perspectives of performance, both internally and externally (Hasan and Tibbits, 2000; Andersen *et al*, 2004).

With vision and strategy at the centre, there is an assumption with BSC that staff will perform in a way that is necessary to achieve the goals of the company. The senior managers may know what the final results ought to be,

though not necessarily how to arrive at them. Managers might then be motivated to enhance their performance (Letza, 1996). The coming together of the different perspectives can be compared to benchmarking, a definition of which by Zairi (1992) establishes advanced performance through the identification of gaps in performance within an organisation and identifies best practice that should be emulated to enable an organisation to rectify and close these performance gaps.

Following its establishment, Kaplan and Norton (1996c) continued to develop their concept, and they showed how BSC could be measured as a structure and measure of intellectual capital and developed measures beyond the financial. Having established BSC in 1992, three years later Kaplan and Norton showed how it could be used as a complete tool for management (Lawson et al, 2004; Self, 2004).

Mukhopadhyay (2005) explains that during the adoption of BSC, the top management should agree a vision and strategy that could be central to future success. Secondly, these are split into decentralised business units that are communicated through the organisation for daily operations. Thirdly, business goals, milestones and resource allocation are planned and fourthly, the BSC is used for feedback and learning, as an iterative process. As such, during development, the vision can be changed (Kaplan and Norton, 1996a, b; 2008). Further clarification with regard to communication was provided by Kaplan and Norton, when they highlighted the importance of providing a common picture and understanding for the organisation, with the BSC providing explicit information about the stakeholder and customers (Kaplan and Norton,1996c; 2008).

In the Kaplan and Norton (1996a) article, the concept of BSC evolved from being a system of PM to a whole framework for an organisation, or its operating system. Five years later, the work of Kaplan and Norton (2001b) examined the role of BSC as a management system and they described how BSC could be used as a strategic mapping tool by organisations in order to achieve integrated and comprehensive transformations (Angel and Rampersad, 2005; Karathanos

and Karathanos, 2005; Wells and Weiner, 2005). Kaplan and Norton, (2008, cited in Quagini and Tonchia, 2010) describe how the inclusion of the strategic maps have expanded to BSC to provide a conceptual overview that defines the strategic objectives of the four conceptual areas used within the scorecard to provide prompts to organisations to enable them to undertake strategic mapping.

Further, Kaplan and Norton (2001a) claim that for the creation of an organisation that is strategy-focussed, BSC becomes a complete tool and Kaplan and Norton (2004a) express the belief that without a well described strategy management, executives struggle to communicate with their peers or to their employees, thus making the lack of shared understanding between the parties a communication barrier. This communication barrier impacts upon the activities and there is no alignment around the strategy in a heterogeneous manner across the organisation.

Following this, Gumbus and Wilson (2004) consider that BSC has evolved into a strategy map, with the strategy hypothesis being made explicit by the scorecard and the strategic hypothesis enabled to be shown as a set of cause-and-effect relationships that can be tested. The drivers (lead indicators) of the desired outcome (lag indicators) were the activities that had to be identified for the strategic hypothesis (Andersen *et al*, 2004). As Harlem (2002) made clear, the key for the successful implementation of strategy was for the organisation's personnel to understand the underlying hypothesis, to then align resources to it accordingly, to continually test the hypothesis, and to subsequently adapt it in real-time.

It is emphasised by Kaplan and Norton (2001c) that a successful programme of BSC should focus on mobilisation and momentum, and as such, is a project for change rather than a metrics project. According to Kaplan and Norton (2001c) will executive utilisation of BSC is to provide a vision of performance that is significantly greater than the current performance level within the organisation. Through the use of BSC the organisational focus shifts to governance that

emphasises team-based approaches enabling the organisation to deal with the transition to a new performance model (Kaplan and Norton, 2001c).

Kaplan and Norton (2008) describe phase two of their model cycle as the processes, which:

- Translate strategy into operational terms
- Aligning organisation practices to a strategy
- Make strategy a part of every employees everyday job roles
- Make strategy a process that is continual within the organisation
- Mobilise executive management to provide leadership and enable change

BSC characteristics, as summarised by Wenisch (2004), are shown in Table 2.4 on page 49. He considers that the implementation of BSC could be expected to lead to homogenisation, considering that the concept is applied to many countries. Kaplan and Norton (2008) identify that the BSC cannot be applied as a universal standard template as it needs to be customised to reflect and articulate the strategy of the organisation in the business environment within which they operate. The different environmental factors such as market situation, product type and cultural requirements need to be considered and this should be reflected in a customised developed scorecard that fits the mission, strategy, technology, and culture of the organisation.

Despite the relating of success stories by Kaplan and Norton, BSC has, as a concept, both high recognition and doubtful questioning within the research literature, and as such makes for an interesting topic of research. Proponents of BSC - often consulting companies and innovators of the concept themselves - have argued that it is an innovative PM and tool for strategic management. Its critics, however, have questioned its effectiveness as a mechanism for evaluation and also the quality of its control and communication (Malina and Selto, 2001). Bhagwat and Sharma (2007) identify that it is often the communication methods within an organisation or lack of information provided to the relevant stakeholders within the organisation who have to implement the

scorecard that undermines the BSC model. Also, Nørreklit (2000) has questioned the particular design features of the BSC.

Table 2.4: Characteristics of BSC (Kaplan and Norton, 2004 citing Wenisch, 2004:286)

PM from four perspectives	Learning and growth, Customer, Internal processes, Financial
Balance set of indicators	Financial and non-financial indicators Outcome measures and performance drivers (lag and lead indicators) Short-term and long-term orientation
Focus on strategy	Indicators should be deduced from strategy, and thus help to implement and measure strategy
Avoidance of proliferation of indicators	Use of reasonable number of indicators by focusing on the strategically most critical ones
Cause-and-effect relationship	Non-financials and financials should be linked in a logical way so that non- financials can predict future financial performance
Strategic management	Through communication and translation of the strategy into operational goals, related feed-back and business planning

It has been suggested by Ahn (2005) that in implementing a BSC, the organisation's appointed designers should take note that being good at scorekeeping alone is not a guide to the ability of the organisation to perform. One of the criticisms, according to Meadows and Pike (2010), is that organisations do the measurement but fail to review or track the outcomes of the measurement or interpret what the measurement scores actually mean in relation to performance. The analysis and total organisational commitment to improving performance is necessary (Baghwatt and Sharma, 2007; Fryer *et al*, 2009).

Despite the adoption of different versions of non-financial measurement frameworks, such as the Kaplan and Norton BSC (2008), Ittner and Larcker (2003) have argued that the cause and effect linkages between the measurements and desired outcomes have rarely been established. This creates a space for managers who are self-serving to manipulate measurements in a way that enhances their own earnings and bonuses. They have a discussion of four mistakes that organisations can make when attempting to measure non-financial performance, and offer six steps for doing it correctly (Kaplan and Norton, 1992; Mohamed, 2003; Gumbus and Wilson; 2004; Angel and Rampersad, 2005; Karathanos and Karathanos, 2005; Wells and Weiner, 2005).

Ittner and Larcker (2003) believes BSC are more controversial than indicated and there are criticisms from some other researchers. Nørreklit (2000), for example, considers that the concept is built on emotion and the authority of Kaplan and the University of Harvard. Nørreklit believes that, rather than based on logical or sound arguments, the model is conceptually unclear, and it relies on adjectives, analogies and metaphors that are attractive, extensive and unrestrained, such that the model is rather impressionistic and incoherent, with the use of exaggeration and heavily loaded words. Chang (2007) was highly critical of the use of the BSC in the NHS when the performance measures were separated from the political objectives of the government and clashed with the clinical guidance evidence. The use of performance measures from a business orientation had an ethos clash in the NHS according to Chang (2007) when local managers defused the performance measures into local terms. The use of emotional unclear objectives by upper management or government can be difficult for local managers to implement at the coal-face of supplying services to citizens while attempting to meet the various performance objectives.

Even so, a new and radical approach to the management of business has been delivered with the arrival of the BSC concept. A systematic development of vision and strategy is promoted, and the approach allows for verification of the strategy at any stage of the business, whether it has been failing or succeeding. It is important for the designers of BSC to note that each organisation operates

in its own unique environment and as such a BSC designed for one specific organisation might not be as efficient working in another (Kaplan and Nolan, 2008). For government agencies, the BSC from one agency (dependant on the agency's role in society) is not likely to be easily adaptable to another government agency sector. While there may be similarities in responses such as critical life or individual safety and security response for health, policing, some aspects of defence they may not be obvious similarities between sports and recreation with national utilities provision.

From a review of literature relating to policing and public safety organisation it is observed that the BSC is the preferred model for PM and PMS (Carmona and Gronlund, 2003; Carvalho et al, 2006; Fleming and Scott, 2008). Additionally the literature suggests that the BSC is more likely to suit the needs of the ADP as it is a comprehensive model that covers training and learning, financial resourcing, and customer perceptions for satisfaction (van Dooren, 2005; Tillema et al, 2010). As the ADP is wanting to develop into a world class policing and public safety agency by using a holistic model that does not just focus on the fiscal or where the organisation has more than one performance standard which they are required to meet (Quagini and Tonchia, 2010).

2.1.7.3 Business Excellence Models

Within industry, three awards have been developed to promote good business practice, competition, efficiency and effectiveness. These are:

1. The Malcolm Baldrige Award

2. The European Foundation for Quality Management [EFQM] European Quality Award

3. The Deming Prize

The EFQM model was established in 1992 to ensure transparency in the screening and grading process and to raise the standards of the PMS that qualify for the award. A framework was thus provided for assessing the European Quality Award as shown in Figure 2.4 on page 52. Tari (2010) has identified that the EFQM model is widely used in Europe to benchmark success

and in assessing applicants for such awards there is a belief that excellent performance results with resources, customers and society being achieved through the policy, organisational leadership, policies and strategies the organisations uses to manage and implement people, partnerships and processes.

☐☐ ENABLERS ────────────────▶ RESULTS ──────────▶

INNOVATION & LEARNING
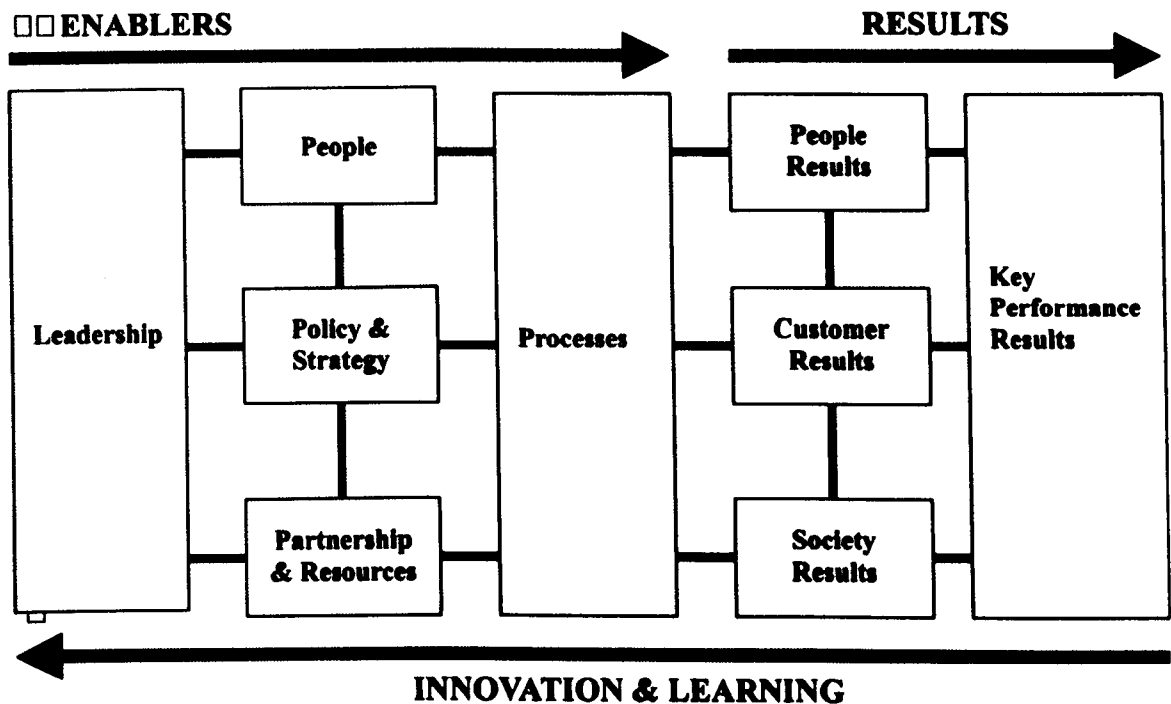
Figure 2.4: *EFQM Excellence Model: From George et al (2003:123)*

According to George *et al* (2003), the main aim of the EFQM model is to provide support to the management of European companies so that they can achieve global competitive advantage through an acceleration of the acceptance of quality. The model aims to assist and encourage organisations across Western Europe to focus on improving quality and promoting an organisational culture to foster it. The model is adaptable to all types of organisation from public to private, industry to the service sector, in the education or health sector, non-governmental organization [NGOs] or in public administration in general. EFQM enables organisations to conduct their own quality audit, however, Dickinson *et al* (1998), take a critical perspective that the design of the model is to the benefit of very large corporations that have the resources to continuously compete effectively with less powerful or less influential organisations having less of a

Page 52

chance in a competitive market. Part of the criticism of EFQM is that is closely associated with TQM according to Bou-Llusar *et al,* (2009) and thus can encounter cultural difficulties in countries such as Spain where there are cultural clashes between the organisational drivers and the local traditions. When looking at government agencies funding and internal leadership there are issues identified that undermine this system (Jacob and Suckling, 2007). Without extensive leadership support and the determination to include long term systematic management the learning developed by these systems are often delayed in the implementation of best practice. Another issue identified by Jacob and Suckling (2007) is that without consistent and coordinated communication through the various agency departments there is poor linkage of strategy to support the implementation of change to improve performance.

2.2 Critical Success Factors: PMS

CSFs are considered by Rockart (1979) to be those aspects of an organisation for which there ought to be very near optimum performance. It is thought that CSF need to be prioritised according to their potential to benefit the organisation, with those at the top of the list being factors that give the greater return (Williams and Ramaprasad,1996). Pathak *et al* (2010) argue that CSF should have constant and careful attention by management to enable the organisation to achieve its strategic performance objectives. Rockart's (1979) analysis of the concept of CSF showed it had three basic categories, namely: contextual sector, organisational strategy and objectives, and individual management factors such as role and functions. Further to these three categories for factors, Rockart (1979) also suggests that management are required to take several steps to successfully implement viable CSF, as follows:

- the identification of the product or service and related processes, which includes the choice of points of entry and exit of the sub-system, so that stakeholders can agree on the parameters of the process.
- the documentation of the process through talks and interviews, as no one person knows the whole process, so stakeholders need an opportunity to contribute their knowledge.

- the transfer of information into a visual representation that enables an easier identification of activities that do not add value to processes, such as bottlenecks, waste, delay and duplication, so that these can be eliminated. The visual representation facilitates stakeholder involvement, and the spotting of the relevant activities, and with clear and concise documentation of the process, opportunities for improving the performance of the organisation are easier to find (Kaplan and Norton, 2001).

According to Kanji (2002), the top management must be the source of the drive to establish an effective PMS and it must be a demonstration of their higher level commitment. In designing such a system, for it to be robust, the management needs to consider the required CSF which include:

1. The provision of cross-purpose benchmarks that can be viewed across all of the organisation's functions

2. A strong relationship of the objectives, strategy and values of the organisations

3. The recognition of CSF as key drivers of performance

4. CSF need to be easily measured by all levels of staff

5. The process needs to be transparent so that all activities can be easily monitored an deviations swiftly addressed

6. The system needs to be designed so that employees, who are responsible for excellence are rewarded, such that there is a sense of competition amongst staff

7. The system requires regular reports of progress so that an organisation can establish viable programmes for development and improvements.

Rosacker and Olsen (2009) found that the implementation of CSF in public sector organisations has a difference emphasis and variability on impact when compared to private sector organisations. A key area that Rosacker and Olsen (2009) identified as having an impact is personnel and their training and experience that they had along with management. In the implementation of

projects within public sector agencies Rosacker and Olsen (2009) found that there was not experience or knowledge in the existing staff and this impacted upon the success and effectiveness of the project outcomes. A recent Barhani study found that leadership, communication, trust and motivation were all CSF that impacted on the organisational performance (Al-Alawi *et al*, 2007). When looking at UK public sector service improvement Hodgson *et al* (2007) identify that trust, leadership and effective review processes where key CSF that need to be address to ensure improved performance with public sector organisations.

According to Fryer *et al* (2007) the successful implementation of continuous improvement projects such as PMS depend on organisational culture within the agency and the use of tools and approaches which focus on developing a continuous improvement culture within an organisation. The benefits of developing a culture which supports continuous improvement includes non-fiscal and fiscal factors according to Fryer et al (2007). Some of the critical success factors identified by Fryer *et al* (2007) for the public sector include management or leadership commitment, training and learning strategies and practices within the organisation, communication between departments and a commitment to communication, organisational processes and the people within the organisation. The commitment of personnel to support the implementation and performance of PMS within organisations according Fryer *et al* (2007) is dependent on employee empowerment, rewards systems and overall motivation. Motivation within the organisation depends on trust between the day to day line management and also the executive management for public sector which leads to external stakeholders such as the political controllers.

Cagnazzo *et al* (2010) and Wahid and Corner (2009) highlight the need to have performance indicators that reflect the organisation setting and that are linked to the development of quality and thus performance improvement within the organisation. For Cagnazzo *et al* (2010) CSFs consideration need to be embedded in the culture and ethos of the organisation which is undertaking PM and therefore creating a performance management process. Without a cohesive communication between the organisation at all levels Wahid and

Corner (2009) emphasise that the implementation of performance values and strategic plans to improve performance are undermined.

2.3 The Impact of Organisational Culture

A focus on the influence of organisational culture forms the second major section in this chapter. It is noted that, potentially, the most important factor in promoting the utilisation of PM, is the adoption of an organisational culture that is results-based, and in which the measuring of performance is considered routine and integral to the focus on achieving the overall mission. If an organisation is 'results-based', then goals and objectives are communicated to the employees who have the authority to achieve the established goals. The employees are then rewarded for success or held accountable for failure. Incentives and rewards are considered helpful in reinforcing the clarity of goals. In work situations where the goals are unclear to workers, PM is not considered a useful tool, however when the consequences of performance are reflected in rewards and sanctions, PM is considered more important and its use is more easily reinforced.

2.3.1 Defining Organisational Culture

Organisational culture is a concept that is defined here as a set of norms and behavioural expectations that are shared to characterise a corporate identity, according to Hill and Jones (2001). Beugelsdijk *et al* (2009), provide an overview that organisational culture can refer to the shared values and beliefs of the members of the organisation as well as the perceptions of organisation process which typify the organisation. If there is no understanding of the cultural forces that are impacting on an organisation internally and externally according to Schein (2010), the organisation can suffer as a result of this lack of understanding why individuals and groups are behaving in a particular way. For the purpose of this thesis organisational culture is defined as the wider social background of staff which is shared within a public organisation, the environment of the workplace, the communication and management style of the workplace organisation and standard processes and practices which occurs

within a defined organisation. Hofsted *et al* (1990), developed a leading theory of organisational culture and demonstrated that the culture of the organisation effected its management and performance. Hofsted *et al* (1990), uses five factors which are utilised to grade organisations and their ability to change and adapt. These five factors are power distance, uncertainty avoidance, individualism versus collectivism, masculinity versus femininity and time orientation. These factors can be utilised within the definition used to describe the effects that impact on the definition of organisational culture but they can be supported with other management ideas such as Al-ALawai *et al* (2009) use of the Gupta and Govindarajan (2000) framework. Al-Alwai *et al* (2007) advises that each organisation has its own unique culture which develops overtime. The performance of organisations, their success and ability to adapt to change can be explained through an understanding of organisational culture. The perceptions of staff in an organisation can be reviewed to assess the attribution to cultural factors according to Beugelsdijk *et al* (2009). An example of this perception testing can be found in surveying the staff where employees may positively agree to a description of their organisation as being hardworking and committed to providing services to the customer. In the context of public sector organisation this perception could be expressed in the mission statement: *"to protect and serve"* for policing organisations.

Mullins (2007) identifies that there are three main approaches to organisational behaviour and culture, these are the technical structures of an organisation, the human relations approach which focuses on the psychological and social needs of people and the systems approach. The systems approach to organisational behaviour provides an opportunity according to Mullins (2007) to link the technical and social variables found within organisations.

The key criticism of organisational culture and the various theories related to organisational culture, according to Elbanna (2008), has been the focus of studies undertaken in Western or US organisations and therefore organisational management studies could be perceived as culturally free. The issues with organisational culture and studies with organisations within developing countries is there has been little or no systematic application for the conceptual

studies of organisation in developing or middle eastern countries (Elbanna, 2008 & 2010). There has been some cross-fertilisation of ideas in relation to PMS and organisational culture between developing and developed countries according to Beugelsdijk *et al* (2009) yet the majority of the studies have been undertaken in developed nations. Beugelsdijk *et al* (2009) identify that there is some limitations about the studies as the majority that have been undertaken have been the private sector. The nature of the public sector in developing countries is different to developed nations (Mimba *et al*, 2007) as they often don't have the flexibility or support to adapt to an environment which is rapidly changing due to global, political and external pressures (Beugelsdijk *et al* (2009).

Public sector agencies in developing nations that are dependent on their political structure may have less autonomy than those found in developed nations. Within the private sector there is an assumption according to Beugelsdijk *et al,* (2009) that organisation will have relative autonomy which allows them to develop their own goals, performance standards and measures along with hierarchal structures. Public sector organisations have less control of their autonomy than those in the private sector and this is compounded in developing nations where there may even more centralised top level government control that impacts on government agency autonomy (Van Helden, 2005). Beugelsdijk *et al* (2009) suggest that public sector organisations in developing nations are more likely to be creatures of their environment rather than masters of their own destinies. In profit-based organisations, according to Gupta and Govidarijan (2000), the organisational culture involves six categories: people, process, leadership, reward, information systems and organisational structure. Fryer *et al* (2009) identify that for improvements to be made the organisational culture of the entity needs to be supportive, conductive and sustaining the development. As there is a different focus in public sector organisations the Gupta and Govidarijan framework (2000) was modified to reflect the nature of public sector organisations and this model can be seen in Figure 2.5below on page 61.

Jones and Seraphim (2008) undertook a study in the UAE private sector and identified that when compared to developed countries the cultural and social environment was contextually different although the UAE was different from the stereotypical view of developing countries. When undertaking change in the UAE, Jones and Seraphim (2008) recommend that the cultural environment be assessed as it is more likely to be described as an unfavourable environment and highly resistant to change. The organisational culture needs to be considered within any change and Jones and Seraphim (2008) suggest that a phased shift should be considered when undertaking organisational cultural changes.

The organisational structure in Gupta and Govindarajan's (2000) organisational culture framework does not consider the public sector stakeholders and environmental needs that these organisation work within (As shown in Figure 2.5). Organisational structure was expanded and labelled as Work Environment. This new label reflects the environmental conditions of needing to respond to both government and the general public that the ADP as a public sector organisation encounters, as well as meeting political expectations. The working environment of the ADP includes the organisational structure as not all the divisional activities are arranged in the same manner and this it is also the location which impacts on the working experience and work flow. The organisational structure in the ADP, whilst roughly describe as hierarchical, the location of control may be locally or from the central headquarters and thus the management is both centralised and decentralised dependent upon the organisational unit within the ADP. Another area of Gupta and Govindarajan's (2000) organisational culture framework which was adapted was to change the label of Leadership to Management Style. It was felt that the management style of the organisation including leadership would be more appropriate as the ADP like many policing organisations has a strong military structure and the associated military management style. The management style over all and within departments is likely to be a key factor for the success or failure for any implementation of change.

Al-Alawi *et al* (2007) identifies that government sector institutions which have adopted a modern management style have undergone cultural transformation to develop into flexible working environments which can rapid adapt to new challenges and the need for change. The label '*people*' was replaced with the label '*Staff*' since the ADP is a public service organisation and has a remit to the general public it was felt that there was some potential confusion about the use of the term '*people*'. In this environment '*people*' could also refer to the general public and for the organisational study it was felt that staff was more reflective a term when describing the employees of the ADP. The rewards system of the ADP is associated with the motivation of staff and this component was swapped on the diagram with communication.

In Al-Alawi *et al* (2007) diagram of Gupta and Govindarajan (2000) framework communication is described as the interaction between staff and the organisation. For an organisation which depends upon communication, such as a policing organisation the emphasis on communication it was felt to be a whole aspect on its own not just a component which affects the staff. A key part of a policing organisation is the ability to communicate and share operational information between divisions and departments to enable the creation of safe communities and reduction of crime. Berry (2008) identifies that the staff perceptions of their organisation's impacts on their assessment of the performance between teams and intra-departmental settings along with their assessment of the performance of the line and executive management levels.
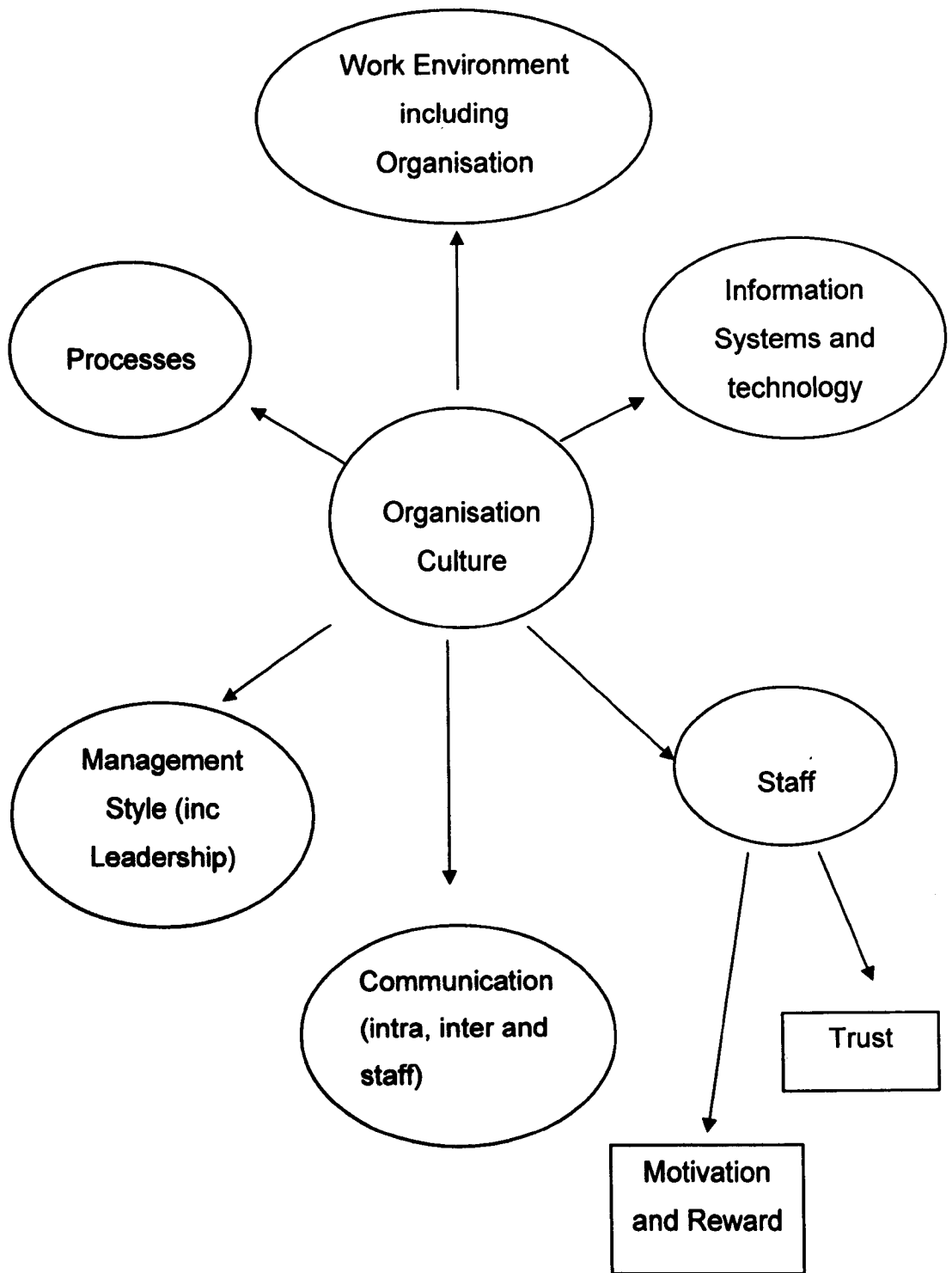
Figure 2.5: *Organisational Culture Framework for the ADP adapted from Gupta and Govidarahan (2000) and Al-Alawi et al (2007).*

2.3.1.1 Management Style

How an organisation is run is often described by the term 'management style'. This term is an encompassing phrase which can also include the leadership approaches of middle and executive management. Fleming and Grabosky (2009), in their discussion of developed country policing organisation, describe it as historically being a well-planned military-style operation. For policing organisations such as the ADP there has traditionally been an approach which is described as being very bureaucratic (Terpstra and Trommel (2009). Terpstra and Trommel (2009) highlight that traditionally policing organisations are described as rigid, rule-oriented, closed and ineffective, with citizens playing only a passive role. With the development of NPM and its implementation into policing and public safety organisations this bureaucracy in developed countries has said to change the management style from an inapproachable formal chain of command to an organisation which enables staff to present new ideas as there is a focus on more business-like practices. As Fryer *et al* (2009) identified the use of business management styles and approaches within public sector organisations are a key feature of NPM. Terpstra and Trommel highlight that the implementation of NPM in the Netherlands public safety sector has created a greater focus on customer interactions and outcomes (2009).

Fryer *et al* (2009) highlight that as the performance management system of an organisation develops it provides an opportunity to develop the management style utilised within the organisation. However, it is necessary to have the leadership support initially to enable organisational change (Parida & Chattopadhyay, 2007). Leadership in policing organisations, according to Loveday (2008) is not only the authoritative authentic leadership but also the capability of management to adapt to the situation that they encounter. Leadership, according to Loveday (2008), requires managers to be trustworthy, self-aware, with an additional awareness that they may need to adapt their approach in different situations within the organisation. To improve performance within an organisation and develop the quality and participation in a performance improvement culture, according to Tari (2010), the organisation needs to have management leadership. Berry (2008) identifies that there is

often not a discernable leadership approach in many of the middle managers within the public sectors as they are too focused on the day-to-day performance and not on the strategic long-term goals of the whole organisations. This lack of cross-departmental communication or collaboration due to poor leadership is likely to undermine the development of a performance improvement culture within an organisation (Bhagwat and Sharma, 2007). Butler (2009) suggests that quality management approach is associated with open management styles, delegated responsibility and increased autonomy for staff. It is the tension between the control style of management and operational approaches which can impact on the development of quality improvement (Brudan, 2010).

There are concerns that the use of NPM within policing organisations, according to Loveday (2008), is resulting in a target-lead management style which is creating dissatisfaction within the ranks and actually provides negative public impressions as the police respond to government diktats for results-based management and in some cases creates the criminalisation of young people. As highlighted in a UK example where the Penalty Notice for Disorder which gave police offices a better target score, was being overused for minor offences and infringements which would have been more appropriately handled with police discretion under community relations (an item which had a lower target score). The centralised top-down performance targets and focus being applied did not reflect the specific environment in which the various policing organisations worked within Loveday (2008) asserts that the use of performance targets in some organisations as a result of the political stakeholders in central government caused greater disharmony and dissatisfaction in the communities the policing organisations were operating in due to the requirement and use of unspecified targets to justify performance and funding.

Sotirakou and Zeppou (2006) identify that a lack of knowledge and understanding in management about the benefits of PMS due to resistance to change about PM can create a top-down dominating leadership style which is controlling and thus creating an even more rule-bound working environment which is contrary to the rationale behind implanting and organisational PMS. If the approach of management is to use PMS as a control tool then the purpose

of the PMS organisational improvement is reduced to hidebound and potentially dysfunctional behaviour rather than being the energising tool to support organisational change and improve performance. There is some concern that with the move to a business-like approach that public sector organisations will lose some of the ethos that they have previously held and become individualistic and short-term goal focused (Fryer *et al*, 2009).

Elbanna (2010) identifies that with Arabic nations, and in particular in Egypt, that the traditional leadership style has a strong hierarchical nature and those managers in the lower levels of an organisation are less likely to be involved in the strategic direction of an organisation. Jones and Seraphim (2008) identified in the UAE context management views towards subordinates are more likely to be that of controlling and giving instructions and subordinate's participation is not accepted as routine management communication. Yet Al-Alawi *et al* (2007) identifes that there have been some cultural transformations with the adaption of modern management styles to make organisations more flexible within Bahrain.

2.3.1.2 Work Environment

The wider environment where the work occurs in public sector organisations can impact upon the systematic application of the conceptual study of organisations according to Beugelsdijk *et al* (2009). According to Hofstede *et al* (1990 and 2010), in environments such as Arabic countries, for example the UAE, that have strong Power Distance [PDI] (80) and Uncertainty Avoidance [UAI] (68) Index values, the external environment must be considered as well as the internal environment. Under Hofstede's ranking values for Arabic countries, they suggest that due to the power dynamics and the external culture of the society the ultimate power and authority, and the rules, laws and regulations - developed by those in power - reinforce their own leadership and control while the society does not readily accept change and is very risk- averse. Rees and Althakhri (2008) confirmed that the Arabic nations are still affected by the strong masculine nature of the society and the high levels of power dynamics identified by Hofstede *et al* (1990 and 2010). Beugelsdijk *et al* (2009) suggest that the clauses within wider society have an effect on the performance of organisations

that is embedded within that society. The environment of developing countries is rarely benevolent, according to Beugelsdijk *et al* (2009), given the social, political and economic problems that developing countries face. Issues such as scarcity of financial and human skilled resources along with unpredictable political incentives according to Beugelsdijk *et al* (2009) create difficulties for public sector organisations attempting to address the challenges that development creates within these developing countries. Difficulties such as political turmoil, hyper-inflation and the impact of foreign-exchange crises can also create difficulties and it may be difficult to shield any individual public sector organisation. The everyday environment of the society may also have a large impact and these conditions may influence the behaviour that occurs within the organisation. An example of this is corruption or *'clan'* culture. The attitude to what actually constitutes corruption within the Middle East is different to the attitude found in the UK. Again, the relationship and extended family culture in the Middle East is different from the individualist approach found in Western European nations. Jones and Seraphim (2008) identify that within the UAE there is a strong concern within the society in relation to the respect and maintenance of social status of the individual and their role in the wider family. For example, a younger employee, according to Jones and Seraphim (2008), is unlikely to comment on the performance of an older colleague as they would respect the age and wisdom of the colleague and therefore would be unwilling to attribute the possibility that they have more knowledge or that their colleague is incorrect.

Work Environment is the organisational structure as well as the external work environment. This is more likely to have an effect on public sector organisations as the majority of the work does occur in the public eye and the perceptions and feelings of the public impact on the work environment for staff for public sector organisations. The need to address the internal and external factors was influenced by Hofsted *et al* (1990).

Beugelsdijk *et al* (2009) emphasise that within the public sector organisations, in developing countries, there are further constraints on the organisation due to the structural organisation and attitudes within the civil service due to the high degree of centralisation, with uniform and rigid civil service rules and procedures. As such, there are further limits to the degree to which decisions can be made with regard to innovation, motivation and disciplining of employees. Mimba *et al* (2007) also identified that the power relationships and political processes within developing countries will also affect the supply of performance information within public sector organisations as there are specifically four characteristics that impact on public sector decision-making, control and accountability. Organisational autonomy is also constrained by limits set by public sector stakeholders and according to Mimba et al (2007) in developing countries external stakeholders - such as the general public - have limited involvement due to the high levels of corruption and the political manipulation of these organisations. Also Mimba *et al* (2007) stresses that developing countries historically have had a low level of institutional capacity due to poor rates of pay and the rapid turnover of staff, with patronage and political changes leading to vulnerability amongst leaders.

Siddiquee (2010) identifies that those developing countries where there has been political stability along with a development of living standards, the effect of corruption, low institutional capacity, informality along with a limited stakeholder involvement is not as great as those countries which still experience extreme levels of poverty within the general population.

The organisational culture of the agency according to Khakpour *et al* (2009) is a key factor which impacts on the development of PMS within organisations and there needs to be a strong communication programme which provides accountability for decision making, recognition for staff and opportunities for feedback to encourage the staff to participate in the development of performance measures.

2.3.1.3 Process

Micheli and Mazoni (2010) suggest that for an organisation to gain benefits from a PMS the processes in which the organisation implement, develop and then utilise the developed PMS needs to be effective as well as user-friendly. A wide range of data needs to be collected and accessible for all levels of the organisation. However, if the processes to access and utilise the data are difficult, the process to have accountability and true PM within the organisation is undermined. Moulin (2007) and Marchand and Raymond (2008) identify that participation in PMS enables the organisation to improve performance and quality of the outputs from the organisation.

2.3.1.4 Staff

The cornerstone of an organisation is its culture, which includes the values, beliefs, and shared understandings of the organisational members. Effective organisations actively manage culture, recognising it as the cement that holds the organisation together. Culture components can include motivation, goals, job design, support, internal customer supply chain, work group leadership, communication, empowerment, performance, morale, and readiness (Hennessey, 1998:526)

2.3.1.5 Communication

Several literature resources have identified that communication of performance and communication within an organisation is an important factor for maintaining quality and success of the organisation (Khakpour *et al*, 2009; Wahid and Corner, 2009; Cagnazzo *et al*, 2010). Alrwais (2007) identifies that if an organisation wants to implement PM to stop factors such as resistance to change or greater organisational deviance it is essential that any project and organisation has communication as an organisational priority and provides an opportunity to link performance with the ability to transfer knowledge between departments (Khakpour *et al*, 2009)

2.3.2 Environment and Organisational Culture

Neely *et al* (2005) consider that following the development of a PM system it needs to be implemented and so it is necessary to interact with the wider organisational environment and organisational culture. Fundamentally, there are two dimensions to the organisational environment: firstly, there is the internal environment within the organisation itself; and secondly, there is the external environment, which is the market within which the organisation competes. These dimensions are discussed below in the following sub-sections.

2.3.2.1 The Internal Environment

The concept of a strategic control system was introduced earlier and PMS was considered a part of a wider system that included the setting of goals, feedback and reward or sanction. It has been argued by strategists of business that it is necessary for the business strategy to match the wider system (Hrebiniak and Joyce, 1985; Lorange, 1982). It has also been suggested by organisational culturists, such as Weick (1985) that cultures and strategies are synonymous, and so, it can be argued that it is necessary for PMS to be consistent with the culture of an organisation. For example, if there is a culture of blame within an organisation, it is easy to envisage the result as the introduction of a measure of the number of defects that each operative has produced. The introduction of such a measure would be questionable, as it could encourage employees to lie.

2.3.2.2 The External Environment

For Neely *et al* (2005), there is an assumption that there are two distinct elements to the external environment, that being the competitors and the customers. A PMS that is balanced would provide information, relating to both of these elements, to the organisation managers, as discussed earlier. There has already been a discussion with regard to measures of customer satisfaction (see performance measures relating to quality), and so, this section has as its focus, the measurement of competitor performance. Benchmarking is a technique that can be used to measure competitor performance, though it does not only have a focus on competitors, indeed, there are four basic types of benchmarking as follows:

"(1) Internal : Corporately internal, though maybe external to a particular business unit or plant. A major advantage is that there is a minimisation of problems with regard to access and data confidentiality.

(2) Competitive: The collection of data that can be directly compared is difficult, however this is probably the most beneficial type of benchmarking.

(3) Functional: This type of benchmarking involves a functional comparison of companies that are similar, though not directly in competition.

(4) Generic: This type of benchmarking involves the comparative study of business processes that are truly generic, for example order entry and invoicing"

Neely *et al* (2005:1251)

2.4 The Use of Performance Measurement in the Public Sector

A core issue for many decades has been the PM of the public sector according to van Helden *et al* (2008) who suggest that this focus has been reinforced by the New Public Management (NPM) approach where government have being moving from the Keynesian economic approach to greater emphasis on the planning and control of outputs and outcomes. This directional change and the requirement of government sector agencies to develop their public sector PM from solely fiscal measures has meant that there are several disciplines which have been involved in the development of PMS applications around the world. However, this development according to van Helden *et al* (2008) has not been collaborative between the discipline areas.

2.4.1 Empirical Studies of Performance Measurement Systems

In an attempt to overcome evident shortcomings, performance measures have been continuously expanded, refined and tailored so that they are more appropriate to the context of different objectives (Behn 2003). Measures can then be used at the operational level as a control tool while at the strategic level as a management tool and thus PMS can undertake both individual performance management analysis but also enable an organisation to undertake performance management (Neely, 2008). Different stakeholders and users interpret and use the PM concept in different ways. Public servants and private sector employees, at administrative and managerial levels, for example, usually see indicators in the context of accountability and transparency. Managers in these contexts have been seen to use them more than political or other users (Khakpour *et al*, 2009). Also, it has been found that there is much more use of performance indicators in local government, rather than central government (Kloot and Martin 2000). Another point of note is that performance indicators are, for professionals, public servants and general users, mixed in nature, consisting of measures that illustrate whether efficiency and effectiveness in the use of resources has been achieved. However, for politicians and the top managers of organisations, they are primarily adopted as a method of controlling resources and as an aid to decision-making. The PM concept then interpreted in different ways depending on the context, and in certain circumstances the variation of approach can be quite marked, especially in uncertain circumstances (Kloot and Martin, 2000; van Helden and Johnsen 2002). Sidaquee (2010) highlights that while development has occurred in developing countries through the introduction of NPM and greater levels of accountability that unless the PM approach within the organisation reflects the environment in which the organisation is working within, there can be specific issues as some private-enterprise concepts do not transfer easily to public sector organisations.

In the research of Julnes and Holzer (2001), they surveyed state and local government officials in order to spot what were the main reasons for the use of PM in public sector organisations. Studies prior to theirs that had been upon the

adoption and implementation of PM, had found that technical and rational factors, external requirements, access to information and the orientation of goals were all seen to hinder the full scale implementation and adoption of PM. The actual process of implementing PM has been found to be mainly influenced by political and cultural matters, such as positive attitudes towards risk-taking and change, and the existence of influential third party interest groups, both internally and externally. Further to this, Julnes and Holzer (2001:P.696) found that the use of PM was more frequent in relation to the measure of output in the areas of organisation of "*programme management, strategic planning, resource allocation, monitoring, and in reporting to internal management, community, elected officials and media than are efficiency and outcome measures*". More recently, the study of van Dooren (2005), within which a questionnaire was conducted of a number of key implementers of PMS, found that an organisation's practices, causes and effects and key targets were the context that generated a high demand for PM and its key indicators.

The work of van Dooren (2005) also discovered a relationship between implementation of the key PMS and a variety of factors such as: characteristics of the outputs and outcomes measures, political interest, size of the organisation, level of discretion of operators, available resources, and goal orientation. Van Dooren's (2005) study recommends that all agencies and public institutions implement PMS, however, with a warning that these systems are mostly suitable for large organisations. In addition, van Dooren (2005) advises that for smooth implementation and adoption of the process, the organisation should have outputs that area as transparent as possible and, in having a key objective for the PMS to strongly match the key objectives of the organisation, there should be low on ambiguity and discretion and high on routine. It was discovered that the lack of resources does not explain the adoption and implementation of performance systems, because it constitutes an important barrier for PM (both for adoption and implementation) according to van Dooren, (2005:). In relation to political matters, van Dooren (2005:373) highlights in this study that this "*was found not to be a determinant factor in the explanation of the degree of adoption and implementation*".

Table 2.5 below page 73, contains a comparison of previous research in the field of PM within the general practice context. The table contains the organisation, source, research method and relevant questions or objectives of the research. Included also is an analysis of the factors that affect the utilisation of a PM and an analysis of how efficiency and effectiveness are effected by PM.

A key finding in the literature about PM is that the organisational culture impacts upon the contextual environment which the PMS is applied according to Khakpour *et al* (2009); Bou-Llusar *et al* (2009), Elbanna (2008), Alruwais (2007); and Franco-Santos *et al* (2007). Individual participation and motivation was another factor discussed in the literature but this mostly linked the communication of strategy within the organisation (Jalaldeen *et al*, 2009; Alruwais , 2007; Franco-Santos *et al*, 2007; Parida and Chattopadhyay, 2007; Gomes *et al*, 2007). Several of the sources provide examples of models and approaches which organisations could utilise when developing PMS for the environment (Micheli and Mazoni , 2010; Yasin and Gomes, 2010; Barchand and Raymond, 2008; McAdam *et al*, 2008; Olsen *et al*, 2007, Parida and Chattopdhyay, 2007).

Table 2.5: Review and Comparison of Research in Performance Measurement

Source	Purpose of Study	Method	Findings
Al-Alawi et al (2007)	Organizational culture and knowledge sharing: critical success factors		The research findings indicate that trust, communication, information systems, rewards and organization structure are positively related to knowledge sharing in organizations. Further research is required to understand the impact office politics on the knowledge sharing between government agencies
		Mixed methods Case Study	This research reiterated that the Bahraini society is influenced by traditions of household, tribe, and especially religion of the Arab and Islamic world. These factors define people's beliefs and behaviours, and thus exercise strong influence in the performance of business organizations. This study identified a structure adapted from Gupta and Govindarajan (2000) which could be utilised by Arabic agencies when exploring the role of organisational culture has on government agencies highlighting that the Arabic and Islamic influence may be creating an environment which is different from that experienced in developed countries.
Alruwais (2007)	What are the reasons for selecting BSC as a PM? STC Saudi Arabia		Using BSC in STC which was private enterprise in Saudi Arabia
		Case study	The organisational culture was a key factor which impacted on the development of a PM system within this organisation. To counter the difficulties encountered the organisation need an education and training program As part of the recommendations the author suggests that the organisation which into undertake this approach should utilise a strong communication program for the project as well as ensuring that communication is addressed as an organisational priority
Bou-Llusar, Escrig-Tena, Roca-Puig, Beltrán-Martin (2009)	An empirical assessment of the EFQM Excellence Model: Evaluation as a TQM framework relative to the MBNQA Model	Structured Questionnaire	That through the use of meeting the requirements of EFQM Excellence Model requirements 446 Spanish companies benefit in implementing an operational framework for TQM. The Excellence awards model enables the organisation to address both technical and holistic requirements within the organisation. The participation in the EFQM Excellence Model has enable organisations to develop their focus on improving quality and standards for not only service provision but also people management.
Elbanna (2008)	Planning and participation as determinants of strategic planning effectiveness Evidence from the Arabic context	Questionnaire	Investigation of the relationship between management participation and strategic planning effectiveness and planning practices. Management participation was not found to be significantly associated with strategic planning effectiveness. The Strategic planning practices within organisations and management both jointly enhance the effectiveness of strategic planning. The need to include employee in any organisational change or the development of strategic policy impacts on the long term effectiveness of planning implementation.

Source	Purpose of Study	Method	Findings
Franco-Santos, Kennerley, Micheli, Martinez, Mason, Marr, Gray and Neely (2007)	Towards a definition of a business Performance Measurement System	Literature Review	That the definition and type of Business Performance measurement systems [BPM] in use is dependent on the organisation which is located. The paper provides a structure and set of characteristics that could be used as reference framework. BPM need to contain performance measures and a supporting infrastructure to enable the measurement of performance. Five categories of the role of BPM suggested are: measurement performance, strategy management, communication, influence behaviour and learning and improvement. Advises that systems need to be specific and explicit in describing the performance measures.
Gomes, Yasin and Lisboa (2007)	The effectiveness of hospitality Service operations: measurement and implementation concerns	Qualitative semi-structured interviews	Operational performance approach utilised to assess the services operational effectiveness (SOE) measures need to provide consistency. Three indicators exist: availability, quality and the efficiency. Through the use of an operational performance approach which utilises these three indicators the organisation is likely to develop a performance measurement system which facilitates them increase their performance quality and customer satisfaction levels.
Jalaldeen, Karim and Mohamed (2009)	Organizational Readiness and its Contributing Factors to Adopt KM Processes: A Conceptual Model	Literature review	For the implementation of a knowledge management process including systems such as performance measurement the organisation needs to address is operational readiness to undertake new business processes. Some of the factors include organisational knowledge about systems and processes, infrastructure capability (IT), management rationale (trust, leadership), individuals motivation and willingness to implement new systems and strategic policies.
Jones and Seraphim (2008)	TQM implementation and change management in an unfavourable environment	Case Study	Identifies that TQM implementation in the develop world is different to that of the UAE even though the UAE is not a classical stereotype of a developing country. The cultural and society factors within the UAE means that organisation should consider undertaking a cultural phase change as the existing environment is considered to be unfavourable due to cultural and workplace factors such as high masculinity, status maintenance and the focus on cost implication over wellbeing.

Source	Purpose of Study	Method	Findings
Khakpour, Ghahremani, and Pardakhtchi (2009)	The Relationship Between Organizational Culture and Knowledge Management (Cultural Barriers and Challenges of Knowledge Sharing)	Literature review	The implementation of any project will depend on the organisational culture. Factors that impact include the contextual environment in which the organisation is involved in. The nature of the performance measurement system, and the communication and other processes found within the organisation. There is a link between the performance of an organisation and their ability to transfer and create a knowledge management system.
Kloot and Martin (2000)	Strategic Performance management : A balanced approach to performance manage issues in Local Government	Literature Review and Qualitative Interviews	Reports on research into performance management systems in local government using the four dimensions of the balanced scorecard: financial, community, internal business processes and innovation and learning. It shows how the focus in this system of local government has been on the results of council work, ie. financial performance and to a lesser extent on how the community views performance. Local government PM pays much less attention to the determinants, or means of achieving long-term, sustained organizational improvement in internal business processes, and innovation and learning
Marchand and Raymond (2008)	Researching performance measurement systems, An information systems perspective	Conceptual paper based on literature	Conceptual paper that links IS design to the development of PMS and the development of PMIS. Addresses PMS from an IS perspective. No matter how holistic the system intends to be the infrastructure through its application in a IS application needs to be user-friendly and accessible for all levels of the organisation or the necessary data for PM is undermined and not a true reflection of the performance occurring within the organisation.
McAdam, Hazlett and Anderson-Gillespie (2008)	Developing a conceptual model of lead PM and benchmarking: A multiple case analysis	Multi Case Analysis	Found that the effect of external drivers for lead PM and benchmarking was mediated by organisational context factors such as level of progression in business improvement methods. The legitimating of the business improvement methods used for this purpose, although typical, had been extended beyond their original purpose with the development of bespoke sets of lead measures. Paper highlights the practical implications with examples of methods and lead measures are given that can be used by organizations in developing a programme of lead PM and benchmarking.
Micheli & Manzoni (2010)	Strategic PM: Benefits, Limitations and Paradoxes, Long Range Planning	Literature review	Suggests that design and purpose of strategic performance measurement system [SPMS] should if effectively designed and implemented will contribute to organisational performance through development of effective solutions and applications for the environment in which the organisation is working. The PMS should be either strategic or solely operation as the view point of the management is likely to effect the outcomes and the effectiveness of the performance measures in the organisation.
Moulins (2007)	Performance measurement definitions, Linking performance measurement and organisational excellence	Viewpiont literature commentary	Provides a definition of Performance measurement and describes a clear relationship between performance measurement and organisational excellence

Source	Purpose of Study	Method	Findings
Nah, Lau and Kuang (2001)	Critical Factors for successful implementation of enterprise systems	Literature review	Identifies the critical factors which impact on the successful implementation of enterprise resource planning [ERP]. Some of the factors include: management support, strategic planning, project management, performance measurement and evaluation, communication and leadership. The factors impact on several phases of an organisation developing and implementing an ERP
Neely (2008)	Does the Balanced Scorecard Work: An Empirical Investigation	Comparative Case Study	That although literature has large organisational support for the BSC in the US in this case study of sister organisations there is some questioning if the BSC actually provides any enhancement to the organisations. Both organisations in the study achieved improvements in sales and gross profit so the performance impact of BSC needs to be further assessed to confirm if it actual provides an organisation with benefits
Olsen, Zhou, Lee, Ng, Chong and Paduchwit (2007)	Performance measurement system and relationships with performance results. A case analysis of a continuous improvement approach to PMS design	Case Study	The determination of "driver measures" in an integrated PMS involves a complex process that requires a number of considerations not adequately addressed in prior research. The framework provides a simple methodology that organizations can adopt to analyze individual and group performance measures and relate them to the strategic performance measures of the company.
Parida and Chattopadhyay (2007)	Development of a multi-criteria hierarchical framework for maintenance performance measurement (MPM)	Literature review	A framework for maintenance performance measurement is proposed for developing and implementing a relevant, timely, reliable, cost and time-effective and user-friendly system for stakeholders at various levels. The indicators at the subsystem/component level, plant level and corporate level are linked with the MPIs for the organizational objectives and strategy. Practical implications – Management of maintenance performance is critical for long term economic viability of business and industry. Development of an integrated, balanced and holistic MPM system needs to consider various issues to measure the contribution of maintenance towards total business goals. In this paper, a multi-criteria hierarchical MPM framework has been developed. This framework can be used by the operating managers for their maintenance decisions at various levels of an organization
Pathak, Hussein, Sriram and Ahmed (2010)	On Measuring the Criticality of Various Variables and Processes in Organization Information Systems: Proposed Methodological Procedure	Empirical analysis of literature	Researchers propose a set of methodological procedures to be used by the accounting, organizational and managerial researchers and executives to ascertain the criticality of the variables and the processes in the measurement of management control system. Using restricted the validation of proposed methods to the extraction of critical success factors (CSF) in this study. The main contribution of this paper is the extension of Rockart's work [33] on critical success factors as they have extended CSF beyond the initially suggested domain of information into management control system decision making

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Source	Purpose of Study	Method	Findings
Yasin and Gomes 2010	Performance measurement in service organisations: a selective literature examination	Literature search and review	The International Journal of Productivity and Performance Management is found to be the leading journal in terms of contributions to performance measurement in service operational settings. The focus of the articles examined was also mixed. These articles tended to emphasis operational, customer, strategic, supplier, and environmental aspects of service. Based on the findings of this paper, it is concluded that this area of research is in need of more future efforts aimed at solidifying theoretical constructs and practical applications. In this context, understanding the different approaches to performance measurement as utilized in service organizations is critical to the efforts of these organizations' performance improvement efforts

2.4.2 Empirical Studies of Performance Measurement Systems in the Public Sector

Through the implementation of new management strategies within the public sector such as New public Management (NPM) in the developed world and in some developing nations there has been a change from bureaucratic organisations to more flexible organisations which utilise private enterprise approach in an attempt to be more accountable and transparent in fiscal disbursement and decision making (Brignall and Modell, 2000) Berry (2008) highlights that many of the NPM reforms are not consistent with the broader organisational values that public service organisations are expected to have from the general public. A key issue that was identified in the use of performance measures under NPM was that while this approach has enabled organisations to modernise or develop their performance it can create on human or holistic features within an organisation and the public's perceptions of the organisation according to Broadbent and Cuthrie (2008); Chang (2007); De bruijn and van Helden (2006); Fryer *et al* (2007 and 2009); Greiling (2005) and Mimba, (2007). Some authors identify issues such as resistance to change and the need to increase training within the organisation to help with the implementation of new PMS and the changing strategic direction. Julnes and Holzer (2001) identify that although the fiscal benefits are suitable for government agencies who are facing reduction of resource allocation, often the rationale for implementing the performance system is not based on theory but rather political requirements. The balance between organisational objectives and rationale for implementation is further highlighted with Lasierra's (2007) discussion of labour relations which found similar motivation, reward and organisational issues to what Ospina *et al* (2004) found when PMS was a result of political reasons rather than rational theoretical improvement reasons.

The implementation of Performance Management and Measurement Systems (PMMSs) can encounter difficulties within the process of modernisation. Research has shown this, an example being the work of Sotirakou and Zeppou (2006) in an investigation of Greek public administration. Their qualitative and quantitative research employed the STAIR model (Strategy, Targets, Assignment, Implementation, Results) as a conceptual device. They found that

the transformation of the PMS to an effective tool to transform the administration had three distinct and critical factors that extended to cognitive, ethical and behavioural components of the PMS. The quantitative element of their research also showed that successful reorganisation required eleven factors.

The Sotirakou and Zeppou (2006:1295) factors are:

- Strategic leadership and change
- Managing stakeholders
- Goal coherence
- Defining PIs
- Entrepreneurship
- Knowledge management
- E-governance
- HR empowerment
- Citizen satisfaction
- Conceptual freedom
- Meritocracy

In focussing upon the public sector in Germany, Greiling (2005) investigated the use of PMS following the tradition of using a more archaic approach. The aim of the study was to gain an appreciation of the processes of PMS and to present recommendations. Greiling's work mentions that in most countries, local government organisations lead in the implementation and use of PMS, as a performance indicator based contracting tool for measurement, followed by voluntary inter-administrative comparison circles, followed to a much lesser degree by quality management initiatives. The research also showed that within Germany, the full potential benefits that could come from the implementation of a PMS were as yet unattained due to the slow approach of the government. The study showed, in particular, that to achieve the objectives of accountability and transparency, there needed to be an improvement to the mechanisms for external reporting.

The problems encountered in the design and use of PMS in public sector organisations across Finland was revealed in another study undertaken by Rantanen et al (2007). Adopting a case study methodology, the research looked at public sector organisations. It was found that the approach in Finland for the public sector contrasted sharply with that in the private sector. This appeared to be due to the lack of appropriate management skills and ownership, differing needs and goal setting and conflict of interest between stakeholders.

A study of the implementation of PMS in the law enforcement agency in Sweden, that used the balance scorecard approach, undertaken by Carmona and Gronlund (2003), showed that the approach to PM for organisations in the public sector was viewed from a stakeholder perspective, as tackling time dimensions, as an issue of the past, present and future was dealt with satisfactorily, by the performance measures adapted to internal or external success factors.

PM with the public sector is well entrenched (Rosacker and Olsen, 2009; Quink, 2008; Siddiquee, 2010; and Verbeeten,2008). While there is some discussion about the differences between developed nations and developing nations the literature suggests that historical in developing countries the public sector was at risk of unsatisfied demand as a result of insufficient supply of services, low level institutional capacity and a high level of corruption (Mimba et al, 2007). As Siddiquee (2010) identifies in developing countries where there has been strong stability in political structures and economic development to increase the level of public servant wages the issues described by Mimba et al (2007) are not likely to be factors which impact on the public sector. El-kot and Leat (2005) and Elbanna (2008 and 2010) carried out studies in Arabic countries (see Table 2.6 on page 82) and whilst the stereotypes of developing countries identified in Mimba et al (2007) may be occurring in some of the Middle East region countries it appears that stable political countries in this region are more closely aligned in their development of public services as some western developed countries. According to Elbanna (2010) practical research in relation to the development of management practices in Arab countries is fairly scarce and

thus this study will help to develop a body of knowledge which extends and illustrates the factors which impact on the development of PMs in one gulf state.

The following pages for Table 2.6 provide a brief outline of the recent literature for Performance measurement in the Public Sector Context. The Table 2,6 provides an overview of the key findings, research method used and the purpose of the study undertaken.

Table 2.6: *Review and Comparison of Research in Performance Measurement in the Context of the Public Sector*

Source	Purpose of Study	Method	Findings
Brignall and Modell (2000)	What are the implications of institutional theory in the successful implementation of multidimensional performance measurement and management? Public sector	Literature Review	The implementation of NPM and performance measurement in the public sector. NPM is the use of private enterprise approaches in the public sector enabling organisations to become more efficient and effective while being more accountable for the fiscal decisions. Demonstrated that there are differing natures to the interrelationships between three key stakeholders and this affects the response.
Berry (2008)	Government Reform, Public Service Values and the Roles of Public Sector Leadership in Serving Society	Conference workshop	Many NPM reforms are not consistent with broader values than efficiency and thus may be falling short of our aspirations and the values citizens want from government.
Broadbent and Guthrie (2008)	Public Sector to Public Services: 20 years of 'Contextual' Accounting Research	Literature Review	Essential public services (e.g., health, education, defence, utilities, social security) directly. In recent times, many of these nations have been involved in programmes of 'modernisation', which, in part, means that these public services now are significantly managed, delivered and governed by private and third sector organisations through the use of NPM and the impact on accounting for performance.
Chang (2007)	The NHS performance assessment framework as a balanced scorecard approach Limitations and implications	Semi structured interviews	The use of the Performance Assessment Framework [PAF] as primarily for legitimacy seeking purposes rather than for rational performance improvement. For central government, the PAF was used to make the performance of the NHS visible to the public so that the public would receive the signal that central government has attempted to deliver government mandates. For local health authority managers, in order to seek legitimacy from central government, imposed performance indicators were incorporated into their local performance measurement practice. However, the use of the PAF was symbolic and ceremonial and had little impact on improving performance valued by local managers in NHS. PAF is a BSC approach.
de Bruijn and van Helden (2006)	A Plea for Dialogue driven Performance-Based Management Systems: Evidence from the Dutch Public Sector	Case Study	Use of Case Studies from the Dutch public sector to explore and examine those factors that explain the success or lack of success of performance measurement systems in the public sector. Identifies that performance measurement systems in the public sector will be successful if these systems are developed and used in an interactive way between managers and professionals.

Source	Purpose of Study	Method	Findings
Edwards and Thomas (2005)	How can the experience of Atlanta Dashboard in performance measurement contribute to developing a municipal performance measurement system? Municipal governments/USA	Case study	Public sector organisations have difficulty in using fiscal performance measures. That within Local government there is a lack of uniform culture across the organisation and therefore a single scorecard may not be suitable across the entire organisation. The need to provide the general public with information also creates difficulties in developing appropriate performance measurement indicators or success factors. The BSC approach in the case study identified that public performance assessment data also needs to be included in the organisational performance assessment.
Elbanna, S (2010)	Strategic planning in the United Arab Emirates	Quantitative questionnaire	Looks at the nature and practices of organisations within the UAE. A high percentage of organizations in the sample have moved beyond daily managing and are strategically planning for the future. Surprisingly, the findings indicate that there are relatively few significant differences among the four groups included in the paper, public versus private organizations and small versus large organizations. The paper also shows that the resources required for adopting a strategic planning approach do not form a significant obstacle; and the higher the position, the more likely is participation in the strategic planning process.
El-kot and Leat 2005	Investigating Team work in Egyptian context	Survey	As a developing Nation Egypt reflects several of the trends and developments which can be found in more developed economies in the West. The use of teamwork was identified through organisation cultures which created environments. The use of specific and clear performance requirements improved the implantation of teamwork approach in the organisation.
Fryer, Antony and Ogden (2009)	Performance management in the public sector	Literature Review	The expected improvements in performance, accountability, transparency, quality of service and value for money have not yet materialised in the public sector. There are three classes of problems with performance management in the public sector – technical, systems and involvement. Externally imposed restructurings and reorganisations restrict the successful implementation of performance management.
Fryer, Antony And Douglas (2007)	Critical success factors of continuous improvement in the public sector A literature review and some key findings	Literature Review	This work identifies aspects that must be in place for the successful implementation of a continuous improvement project and should be used by those wishing to initiate a project within their organisation. It would appear that there are factors that are important in manufacturing organisations that do not figure in service/public sector organisations and vice versa.
George, Cooper, and Douglas (2003)	Implementing the EFQM excellence model in a local authority	Case Study	Discusses public sector quality developments which come from adopting the EFQM model as a means of improving performance. The impact of central government agenda on local government services. Describes issues that organisations can face getting employees to buy into the model's approach and how an organisation has implemented it.

Source	Purpose of Study	Method	Findings
Greatbanks and Tapp (2007)	The impact of balanced scorecards in a public sector environment Empirical evidence from Dunedin City Council, New Zealand	Longitudinal Case Study	The empirical evidence suggests that the use of scorecards within the case organisation enables employees to clearly appreciate their role, and focus on delivery of performance-related measures which support organisational strategy. Clarity of role appears to have a positive influence on the achievement of the organisation's business plan and excellence goals regarding the delivery of customer service.
Greiling (2005)	How is performance measurement in the German public sector evaluated in order to give recommendation for improvement?	Survey	Reviews the implementation of performance measurement in the German public sector can be described as a late starter. The full potential performance measurement may offer in the opinion of its supporters is not realised. The experience with and the acceptance of comparison circles have been mixed.
James (2009)	Rationality, institutionalism and accounting change, Understanding a performance management system within an Australian public sector entity	exploratory/ descriptive case study	The role of the PMS created reinforcement of the successive new strategic postures adopted by the organisation. The new focus on costs and quality informed both the construction of new internal operational measures of performance and management accountability, and a new set of criteria for measuring and reporting achievements that were in alignment with the governments' prevailing economic rhetoric. The BSC played a key role in binding the dimensions of change, as it organised, monitored and managed the alignment of corporate strategies with business processes as well as providing a vehicle to transform and supplement previously held beliefs, symbols and rules.
Johnsen and Vakkuri (2006)	Is there a Nordic Perspective on Public Sector Performance Measurement?	Literature Review of PMS in Nordic Environments	The majority of the literature discussing the implementation of PMS in the Nordic country Public Sector indicates that the public sector are goal-directed, rational systems or loosely coupled symbolic models. The approach of PMS in the Nordic countries is to use PMS where there is self-control by all who participate in the process and thus not a top down system. Individuals within the Public sector are aware of the need to meet the requirements of a diverse range of stakeholders both internally and externally. However between the Nordic Countries the purpose of the PMS appears to be dependent on differing rationales of fiscal accountability through to positivist public legacy.
Jones (2009)	Implementing software for managing organizational training and development Experiences of consulting to a large public sector organization in the State of Kuwait	Case Study	The region (Kuwait and the United Arab Emirates in particular) is one of the largest consumers of corporate training worldwide yet there are barriers for the implementation of management systems. Barriers include the fear of exposure of incompetence; a "them and us" mentality; job security concerns; the protection of relationships; and a lack of trust of local consultants.

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Source	Purpose of Study	Method	Findings
Julnes and Holzer (2001)	Which factors affect the adoption and implementation of performance measures? Local and state government/USA	Survey	This study examines the factors that affect the utilization of performance measurement, based on the results of a national survey of state and local government officials. The goals of the study were to provide better information on the patterns of usage of performance measurement and to use this information to develop an elaborated model of the factors presumed to affect utilization. Using distinctions from the policy and evaluation literature, hypotheses were tested and confirmed: Policy adoption is driven more heavily by factors from rational and technocratic theory, whereas actual implementation is influenced by factors addressed by political and cultural considerations.
Lasierra (2007)	Labour relations in the Spanish public administration in a context of changeThe role of context and regulation	Case Study	The organisation of work within the private sector has undergone important transformations compared with the model of industrial worker that existed in the mid-twentieth century. In the public sector, these changes have been less noticeable, at least within the Spanish context. Yet, it has undergone and is still undergoing important changes as far as its economic and social standing, targets and procedures are concerned. Organisational adjustment to such changes has been limited, especially in the area of work organisation.
Mimba, Helden and Tillema (2007)	van Public sector performance measurement in developing countries A literature review and research agenda	Literature review	Looks at the developing countries and argues that public sector organisations in developing countries are likely to face an unbalanced position, i.e. disequilibrium between the demand for and supply of performance information. More precisely, the public sector reforms – which are partly stimulated by a growing involvement of some stakeholders – lead to an increasing demand for performance information but, because of the low-institutional capacity and the high level of corruption, this increasing demand is not always followed by a sufficient supply of performance information. This leads to an "unsatisfied demand" position.
Moxham (2009)	Performance measurement Examining the applicability of the existing body of knowledge to non profit organisations	Literature Review	Study found underdeveloped and resource intensive performance measurement systems in the majority of organisations that were examined. The performance measurement literature from the private and public sectors advocates the development of relevant, balanced, integrated, strategic and improvement-oriented performance measurement systems; concepts that have received limited consideration in the non-profit literature. This research found that performance measurement system design principles developed for the private and public sectors were applicable to the non-profit sector.

Source	Purpose of Study	Method	Findings
Ospina, , Grau, and Zaltsman, (2004)	Performance evaluation, public management improvement and democratic accountability'	Case Study	Results-based management reforms have the potential to enhance political accountability and representative democracy it is claimed in literature however, limited empirical evidence of this relationship. This article uses some of the findings from a comparative study of public management evaluation systems in four Latin American countries to illuminate this relationship in practice. Discusses the fact that, the design features of the new systems were based on the explicit search for increased political accountability and the deepening of democracy. We also discuss the possible causes for the finding that the outcome and performance information generated is not being applied for decision-making purposes yet, as expected.
Quink, U (2008)	An exploration of Knowledge Management and Intellectual Capital in a Not-for –profit organisational context.	Case Study	Organisational performance can be evaluation through either financial or non-financial measurements. The organisation of work within the private sector has undergone important. To evaluate knowledge management and organisational performance non- financial measurements are more suitable than financial measures. Use of BSC or IC are well accepted and used across the public and private sector to evaluate organisational performance.
Rantanen, Kulmala, Lonnqvist and Kujansivu (2007)	What are the problems faced in the Finnish Public sector organisation in designing and implementing performance measurement?	Case study	The design and implementation processes in the Finnish public sector organizationsdiffer significantly from the way they are realized in industrial private sector companies. The four underlying reasons for problems in public sector organizations are the following: there are many stakeholders with conflicting needs; the end products and goals are undefined; there is a lack of property ownership and lacking management skills.
Rosacker and Olson (2009)	Public sector information system critical success factors	Case Study	Guidance provided for public sector managers to create performance measures and systems that reflect the needs of the organisation including addressing the data sets suitable and how information is collected within the organisation to meet public performance measures.
Siddiquee (2010)	Managing for results: lessons from public management reform in Malaysia	Case Study	Although Malaysia has followed the global trend by introducing results-based management in public governance, evidence shows that the implementation of the new approach is far from satisfactory. The paper argues that while personnel management and budgetary reforms have helped overcome many of the anomalies of the traditional approach, the current practice in these areas continues to suffer from major inadequacies and limitations.
Siljanen (2010)	An Employee Perspective to Performance Measurement and Management: A Public Sector Case Study	Case Study	PM has mainly been characterized as backward looking, internal, financial, and more concerned with local departmental performance than overall business performance. Case study looks at using overall business performance approach to a public sector organisation.

Source	Purpose of Study	Method	Findings
Sotirakou and Zeppou (2006)	What are the factors under which performance management and measurement systems (PMMS) work in a functional way to push through the modernization process? Public sector	Survey	Identified three groups of factors to be important in turning the PMS from a symbolic exercise to an effective tool for administrative reform: the cognitive, the behavioural and the ethical elements of the PMS. The quantitative approach specified the nature of these three groups of factors and revealed 11 factors in total that play crucial roles in the organizational success.
Tilema, Mimba and van Helden (2010)	Understanding the changing role of Public Sector, Performance Measurement in less Developed Countries	Literature review	Develops a framework for understanding changes in the demand for and supply of performance information in public sector organizations in less developed countries (LDCs). New Institutional Sociology (NIS) is used to argue that pressures from specific stakeholders stimulate organizations to produce particular performance information. The article distinguishes three groups of stakeholders (i.e. funding bodies, statutory boards and purchasers), and elaborates on the performance dimensions these stakeholders are interested in. The group of funding bodies, with their interest in financial performance information, used to be the most important group of stakeholders. However, statutory boards and purchasers are gaining importance as a result of recent public sector reforms, which include decentralization, marketization and the implementation of anti-corruption programs. As a consequence of pressures coming from these stakeholders, new performance dimensions, such as the quality and quantity of services and the political governance structure, will be added to organizations' performance measurement (PM) systems. The arguments presented in this article intend to stimulate public sector organizations in LDCs to design and redesign PM systems as a response to changing stakeholder interests.
van Dooren (2005)	Determination of factors that influence the implementation of performance measurement in two Belgium public sector ministries	Survey	Insight in the organisational and contextual factors that facilitate or impede performance measurement is crucial for developing a performance measurement policy. Governments may be tempted to design a one-size-fits-all policy, often based on the best practices in the public sector. However, differences between organisations may be considerable and should be taken into account. This study attempted to establish empirically some of the factors that explain differences between organisations.
van Helden, G.J., Johnsen, A. and Vakkuri, J. (2006),	Exploring the public administration and accounting divide of public sector performance measurement research	Literature Review Survey	Those interdisciplinary researchers should collaborate when undertaking public sector research into performance management. Different disciplines in various regions have specific interest focus and it appears that other studies are not acknowledging cross discipline links that are relevant to the specific study. Implications for future studies that a wider range of literature disciplines should be included when considering PMS.
Verbeeten, F. (2008),	Performance management practices in public sector organizations: impact on performance".	Literature review	The research shows that the definition of clear and measurable goals is positively associated with quantity performance. In addition, the use of incentives is positively associated with quantity performance yet not related to quality performance. Performance management practices in public sector organizations are affected by institutional factors. The results suggest that the behavioural effects of performance management practices are as important as the economic effects in public sector organizations.

2.4.3 Empirical Studies of Performance Measurement Systems in Public Safety Organisations

Within police organisations, the PMS have been the focus of some study, with Gomes *et al* (2007) having undertaken research to determine the approach and levels of model in operation, whether or not the effort was multi-dimensional and if financial and non-financial measures were integrated by the model and if so how. Their literature review found that the multi-dimensional model which has a balanced scorecard approach for more appropriate entities of public service, such as universities, municipalities, hospitals and especially police forces because they are complex bureaucratic structures with countless stakeholders. Collier (1998) identified that there is some cultural resistance with policing organisations in relation to participation within performance management and the use of knowledge management systems and approaches to aparise performance. Gomes *et al* (2007) and others (Fleming and Grabosky, 2009; Fleming and Scott, 2008; Carvalho *et al*, 2006; Collier *et al* 2004; Carmon and Gronlund, 2003) found that employee PM was an often used performance indicator. As the organisation of police forces and other public safety organisations such as fire services are complex, further study is considered appropriate by Carvalho *et al* (2006) and Gomes *et al* (2006 and 2007). Loveday (2008) provides a highly crucial commentary on the use of business management approaches in a public safety organisation and the effects that implication of targets can create including short-term focus, employee motivation and reward issues along with resistance to change issues within organisational departments. From another policing organisation, Terpstra and Trommel (2009) highlight that the use of managerial approaches in public safety service agencies may be undermining the authority that the general public place in these organisations as the general public's trust and belief in their legitimacy to carry out their duties are detrimentally affected by the use of management or performance indicators rather than a focus on human or holistic motivators.

According to Mimba *et al* (2007) public sector PMS in developing countries is a little known about context as there majority of literature relating to public sector PM phenomena is based in developed nations. Most of the papers about the public sector implementation of PM according to van Helden, (2005) are based

in European or English speaking nations such as North American countries and Australia and New Zealand. Part of the implications from this bias in developing countries according Mimba *et al* (2007) is that what are selected for performance indicators in developing countries is unknown and to what extent the reasons for and the manner in which performance information is utilised. The literature available for public safety organisations discusses the use of performance management in Australia, England, Netherlands, Portugal, Scotland and Sweden public sector organisations. Across a range of sectors and environments it appears that the BSC is most frequently used approach for policing organisations. However, there is no literature available that discusses the Middle East policing organisations or those in rapidly developing countries.

While the use of PMS approaches such as the BSC have been observed in some Arab nations (Elbanna, 2010; Al-Alawi *et al* 2007; Jones, 2009; Alruwais, 2007; Elbanna, 2007; and El-kot and Leat, 2005). In these areas where development has been undertaken the role and nature of the organisations are changing and thus the need to manage this change according to Zairi (2010) is the catalyst for the implementation of PMS. According to Gomes et al (2006) it is the prior knowledge of the BSC which is the main determinate for the willingness of Portuguese public safety organisations to implement this approach. However, as Neely (2008) states through the development of specific measurable performance indicators public safety organisations can develop performance indicators which are reflective to their operational needs. In public safety organisation the use careful use of developed specific targeted key performance indicators is supported by Fleming and Scott (2008), Gomes et al (2007) Carvalho *et al* (2006), and Carmona and Gronlund (2003) (See Table 2.7 on page 90) who all advise that without addressing the specific organisational needs the public sector and other stakeholders demands will make the thin blue line of policing even more difficult to manage.

The following pages for Table 2.7 provide a brief outline of the recent literature for Performance measurement in the Public Safety Organisations. The Table 2,7 provides an overview of the key findings, research method used and the purpose of the study undertaken.

Table 2.7: *Review and Comparison of Research in Performance Measurement within Public Safety Organisations*

Source	Purpose of Study	Method	Findings
Collier (1998)	What is the utility of performance measurement in the police service management?	Case study	Cultural resistance to knowledge management reflects the importance of organisational learning in terms of how individuals learn. While the knowledge management literature emphasises information distribution, interpretation, and organizational memory over its acquisition; the organizational emphasis is on acquiring rather than retaining and utilizing that knowledge.
Carmona and Gronlund (2003)	How can BSC be implemented for Swedish Law Enforcement?	Case study	Though extant evidence provides many perceptive insights into the specifics of performance frameworks in public sector organizations, little is known about the measurement of organizational performance in police work. Our investigation drew upon the deployment of the balanced scorecard in Swedish Law Enforcement, an organization that long ago implemented the new paradigm of policing, which consisted of enhancing the quality of urban life on the mere making of arrests. Detailed concerns about the aggregation of non-financial performance measures. More importantly, some crucial areas in the new concept of policing (such as community policing) were neglected by the system. Conversely, the system focused on monitoring some easy-to-measure indicators that provided a traditional view of police work while some crucial areas of policing were not measured.
Carvalho, Fernandes Lambert and. Lapsley (2006)	Measuring fire service performance: a comparative study	Data Search Case Study	Reaffirms the potential for NPM solutions to public service management. In particular, there is a case for carefully targeted key performance indicators in Portuguese fire services.
Fleming and Grabosky (2009)	Managing the Demand for Police Services, or How to Control an Insatiable Appetite	Research discussion	Discusses the expectations gap in Australia and examines some of the strategies police use for reducing the demand for its services and to manage the increasing demands on their limited resources. Strategies are discussed in the context of deterrence, deflection, delay, dilution and denial. The paper concludes that police walk a fine line in order to maintain their legitimacy and respect, while at the same time managing the demand for their services—a demand that in many cases has become unrealistic.

Source	Purpose of Study	Method	Findings
Fleming and Scott (2008)	Performance Measurement in Australian Police Organizations	Comparative study of State Treasure reports and Productivity Commission Reports	Discussing the benefits and limitations of performance measurement generally, the article looks specifically at Operational Performance Reviews. The article argues that the complexity of police work should be measured through a combination of product and process measurement in order to obtain a strong and accurate picture of an organization's achievements. There are some recent attempts to capture some of the less tangible aspects of police work. It is suggested that while performance measurement can be a purposeful learning tool for police organizations, it can also constrain innovation and lead to mechanistic responses.
Gomes, Mendes and Carvalho (2007)	Use of Performance Measurement in the Public Sector: the case of the police service	Literature Review	Multidimensional models, like the BSC, are important in many public organisations, like municipalities, universities, and hospitals. Police services are characterised by complex and diverse objectives and stakeholders. Therefore, performance measurement of these public services calls for a specific analysis. Based on a nationwide survey of all police chiefs of the Portuguese police force, we find that employee performance measurement is the main form of measurement. Also, we propose a strategic map for the Portuguese police service.
Collier, Edwards and Shaw (2004)	Communication knowledge about police performance	Qualitative workshops	Concluded that there are multiple audiences for the communication of knowledge about police performance, impeded by the requirement to publish performance data. However, the intelligence-led policing model could lead to a more focused means of communication with various stakeholder groups. Although technology investment was a preferred means of communicating knowledge about performance, without addressing cultural barriers, an investment in technology may not yield the appropriate changes in behaviour. Consequently, technology needs to be integrated with working practices in order to reduce organizational reliance on informal methods of communication.
Gomes, Mendes and Carvalho (2006)	Performance Measurement of the Portuguese Police Force using the Balanced Scorecard	Case Study	Despite the low levels knowledge and implementation of the BSC in the police force, there is a high sensibility concerning its role in the improvement of performance measurement and its added value to the community. Prior knowledge of the BSC is the main determinant of the willingness to apply it. This suggests that the adoption of the BSC should begin with the diffusion of information on and training in this management accounting tool Limitations identified is short-term focus and issues with employee reward and motivation.

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Source	Purpose of Study	Method	Findings
Loveday (2008)	Performance Management and the Decline of Leadership within Public Services in the United Kingdom	Case Study	Contrary to the argument made within much current managerial literature extolling the values of leadership to effective management, the current emphasis placed on PM serves to reinforce the central importance of management over leadership. This is found to be the case particularly within public service delivery, where the imposition of targets has helped create a tyranny of conformity within public services including the police service. It considers the influence of a target culture and the rise of deliverology in public services, arguing for the development of a more sophisticated 'systems approach' to service delivery.
Mills, Silvestri and Grimshaw (2010)	Police expenditure, 1999–2009	Review of public documents and official reports	In the UK the cost of policing provision has exponentially increased over the decade and the challenges that policing organisation now encounter is creating a thinner blue line when compared to the previous 50 years of policing in the UK. There is a strengthen push in government policy to create more responsive organisations which reflect the strategic aims and ensure efficient management of resources by various measures such as reducing bureaucracy, establishing a duty on local authorities to produce a value for money statement, and creating a national procurement framework. Benchmarking of costs and performance was encouraged and savings of at least £545m a year were to be achieved by 2014.
Terpstra and Trommel (2009)	Police, managerialization and presentational strategies	Analysis of public documents by various policing agencies in the Netherlands	The managerial strategies that police organizations use as endeavours to restore theirlegitimacy is described. There are no clear empirical indications that the managerialization of the police restored citizen's trust in the police. On the contrary, it may even undermine the police legitimacy.

2.5 Conclusions and research Hypotheses

There are some commentaries that provide a multi-faceted framework for developing and implementing PM. However, each of the commentators identify a number of underlying factors which can impact upon the implementation and these include staffing and the resistance to change within the organisation, communication, the lack of long term strategic planning due to the focus on short term and fiscal measures. Organisations wishing to implement PMS need to review the expectation gaps and the approach in which any system is developed and applied for the contextual environment that they work within.

With PM and NPM becoming management practices adopted around the world, in the public sectors, it would be reasonable to expect that academic attention has been paid to the context of law enforcement agencies. Yet, despite the fact that discussion of the practice has been a regular feature in policing magazines and articles, relatively little academic research has been undertaken on this issue.

The proposed study plans to undertake a review of the perceptions held by a policing organisation from a rapidly developing country so that a suitable framework for an organisational PMS can be developed and implemented using the best practice and concrete theoretical background rather than a populist management rationale. To address the shortage of literature and develop a solution for the ADP the following two hypotheses will be investigated:

H1: There is a positive relationship between the presence of the CSF and PMS.

To enable the assessment of the first hypothesis three sub-hypotheses have been developed to enable the researcher to ascertain if they had been successful in proving the main hypothesis.

H1.1: There will be a positive correlation between meeting targets and CSF.

H1.2: There is a positive correlation between the benefits of PMS and the CSF.

H1.3: There is a positive correlation between the organisational culture and the CSF identified for the ADP.

H2: Organisational culture factors have a positive effect on the relationship between CSF, meeting Targets and the benefits of using a PMS.

The Al-Alawi et al (2007) model has identified five cultural factors which have the potential to impact on the organisational performance management. These factors are management style, supportive work environment, staff focus, process and communication. In order to investigate if these organisational culture factors have a positive effect on the relationship between CSF, the meeting of Targets and the benefits of using a PMS in a Public Sector organisation it is necessary to test if the individual components have an effect on their own through the use of sub-hypotheses. The individual testing of these factors it is envisaged will also assist in developing an understanding of employee perceptions and how the organisation can use these factors to improve performance. These sub-hypotheses are listed below:

H2.1: There is a positive relationship between a supportive management style and CSF.

H2.2: There is a positive relationship between a supportive management style and the meeting of targets using PMS.

H2.3: Supportive management style and the benefits of using PMS have a positive correlation.

H2.4: A supportive work environment and the CSFs have a positive correlation.

H2.5: There is a positive correlation between a supportive work environment and the meeting of targets using PMS.

H2.6: That between a supportive work environment and the benefits of using PMS there is a positive relationship.

H2.7: There is a positive relationship between Staff focus and the CSF

H2.8: There is a positive relationship between Staff focus and the meeting of targets of using PMS.

H2.9: There is a positive relationship between Staff focus and the benefits of PMS.

H2.10: There is a positive relationship between a Process focus and the CSF.

H2.11: Process-focus and the meeting of targets using PM have a positive relationship between them.

H2.12: The benefits of PMS and Process focus has a positive correlation.

H2.13: There is a positive relationship between strong communication and the CSF.

H2.14: Strong communication and the meeting of targets of using PMS has a positive relationship.

H2.15: There is a positive correlation between strong communication and the benefits of PMS.

2.6 Summary

This Chapter has undertaken a review of the literature in relation to PM and the development of NPM within public sector organisations. Through this demonstration of the importance of PMS to the development of organisational performance, the literature has identified in certain public sector organisations there is little current knowledge of the management practices utilised and the rationale which has supported the development of performance indicators within public safety organisations. The theoretical background has provided a definition of the concept and the conceptual understanding of the development of PM in the private sector through to its implementation into the public sector. The development rationale behind the implementation of PMS in public sector organisations has identified that not only financial indicators are needed for these types of organisation but other non-financial PM models have been developed and implemented to address the organisational role within society and the various stakeholder demands. It has been identified that the BSC is the most common model used for PMS in public safety organisations and it provides a holistic model which is necessary for organisations, such as the ADP, that have more than one performance management standard which they are required to respond to. Organisational culture factors that impact on the implantation of performance systems were developed and discussed in relation to performance and these factors have been utilised in the development of questionnaire and survey in later chapters to test the developed hypotheses. The use of PMS applications by organisations has had a variety of reasons such as the management of change, communication, planning and control, continuous improvement, resource allocation and motivation. The difference between financial and non-financial measurement styles of PM has been highlighted, the latter being considered a more enlightened approach than the limited traditional financial PMS. Given that organisations are now faced with increasing technological change and globalisation, non-financial measurement is considered better able to cope with the change and developments faced.

The chapter has contained a description of the current integrative frameworks of PMS that different authors have suggested, with a consideration of the benefits

and limitations that are associated with them. It can be seen that organisations can choose from the various models so that a system is implemented that is more suitable for the meeting of their particular objectives. The critical success factors (CSF) to enable PMS to be complemented effectively are also highlighted. Also, within this chapter, there has been an introduction and discussion of empirical studies that have focussed on the PM, in general, followed by the public sector in various countries. Finally, the chapter considered PM in law enforcement organisations, demonstrating that the area of study that is under-represented in the Middle East and elsewhere around the world in developing countries. The successful implementation of PMS can help police to both prevent crime and maintain security and it can help the police force to meet its targets and reach their overarching key objectives. As such, the further investigation of PMS in the police force is considered an appropriate endeavour that can enhance the body of research within the field, and inform practice.

Chapter Three

Chapter Three: The Abu Dhabi Police Force

3   Introduction

The progress achieved by Abu Dhabi Police (ADP) developed in parallel with other developments in the rest of the United Arab Emirates (UAE). This development of the ADP came from leadership and focus on providing a climate suitable for the achievement of development goals and maintaining these achievements. Suffice to say that there is little comparison between Abu Dhabi and UAE today, and the country in the beginning years of the establishing the Union. However, this rapid development in many fields puts more responsibility on the current policing organisation's shoulders (ADP, 2008). According to ADP Golden Jubilee Committee (2007), the history of policing in the emirate of Abu Dhabi, has been one of constant development since 1957 and the development is a result of sacrifice, loyalty and hard work from the members of this policing organisation.   The modern policing organisation (ADP) has learnt from its constant endeavours to develop and implement new methods and technologies. Thanks to its forward thinking leadership and the support from the royal family this organisation now to makes Abu Dhabi safe and secure for the citizens and residents (ADP Golden Jubilee Committee, 2007). Additionally the ADP have worked - and continue to cooperate - with its neighbouring emirates and other regional Arab and Islamic nations (Elbanna, 2010; Rees and Althakri, 2008; ADP Golden Jubilee Committee, 2007). The aim of this chapter is thus to provide general information's about the ADP Force including some of the historical and cultural influences, the current organisational structure and organisational role within governance of Abu Dhabi and UAE.

3.1   Background of Abu Dhabi Police

In 1957, the ADP Force was a new event that was a quantum leap in modernization and organisation in a country that had being running its own affairs and solving internal governance problems using the traditional self-security methods and approaches. This new organisation was such a radical

change from tradition that it created great interest from the citizenship of Abu Dhabi. An example of this is the large crowds that gathered to watch the training exercises of the new police force members under the command of the late H.H Sheikh Shakhbut Bin Sultan AL Nahyan (H H), who was then Ruler of Abu Dhabi (ADP Golden Jubilee Committee, 2007).

3.1.1 Matarzi System

Prior to the establishment of the ADP, law and order was self-managed according to the traditional Matarzi System. The Matarzi system involved the ruler of the country who possessed complete control of the country through the use of his personal forces, including the operation and enforcement of justice. The Matarzi did not have a formal administrative or organisation for policing, however, this was one minor aspect of their main role as the protectors of the rulers of the various emirates. A Matarzi, which is also known as Khawi or Feddawi in other parts of the Arabian Peninsula, was the policeman of time. The Matarzi was a personal guard of the Ruler and his family members, who enforced orders based on the direct commands from the Ruler who was paid by them from their own personal income (ADP Golden Jubilee Committee, 2007).

Under the Matarzi system, before the transfer into the police or security and defence force, the Ruler selected his Matarzi force based on their fidelity to the local community, loyalty to the Ruler, strength and skills with weapons. A Matarzi was expected to be ready to sacrifice his own life, if necessary. The Matarzi enforced the laws and judgments issued by the judge against outlaws, was a skilful hunter and the honest servant in the government court. Although there were no official ranks under the Matrazi system, seniority was based upon length of time in service to the royal family, the individual qualities of the Matarzi and their high level of commitment in the protection of the ruler (ADP, 2008). The Matarzi were based in the regional fortresses such as castles, palaces and towers where they lived under the relation system. As defenders they would maintain the boarder and local security and this included challenging the movement of strangers and travellers to explain their presence in the region (Zahlan, 1978). The Matarzi also protected the local population from attack.

Members of the Matarzi were usually related to Ruler or Sheikh though the extended family or clan ties. Despite the absence of the currently known police organisation, Matarzi system had a conventional hierarchy with respect to the relationship with the subordinates and their respective Rulers and Sheikhs (ADP Golden Jubilee Committee, 2007, Zahlan, 1978). Norms of good behaviour and due respect guests of the Ruler were notably witnessed in the events and occasions they participated in (Zahlan, 1978).

The Matarzi system with its deep-seated paramilitary culture and military norms, had for hundreds of years, practiced the tasks and service of protecting and defending the country. The Matarzai would also act as part of the army which would repeal invaders and trackdown outlaws in the local region. The Matarzi also undertook several social and security services in the markets, such as monitoring the sale and purchase movement to prevent the malicious vendors from exploiting and deceiving people (Zahlan, 1978). Moreover, they have contributed in reconciling disputes between citizens and the return of runaway pupils back to school (ADP Golden Jubilee Committee, 2007, Zahlan, 1978).

3.2 Historical Stages of the development of the modern Abu Dhabi Police Force

History of ADP and Public Security is a part of the history of the United Arab Emirates. Following the end of World War II, the British changed their previous intervention policy which had been in place since 1820, to give unprecedented care and interest in the internal affairs of the Emirates. One aspect was the establishment of Oman Coast Defence in 1951, later known as the *'Trucial Emirates Scouts'*. The British also defined the internal borders between the various Emirates to insure order and security for oil exploration companies (Zahlan, 1978).

Before the formation of the police, the Ruler and his consultants were responsible for the discharging the affairs of the people and resolving disputes through personal reconciliation or by referring them to the religious judge for arbitration. As a result of the different governance control from the Sheikh and

clan system the ADP did not take on the various administrative units and departments of the 1950's standard western regulatory, from which it is based upon, due to surrounding circumstances, poor capability and the scarcity of education within the region. However, according to ADP Golden Jubilee Committee,(2007) the ADP underwent a four stage development process which reflected a similar development within the country during the past fifty years:

1. Stage 1. From 1957 to 1966 (Foundation stage).
2. Stage 2. From 1966 to 1979 (Building stage).
3. Stage 3. From 1979 to 1995 (Progress stage) toward merging of ADP into the federal ministry of interior.
4. Stage 4. From 1995 to current organisation.

3.2.1 The Foundation Stage 1957 – 1966

The nucleus of ADP was formulated in 1957 with tasks confined to watch some locations including Ruler's places, markets and banks (two as maximum) (ADP Golden Jubilee Committee, 2007). The ADP, at this stage, was a minor player in the border control and security. The ADP would guard the boats coming from the surrounding countries and bringing wanted people before the ruler to tackle disputes and complaints (ADP Golden Jubilee Committee, 2007, Zahlan, 1978). Sheikh Shakh, who ruled from 1928 to 1966, continued widening the police force to Abu Dhabi and in 1957; there were 80 police recruits, mostly of Abu Dhabi, Alain and Liwa who were to sign a two year contract with a salary of 150 Rupee, without food or 100 Rupee including food provision (ADP Golden Jubilee Committee, 2007). These wages were higher than 60 Rupee paid to the guards of the Ruler. The initial training included physical training, firearms maintenance and target practice, and of course military command and discipline. Physical exercises would continue for three hours every morning to ensure the fitness, skill and proficiency in arms (ADP Golden Jubilee Committee, 2007).

In 1958, a retired British officer, W. Stocks was hired to command the ADP force (Zahlan, 1978). The number of ADP recruits in 1959 amounted to more than one hundred and fifty and the police force was known as the "Police

Department" and located to the North of AL-Hosn Palace in the centre of Abu Dhabi city (ADP Golden Jubilee Committee, 2007).

At the end of 1950's there were two systems in place: The police and the Matarzi. At this stage the Matarzi was a personal military unit that provided body guards for the Sheikh and security guards for palaces, the government premises, customs, markets and banks. The Matarzi also ran patrols and watched traffic movement and aircrafts landing on the runway near the broadcast and television centre, in addition to controlling the borders of the Emirate and the entrance ports to Abu Dhabi Island at AL Maqa fortress and tower (ADP Golden Jubilee Committee. 2007). With the development of the ADP, many of the roles of the Matarzi have been transferred to the Police force and today the Matarzi are personal bodyguards who provide their services to key individuals in the Royal family and Sheikh (ADP Golden Jubilee Committee, 2007).

3.2.1.1 Police organisation:

ADP has taken different designations throughout its five decades of evolution and had the following six chronologically given names (ADP Golden Jubilee Committee, 2007):

- Department of Police and Public Security (1957 - 1966).
- Command of Police and Public Security (1966 - 1971).
- Local Ministry of Interior (ADP) (1972 - 1974).
- General Directorate of Police (1975- 1981).
- General Directorate of ADP (1981 - 2004).
- General Headquarters of ADP (2004 – current).

3.2.2 The Building Stage 1966 – 1979

The ADP experienced distinguished developments under the patronage of the late Sheikh Zayed, who became the Ruler of the Emirate in 1966, which included human resources, competency, advanced technical and financial capacities and modern facilities (Zahlan, 1978). Since assuming the throne,

Sheikh Zayed supported the police force so that it was able to provide security and the protection of the state, citizens, facilities and achievements. One of the initiatives brought in by Sheikh Zayed was a request to the government of Kingdom of Jordan to provide experienced officers and non-commissioned officers to join the police force, a step that has created close cooperation between Jordan and the Emirate of Abu Dhabi in organizing and administering the ADP force (Zahlan, 1978).

In the mid-1970s there were three categories of individuals in the ADP force: serving policeman, the new policeman (cadets) and the guard which developed in the 1980s to become four: policeman, new policeman (cadets), employed policeman and guard. The salary of preliminary policeman in 1970s was 50 Bahraini Dinars (BD) while the guard was paid around BD55 and a number of Emiri Decrees were issued later to update scales and remunerations of police and public security staff in Abu Dhabi emirate (Zahlan, 1978; ADP Golden Jubilee Committee, 2007).

Literacy rates were low at that time, so police recruitment selection and admission were undertaken without considering literacy performance (Zahlan, 1978). As a result of the issues that illiteracy created within the organisation, there was a performance implication that was addressed (Zahlan, 1978; ADP Golden Jubilee Committee, 2007) in the early 1970s when the police and Public Security Act No. 1 of 1972 was issued. In Article 24, it states that police officers must be holding the intermediate school certificate or equivalent though a candidate with technical qualifications that the police force needed were exempted from the certificate requirements. Article 18 of Federal Law No. 12 of 1976 states that a Police Officer must be a secondary school graduate or equivalent; the only exemptions allowed were for technical professionals who had to be individually approved by the Minister. This increase in educational standard meant that many current members undertook further education to gain the higher qualification and all new recruits were required to have the new educational standard (Zahlan, 1978; ADP Golden Jubilee Committee, 2007) This development in the policy reflects the education development within the UAE generally including the increasing rate of literacy. The ADP made

education and scientific qualifications a pre-requisite for selection admission of new police recruits, especially under the scientific, culture and technological developments witnessed by the world in general and the UAE in particular recently (ADP Golden Jubilee Committee, 2007, Elbanna, 2010).

3.2.3 The Progress Stage 1979 – 1995

During late 1979, H.E Minster of Interior issued a resolution that merged the ADP General Directorate into the Ministry of Interior that made ADP General Directorate part of the Federal UAE Police and Security Force affiliated with the Ministry of Interior and shall have the scope of a General Directorate (ADP Golden Jubilee Committee, 2007). This meant that the ADP was administered by a Director General directly linked with and accountable to the ministry Under-Secretary.

The resolution provided the structure of the following departments and units are to be affiliated to the Ministry of Interior (ADP Golden Jubilee Committee, 2007):

1. Legal Affairs.
2. Medical Services.
3. Public Relation.
4. Planning and Training.
5. Criminal Laboratory.

The resolution provided that the legal affairs shall have the scope of a department the same applied to the Medical Services whose Director shall be directly linked with the Ministry Director General while the Director of Public Relations shall be directly linked with the Ministry under Secretary (ADP Golden Jubilee Committee, 2007).

The Planning and Training branch in ADP General Directorate was disbanded while department's branches and units including the police school were annexed to the Training and Planning General in the Ministry. Similarly, the Criminal Laboratory with its staff and affiliated building resources were annexed to the ministry and was administratively connected with the Security Affairs General Directorate and its Director reported to the Security Affairs Director

General (ADP Golden Jubilee Committee, 2007). This reorganisation resulted in the following departments of the ministry (ADP Golden Jubilee Committee, 2007):

1. Financial and Administrative Affairs.
2. Telecommunications.
3. Prisons.
4. Workshop and Transport.

3.2.4 Excellence Period 1995 – Current

This period began when H. H. assumed the post of General Commander of ADP as it underwent major development and orientation toward the strategic and social activity (ADP Golden Jubilee Committee, 2007). From October 1995, ADP General Headquarter witnessed the biggest operation in building police institutions ever known to the Emirates modern history. Within half a century, these institutions became unique in the Gulf Cooperation Council Countries and the region in respect of the efficiency of their human resources, technical expertise, distinction electronic services, instant communication system of highest speed and the application of the post modern administrative systems (ADP Golden Jubilee Committee, 2007).

H. H. has been careful in advancing all work processes within each department of ADP General Headquarters. Through the leadership of H. H. Sheilkh Saif has lead to the adoption of a new security strategy appropriate to the size of the comprehensive developments taking place in the Emirates state so as to cope with data changes and potential challenges (ADP Golden Jubilee Committee, 2007; Rees and Altharki, 2008). The 2003-2007 strategic plan is a reflection of the increasing use of strategic planning within UAE governance (Elbanna, 2010). As part of the seven key strategies within the 2003 – 2007 plans H. H. found it necessary to renovate the institutional system of ADP General Headquarters to be more capable of implementing the development strategy and upgrading police and security performance to a higher level (ADP, 2008). For this reason, six general departments have been established in ADP General

Headquarters, along with improving the job description of the administrative formations to these departments (ADP Golden Jubilee Committee, 2007).

H. H. has undertaken a number of modernisation projects reflecting the rapid change of policing in the last 20 years internationally (ADP Golden Jubilee Committee, 2007). This has included improvements in employee management and the development in a reward excellence system. A key theme in the current modernisation programs is to develop and upgrade the role and activities of the ADP to reflect the new best practice standards in international policing organisations (ADP Golden Jubilee Committee, 2007; ADP, 2008; Rees and Althakri, 2008; Elbanna, 2010).

One aspect of H.H's developments included the improvement and access to modern technology and endeavours based on a scientific approach and practical experience. H.H (2011) advises that through the development the ADP has gained recognition in the region, and internationally, as a modern organisation that provides security and order and supports stability enabling development and prosperity within the UAE. With continuing excellent performance through vehicles such as the excellence awards H.H Sheikh Saif (2011) is aiming to have the ADP recognised as one of the top five policing organisations in the world.

ADP, under the leadership of H.H, has won many honouring awards, recognition certificates and credibility of many of its various and wide activities, its various departments and bodies have been awarded international quality standards and recognition certificates (ADP Golden Jubilee Committee, 2007, H.H, 2011). In addition the ADP has adopted the community partnership approach within the framework of close relationships with public individuals and efficient partners toward a safer community through making all individuals working within it aware of the quality concepts and developing their capabilities in all services extended to public individuals (ADP, 2008).

ADP has devoted resources in building and creating institutional capability with the policing organisation, and has been keen to develop an organisational culture which aspires and reward excellence (Rees and Althakri, 2008).

Fundamental to this approach is continuing assessment of police performance and measuring the extent of progress in realizing the strategy goals and suggesting the remedial procedures whenever necessary. For this purpose, H.H has created an inspection section linked directly with the office of the general commander of ADP (ADP, 2008; Rees and Althakri, 2008). The Inspection Section is responsible for monitoring continuous improvement of police performance and services provided. In addition, to setting a mechanism for improving performance and publishing the best practices for spreading benefits, as well as setting an external accountability mechanism for measuring the extent of efficiency of services provided by ADP and extent of compliance with the relevant laws and regulation (ADP, 2008).

3.2.4.1 Five years plan of strategic development (2003-2007)

In 2003, the ADP developed strategic policies to see the development of modern policing methods and system based on standards and criterions appropriate to the community nature we are living in and the structure of its population and the major development in the type of crime and the orientation of its perpetrators (ADP, 2008).

The five year plan of strategic development in the ADP General Command (2003-2007) aims to communicate the message to society under the logo "Together Toward a Safer Community" and works in cooperation with the bodies for realizing a safer community, maintaining stability, putting an end to crime and dispersing the sense of fear of crime, contributing to realizing justice in a manner that confirms the public confidence in the police (ADP, 2008). Elbanna (2010) identifies that the use of strategic planning has become a key aspect of UAE governance at all levels since 2002. This is evident in the strategy purposing the realization of the grand vision so that the police force shall become more effective in the field through the seven point plan (ADP, 2008) as stated below:

- Focusing efforts in reality on maintaining stability, limiting crime and boosting the sense of safety and security in social.

- Building confidence and spreading tranquillity to all categories of community through consultation and effective contact.
- Developing the quality and improving the quality of services and performance.
- Developing police services quality.
- Developing capacities and skills for all staff of the ADP.
- Boosting the concepts of integrity, trade, ethics and honesty at all levels.
- Providing the supplies, building and technology that support providing services effectively.

The methods of applying this strategy have the following characteristics:

- Dependence upon a system built on the method of *"handling issues"* in the local work along with charging accountability on performance relevant to patrols activities, maintaining the safety of community, reducing the rate of crime and chaos (ADP Golden Jubilee Committee, 2007; ADP, 2008).
- Focusing the local police work on taking decisions at a local level along with ideal use of resources (ADP, 2008).
- Supporting the local police activities by the General Headquarters departments and sections through the specialised services and consultations, and providing an integrated working method by developing the strategy, procedures, standards and monitoring performance (Rees and Althakri, 2008).

3.3 New Organisational Structure and Job Description

The General Headquarters of ADP has been established as a distinct element of the police department through developing a Headquarters organisational structure and job description to cope with the present time requirements. In addition to establishing new sections, branches and centres in the various general departments in compliance with the policy of developing and modernizing the national security institution.

ADP is keen to establish deep rooted and dynamic regulations that ensure constant development and high efficiency for police performance. H.H has issued directives for forming a new organisational structure emanating from the general strategy that must be applied by the ADP (2008). This strategy should meet the present and future requirements through the new organisational structure which encourages the initiative and creative spirit in order to assimilate and handle the tools that govern police work (Elbanna, 2010).

To apply the five year plan for the strategic development in the general headquarter of ADP and since the organisation is considered to be the backbone for any department ADP has re-formed the organisational structure of the general headquarter by creating new departments (Elbanna, 2010; ADP, 2008). Thus, the organisational structure of the general department of ADP has been given the new name department of 'The General Headquarters of ADP' (as per Administrative Resolution No. (40) for the year 2004 issued on 26 July 2004) for accommodating the great new number of the administrative for innovations and for covering all the necessary security needs on the level of Emirate of Abu Dhabi and the UAE. This investment in infrastructure development has interacted with the continuing economic, social, cultural and technological development witnessed in the country and as a result the country's GDP and steady development of the various business actives wide architecture has increased population including a large presence foreign nationals and associated businesses (Elbanna, 2010; Rees and Althakri, 2008).

With the new organisational structure in 2008 the ADP is streamlining and reorganising resources to reflect the strategic direction and specific job roles for

the various units. With reorganisation with a regional commander, the decentralised administration will enable flexible policing that enables specialist units to perform effectively (ADP, 2008). The commander may delegate part of his powers and responsibilities to a leading team consisting of senior directors from the police general headquarter (ADP, 2008).

This organisational structure invests in senior directors (commanding team) the power of delegating executive responsibilities to the local directors who should possess the capabilities, resources and power for assuming such responsibilities. The new system also calls for forming integrated police units that should be appointed in locations to be able undertake about 80% of police services (ADP, 2008).

The local police commander should be assigned with powers that enable him to assume the responsibilities assigned to him, meanwhile, police general headquarter shall undertake the remaining tasks, i.e. (20%) which may include certain technical and professional aspects, expanded crime investigation and keeping abreast of the general incidence.

According to the new organisational structure (ADP, 2008), ADP General Headquarter is composed of six general departments:

- General Department of Security and Borders Affairs.
- General Department of Central Operations.
- General Department of Police Operations.
- General Department of Installations Protection.
- General Department of Human Resources.
- General Department of Finance and services.
- The General Directorate for Headquarter Affairs.

3.4 How PMS can help and integrate Abu Dhabi Police work with the new strategy.

The political structure of the United Arab Emirates and thus Abu Dhabi has enabled the development of a modern public service sector. The stability of the government that the region has had during the last forty years has meant that the UAE has been able to develop rapidly and implement modern practices such as NPM following globally developed national trends. This environment has not been experienced by other Middle Eastern nations (Rees and Althakri, 2008). This stability has enabled the Emirates to implement new developments and undertake modernisation more easily than their neighbours.

The Abu Dhabi Central Executive Council has a clear goal to develop the emirate to be a modern developed country and this includes having public services and agencies that are world class (ADP, 2008). To support this overall goal the UAE Executive Council (Elbanna, 2010) has a phased development plan that includes resources, technology and working practices. A key method utilises strategic planning and every five years a strategic plan is developed for the next period which focuses on the areas that the Executive Council believes need addressing to achieve the goal of a world class policing organisation (ADP Golden Jubilee Committee, 2007; ADP, 2008). The latest strategic plan for the ADP (2008) covers 2008-2012 and as part of this plan there is a strategy to implement performance measurement for the ADP as an organisation in 2012. The use of performance measures will enable the organisation performance management and thus encourage the behaviours and actions to develop the ADP into a world class policing organisation.

3.5 Summary

Abu Dhabi has undergone rapid development in the past forty years, but the emirate has had a long historical tradition in policing from the Matarzi System. With the development of the modern federation of the emirates the organisation and provision of policing has been modernised with the formation of the ADP Force. This paramilitary policing organisation has continued to develop in its capability and is now working towards becoming a leading regional agency with a world class reputation. To develop as an agency it is necessary for the ADP to utilise the current best practice and knowledge of modern management techniques to meet the government and citizenry demands as a modern public safety organisation.

Chapter Four

Chapter Four: Research Methodology

4 Introduction

This chapter presents how the research philosophy was selected along with the decision-making processes undertaken to address the study focus (outlined in Chapter 1) including the selection of research approaches, design and methods. The various philosophical options available are discussed providing the *raison d'être* for the methodology finally selected. From this philosophical position the reasoning for the specific data collection methods are identified including the processes that were undertaken to maintain the ethical considerations while ensuring validity, reliability and replicability. Both quantitative and qualitative methods were used in the study.

4.1 Research definition and purpose

Before deciding on a research methodology which will be used, it is important to clearly define the research focus and its purpose (Creswell and Plano Clark, 2007). Ghauri and Grønhag (2005) describe research as the process of developing, performing and investigating an inquiry about an occurrence or experience in order to develop solutions or strategies to enhance the existing status quo. This study aims to develop a framework for an organisational PMS contextualised for the Abu Dhabi public sector in particular for the ADP and thus is an inquiry to develop a strategic approach to this new system.

According to Cameron and Price (2009), the purpose of research is to develop practical techniques and applications which are informed from a range of data sources in the organisation that are valid and reliable. Easterby-Smith *et al* (2008) highlight that business and management research is a systematic process in order to discover information and knowledge to enhance daily practices in these fields. The role of research in social sciences, according to Frankfort-Nachmias and Nachmias (2007), is to increase the knowledge of what is known which is also referred to as the '*body of knowledge*' on a specific subject. Ghauri and Grønhaug (2005) identify that a key aspect of the research

process is that the methodological and philosophical positioning of the researcher relates to the purpose and inquiry being investigated.

4.2 Research Philosophy and Approaches

Research can be carried out in a number of diverse manners which makes it imperative for the researcher to determine the suitable research approach and other tools to employ for the investigation, (Van der *et al*, 2004). Irrespective of the research strategy or data collection instrument employed in the research, there are a number of other interrelated factors that need to be taken into account. These factors include: ensuring that the research plan, aims and objectives are clearly identified along with philosophical, methodological and ethical approaches used along with the rationale for the research decisions (Saunders *et al*, 2009; Cameron and Price, 2009; Easterby-Smith *et al*, 2008; Creswell and Plano Clark, 2005; Tiddle and Tashakkori, 2003).

4.2.1 Research Philosophy

The research philosophy is the most important element to be considered in the research design process. Creswell (2009) asserts that there is a relationship between the paradigms of scientific investigation and the suitable design and approach to be utilized in achieving the objectives of the research study. Through the research philosophy, the researcher is able to clearly determine a design strategy that is appropriate for the question that was raised by the researcher and also to elucidate all the key components of the research study such as the approach that will be utilized in the context of the study, the methods for data collection and analysis. Consequently, this enriches the researcher's grasp of scientific knowledge and how this can be applied in the field of study from a range of robust research methodologies and thus improve the accuracy of research, (Cameron and Price, 2009; Saunders *et al*, 2009; Ghauri and Grønburg, 2005; Easterby-Smith *et al*, 2008). There are three main advantages for the researcher in having an established research philosophy. Firstly, it helps to outline the research design. Secondly, it assists the researcher in identifying the research design that is appropriate for the research study whilst taking into account the context of the study. Thirdly, it widens the

horizons of the researcher by richly increasing their knowledge and experience of research materials and theories that are both within and outside of their field of expertise. Consequently promoting a set of shared beliefs or workings premise that provide model problems and solutions to a community of practitioners invariably.

Creswell (2009) identifies that there are four viewpoints towards research: positivism, constructivism, advocacy and participatory, and pragmatism. This extends the viewpoint that research philosophy revolves around the phenomenology and positivism schools of thought which are critical in the research of business and management studies. (Saunders *et al,* 2009; Collis and Hussey, 2003; Remenyi *et al,* 1998). Phenomenology is part of the philosophy and science that analyzes and studies the phenomena thrown into the consciousness, that is, the essence of things which are in stark contrast to the precision of the measurement procedures as espoused by the positivist philosophy (Easterby-Smith, 2008; Hussey and Hussey, 1997; Collis and Hussey, 2003). Phenomenology is the science that studies the relationship between facts (phenomena) and the area in which this reality is (psyche, consciousness) (Hussey and Hussey, 1997; Collis and Hussey, 2003). The phenomenology of consciousness is concerned with all forms of experiences and events that seek answers to questions such as: what, why and how.

However, phenomenology can be viewed from three main individual viewpoints that provide slightly different perspectives and can impact upon later decision-making choices due to the philosophical positioning. The three viewpoints are constructivism, advocacy and participatory and pragmatism. Advocacy and participatory approaches according to Creswell and Plano-Clark (2007) are concerned with the political concerns and look to make changes to empower and reduce the marginalization of sectors of a community while dealing with inequality. As the question of this study was not looking at addressing and collaborating with workers to improve their daily toil, this philosophical approach was therefore discounted.

The next philosophical approach to be discounted for this study was positivism as the basic perspective on the positivistic paradigm can be considered as a that the scientific method being the same in all fields of knowledge, so that the unity of all science is based on the method: what makes science is the method by which it deals with 'facts'. According to Remenyi et al (1998), positivists seek the facts and causes of social phenomena regardless of subjective states of individuals, as for the researchers, the natural sciences and social sciences use a similar basic methodology. Since the research question was about employee perceptions of performance measurement systems it was felt that a positivist approach would not be appropriate for the question.

The two paradigms of constructivism and pragmatism thus remain. Constructivism, according to Cameron (2009); Creswell and Plano-Clark (2007), is a collaborative approach with actors in the organization who attempt to contrast a meaning that explains the environment in which the study occurs. Constructivism's philosophical stance, according to Tashakkori and Teddlie (1998), is a response to the beliefs, methods and research investigation practices utilised in traditional natural science experimentation and investigation. Constructivism attempts to develop the implications for an organisation such as the ADP from multiple participant perceptions of the organisation with the aid of social and construction theory in order to generate new theory (Creswell, 2009). While pragmatism is the middle alternative position as it shares strong links with constructivism and also allows the researcher to utilize empirical methods, which the constructivist viewpoint finds deterrent (Cameron, 2009). Pragmatism supports the use of a mix of methods, according to Creswell and Plano-Clark (2007), Tashakkori and Teddlie (2003), and Creswell, (2009). Since this study contains the research question focussed on addressing the consequences of actions such as the implementation of performance measurement in the ADP the paradigm selected is pragmatism as it is real-world practice oriented whilst enabling the researcher to focus on the phenomenon that is the perceptions of participants towards PM and the implications of implementation for the organisation concerned.

4.2.2 Methodological Approach

Once the research philosophy has been selected the researcher can select the appropriate methods in their methodological approach that will enable them to answer the research questions. A research methodology is a systematic and orderly approach taken towards the collection of data (Saunders *et al*, 2009; Creswell, 2009). There are four basic methods in research: case study, historical review, experiment and survey and there is no definite rule as to which one to select when embarking on research (Creswell and Plano-Clark, 2007). It all depends on the nature and scope of the thesis, the sources of the data, the research questions and hypotheses or proposal, and constraints and scope of the research (Jankowicz, 2005; Yin, 2003 ; Saunders *et al*, 2009; and Ghauri and Grønhaug, 2005). Since the pragmatic approach was selected for the study it enabled the researcher to exploit mixed methods approach and rationale to support the solving or investigation of the phenomenon. With development of a framework for an organisational PMS for public sector staff within the ADP as the focus of the study, the most suitable methods and approaches to support this study's aims and objectives have been selected.

As the focus of the study context cannot be detached its specific organisational context, the case study was selected as a methodological approach to help in the development of a study that is exploratory, explanatory and descriptive in perspective. The ADP is used as a case study in developing the framework for PM. This research is interested in knowing the "*what*, "*why*" and "*how*" issues related to quality management and performance within this specific organisation. Yin (2003) and Price (2009) recommend that for research projects of this nature the case study approach is ideal. Hartley (2006) indentifies that a case study produces a comprehensive examination of an organisation rather than a study that is easily generalised to a wider contextual environment. The pragmatic philosophy allows the researcher to draw upon any approaches, which fit the contextual need to address the problem.

The use of the case study approach allows the researcher to focus on the specific organisation while acknowledging pragmatically that the context of the organisation has its own social and cultural environment which may not be similar in other parts of the Abu Dhabi public sector as this organisation has specific work duties and activities which make it inherently different. Whilst there is a possibility for generalisation regarding matters concerning public safety or policing organisations the case study approach allows the researcher to find out the current situation within the organisation and avoid such generalising (Ghauri and Grønhaug, 2005). Price (2009), highlights that the strength of the case study approach is the ability of the researcher to investigate organisational issues within the context where these issues are occurring while the approach encourages the researcher to access a variety and profound array of information from multiple means of data collection to gain an insight in the current situation. Jankowicz (2005) advises that the advantage of case study research is that it will enable comprehensive and informative data to be generated. The downside to the use of case studies according Price (2009) to is the use of multiple sources of data collection and the management of the data produced by the research process.

Since the pragmatic approach allows the researcher to use the most appropriate methods to make the study work (Creswell, 2009), this thesis will utilise a mixed-method-approach to data collection as this gives a range of sources and a depth of information to support the case study approach (Price, 2009; Ghauri and Grønhaug, 2005). The organisational context meant that the single case holistic approach was needed as Yin (2003) advises that this is appropriate for the investigation to develop insights into a phenomenon not readily accessible. The ADP as a developing state policing organisation has a number of factors which makes it a unique organisation and the nature of the organisational work creates a community which can be difficult to access if you are not a participant within the organisation.

Table 4.1: *Examples of major studies in PMS in public safety or public sector organisation*

Author	Main research instrument	Approaches
Gomes, et al (2006)	Case Study	Mixed method approaches
Siddiquee (2010)	Case Study	Quantitative investigation using descriptive and analytical methods
Loveday (2008)	Case Study	Multiple Cases
Camona and Gronhund (2003)	Case Study	Qualitative investigation

Table 4.1 above list the recent major studies of PMS in public safety or public sector organisations and it can be observed that the case study research approach is the primary method of this type of investigative research study. By using the case study approach for this investigation into PM and PMS in the ADP the author is following other studies and provides an opportunity to enable comparison between settings.

4.2.2.1 Qualitative Research Methods

According to Bryman and Bell (2007), qualitative research methods are seen as social research that study phenomena that are not explained through numbers and indices, but rather individual participant's perceptions and views of the world. Qualitative research consists of detailed descriptions of situations, events, people, interactions and behaviours that are observable. It incorporates what participants say and experience, their attitudes, beliefs, thoughts and reflections as expressed by themselves (Silverman, 2009). One of the most important characteristics of the qualitative research technique is in seeking to make sense of the way in which people act, think and interact with the world around them.

Marshall and Rossman (2010), and Silverman (2009) define qualitative research methods as any kind of research process which does not use statistical analytical procedures or other means of quantification of the research focus, thus suggesting that the result of the study is a harmonization of all perspectives, realizing the historical conditioning factors, environmental and psychological, without obtaining quantitative statistical conclusions.

According to Ghauri and Grønhaug (2005), there are a number of the advantages and disadvantages of qualitative research. One of the advantages is that it is less costly both in time and in the economy. In addition, other advantages of qualitative methods are their propensity to 'communicate with' the study subjects; the more horizontal communication between the researcher and the researched. There is greater ease and ability to study social factors in a natural setting and are strong in terms of internal validity, (Eastrby-Smith et al, 2008). Moreover, the interaction of the participants may be profound and thus look at the overall picture and can expand the sphere and horizons of the participants beyond self-interest or even the stated personal perspectives of the personal interview methods. The disadvantages of these methods would be: Qualitative methodology provides links between scientific theory and method that does not exist in reality and sustains the notion that there is an antagonism between the qualitative and quantitative approach. Qualitative method can be

complex and difficult to undertake as different aspects of the data (data, analysis, targeting) can be mismatched especially when analyzing data (Tashakkori and Treddlie, 2003). In addition to this, the terminology can also describe qualitative data, qualitative analysis, or state that the research has a qualitative approach (Cameron and Price, 2009). The qualitative approach neglects methodological differences, and this creates the risk of poor analysis (Creswell and Plano-Clark, 2007). Yet if the pragmatic philosophy utilise both qualitative and quantitative methods, it can be undertaken without any antagonism and enable the researcher suitable data sets to support triangulation between the different methods.

4.2.2.2 Quantitative Research Methods

The generic term of quantitative methods in social sciences according to Bryman and Bell (2007), is where the researcher systematically collects empirical and quantifiable data that facilitates the search for possible relations through statistical analysis and potentially analyses the statistics to determine the validity of the research hypotheses. In addition, Rudestam and Newton (2007) state that the basic purpose of the quantitative paradigm in socio-educational research is to conduct measurements and accurate predictions of the regular behaviour of social groups. The main quest is to explain the causes of phenomena, comparing theory and practice, identify discrepancies, statistically analyze, make connections and generalizations, (Crotty, 1998, Cameron and Price, 2009; Ghauri and Grønhaug, 2005).

Quantitative research develops and uses mathematical models, theories and hypotheses to describe relevant natural phenomena and to study the quantitative properties and phenomena and their relationships to provide a way to establish, develop, strengthen and review the existing theory, (Bryman and Bell, 2007: 154).

According to Ghauri and Grønhaug (2005), amongst the advantages of quantitative methodology include the fact that these methods allow more precise measurements which require the use of standardized measures so that the varying perspectives and experiences of people can be fitted into a limited

number of predetermined response categories to which numbers are assigned, (Ghauri *et al*, 2005). Furthermore, Bryman and Bell (2007: 154) attest to its advantage in external validity in creating patterns that are generalizable to the population. Easterby-Smith (2008) also states that quantitative studies tend to be highly structured, so that the researcher specifies the main features of the design before getting a single datum. In addition, it emphasizes the precision of the measurement procedure, and supports the indicators (through the concepts and variables) of certain elements of the process. Quantitative methods examine how these elements make up the whole, not as an integrated analysis of the phenomenon, but how a subset of reality, preferably when they are measurable and are related to the observation of the phenomenon being studied. Its disadvantages are its propensity to "use" the study subjects with little or "no" communication between the researcher and those whom are being researched, leading to the question of whether the studies using this methodological approach are actually measuring what they are attempting to measure.

4.3   Mixed methods and data collection

As previously mentioned, the case study approach has been selected through the use of the pragmatic philosophy thus enabling a number of methods to be used in order to collect the study data. For the data collection of this study it is proposed to use questionnaires and semi-structured interviews will be used, and both of these methods are discussed in detail below.

4.3.1   The Questionnaire Survey

Empirical work is considered to be important in this type of research and thus the questionnaire survey method is used. A questionnaire is the most sufficient and economical method of collecting data as it provides access to the greatest number of participants while enabling the sampling of their perspectives. Saunders *et al* (2000:278) consider the word *'questionnaire'* to be a general term to include all data collection techniques that require participants to respond to the same set of question in the same order. Similarly, Collis and Hussey argue that questionnaires are related to both positivistic and phenomenological

methodologies defining a questionnaire as "*a list of carefully structured question chosen after considerable testing with a view to eliciting reliable responses from a chosen sample. The aim is to find out what a selected group of participants do, think or feel.*" (2003:173). In the same context, Sekaran (2003:236) defines a questionnaire as "*a reformulated written set of questions to which respondents record their answers, usually within rather closely defined alternatives*". Sekaran (2003) views the questionnaire as the most efficient and important tool of data collection when the researcher knows exactly what type of information is needed and how to measure the study variables.

4.3.2 Postal Questionnaires

There are a number of types of questionnaire available to the researcher which includes the mail, both electronic and personally administered. There are several advantages of a questionnaire survey in a research process such as cost efficiency, particularly when using a postal questionnaire survey, when investigating a large population group (Frankfort-Nachmias and Nachmias, 2007). The use of a postal questionnaire makes the researcher more independent when undertaking research according Saunders *et al* (2009). This option was chosen by the researcher as the potential bias risk if the researcher undertook a personally administered questionnaire as the researcher holds a position of power in their normal role within the organisation. If the questionnaire was administered personally the respondent could have tried to please the researcher by giving responses they thought that the researcher was looking for due to his position of power in the organisation (Cameron and Price, 2009; Creswell and Plano Clark, 2007; Ghauri and Grønburg, 2005). The use of a postal questionnaire provides anonymity to the participants (Cameron and Price, 2009) however it also comes with some pitfalls such as the low rate of return (Frankfort-Nachmias and Nachmias, 2007) and the failure to complete entirely (Saunders *et al*, 2009).

According to Collis and Hussey (2003), a benefit of the mailed questionnaire is that it enables the participant to think and reflect and thus provide greater consideration of the question than if they were expected to give an immediate response in person. However, another issue with the mailed questionnaire is if the participants need any clarification the mail questionnaire makes it difficult to provide that clarification as well as the accuracy of their responses (Saunders *et al*, 2009; Easterby-Smith, and Frankfort- Nachmias and Nachmias, 2007). The use of the electronic questionnaire approach was rejected since there were concerns about regional participants having the network access and capabilities to use this form of surveying approach. Additionally the use of personal administration was discounted as the large regional distances and the difficulties of accessing individuals to gain a big enough sample size and the hesitancy about responding to sensitive issues (Collis and Hussey, 2003; Sekaran, 2003). Sekaran (2003) highlights that use of self administered questionnaires are less costly to the researcher in relation to their time and access to the organisation. To address the concerns that some of the questionnaires may not be properly completed, the questions were designed to stop run patterns (Saunders *et al*, 2009) so that when the returned, completed questionnaires were reviewed if any of them used a run pattern (such as answering all the questions with a value of 'one' on the scale) were removed along with incomplete and unfinished questionnaires.

To ensure that power dynamics of the researcher and his position in the organisation did not impact upon the participants, the public mail system was utilised to send out the questionnaires with return envelopes. However, this potentially could have created a barrier to accessing more participants, in some regional areas, as the quality and efficiency of the local public mail service may differ between areas. This risk was outweighed by the benefit of accessing information about the unbiased perceptions of the staff receiving the questionnaire.

The purpose of the questionnaire was to provide a base line for the perceptions held within the organisation and allow for statistics to be generated about the population characteristics and thus provide the descriptive and analytical overview of the organisation. The bigger the population of the quantitative research is; the more allowance for a legitimate reflection upon the attributes of the wider population under study (Easterby-Smith *et al*, 2008). Due to the large sample size most commonly undertaken through the use of quantitative research methods there is a bigger population in the study and it is suggested that this provides greater scalability to the rest of the population thus provide greater application or truth from the outcome of a study (Saunders *et al*, 2009).

4.3.3 The Questionnaire Design

To ensure the development of an appropriate questionnaire, focused upon the research questions, a number of previously utilised questionnaires were investigated. These were taken mainly from relevant literature about previous studies and from this list the researcher identified the questions which could be applied to the ADP. This question review included revising the theory of PM from Neely (2008), Kaplan and Norton (2008) and others who had investigated the critical success factors CSF for PM in the private and public sector (Neely *et al*, 2004; ALruwais, 2006; Akkermans and Van Oorschot, 2005; McDougull *et al*, 2002; Simons, 2000; Sanderson, 2001; Kaplan and Norton, 1996) along with those in the public safety and policing community (Gomes *et al*, 2006; Fleming and Grabosky, 2009).

Some of the questions in the questionnaire were derived from suggestions made by a focus group of Arab Business Management PhD students at Liverpool John Moore's University, who had sufficient knowledge of PM in the Arab business environment. Others were derived from prior studies (Neely *et al*, 2004; ALruwais, 2006; Akkermans and van Oorschot, 2005; McDougull *et al*, 2002; Simons, 2000; Sanderson, 2001; Kaplan and Norton, 1996). The questionnaire was divided into five sections to help in the organisation of study variables. As follows,

Part one: A general perception of critical success factors in the ADP. This part includes questions exploring the general perception of PMS in the ADP. The idea behind these questions was to give respondents a flavor of the questionnaire as a whole, and to obtain their overall opinions of PMS in ADP before moving on to more detailed and specific questions.

Part Two: How the PMS can help ADP to meet targets. This section focuses mainly on regarding the perception of staff how ADP achieves targets by using PMS.

Part Three: PMS and benefits. There are difficulties with measuring performance and for these difficulties this section of the questionnaire covers the most important variables and benefits of PMS.

Part Four: PMS and working ADP. This section focuses mainly on regarding the working structure and organizational culture in ADP.

Part Five: General Information. This section focuses mainly on eliciting demographic data about respondents (e.g. grade, position, department, number of years of experience in the field and qualifications), and was particularly important for providing basic data both for the purpose of analysis and for testing the relationship with other variables identified in the study.

4.3.3.1 Measurement Scale

A Likert-type scale using five points has been designed to measure the extent of individual participant's perceptions where to each statement (Saunders *et al*, 2009). To analyse the responses the researcher is required to use a specialist statistical package (SPSS) and undertake statistical analysis. The Likert-type scale enables attitudes of the participant to be established by presenting the participant with a list of statements which declare specific emotions and asking them to rate them in terms of agreement or disagreement (Sekaran, 2003). There is also a neutral middle option (see Table 4.2 below on page 12

9) so that participants who did not have an emotional response to the research could select this option and thus help remove research bias (Saunders *et al*, 2009).

Table: 4.2: *Example of Five point Likert-type Scale used in the questionnaire.*

1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

4.3.4 The Wording of questions

It is necessary to consider each and every question in a survey questionnaire in order to ensure that the responses are valid. In this respect, Sekaran (2003) suggests that the questions asked, the language used and the actual wording should meet the respondents attitudes and perceptions. Saunders *et al* (2009) suggest the following guidelines for wording questionnaires:

- The questions should be clear, straightforward, and use simple language, vocabulary, terminology and common concepts to ensure the participant's comprehension of what question the researcher is actually asking of them.

- To clearly show the possible responses to each question, a straightforward scale should be provided from which the respondent can choose an answer.

- Biased questions that influence the participant towards a response must be avoided.

- Short and directed questions should be utilised to stop confusion in participants. The more complex the question the longer it will take for the respondents to complete and thus reduce the willingness of the participant to complete whilst also increasing the likelihood of misunderstood questions.

- Ambiguous wording should be avoided, so that all respondents understand the questions in the same manner and context.

- The questionnaire should not include negative questions, because these may confuse the participants, especially when asking them to indicate whether they agree or disagree with particular statement. However, Sekaran (2003) suggests the inclusion of some negative questions to reassure the researcher that the respondent is paying attention and not responding in a pattern action.

These guidelines were followed very closely in order to produce the best possible research instrument.

4.3.5 The type of questions

The decision regarding the type of questions in a survey instrument is really one that considers whether to use open or closed questions, because each has both advantages and disadvantages (Sekaran 2003). In this regard, it has been observed by Remenyi *et al* (2002) that exploratory studies are best administered using open questions because in these the researcher is neither able nor willing to pre-specify the response categories. One benefit of open questions is that they allow respondents to provide more information and to use their own words to give their personal opinion. Additionally, such questions are easy to ask. However, the disadvantages of open questions are quickly spotted in that they lengthen the whole process, as respondents spend more time answering. This has a number of repercussions:

- The extra time required of the respondents may dissuade them from taking part.

- This affects the overall response rate because come questionnaires may have so many incomplete answers that they have to be excluded from the final usable sample.

- The analysis of responses to open questions is difficult and whilst there may be much valuable information, there may also be much useless and irrelevant data (Remenyi *et al*, 2002; Sekaran, 2003; Collis and Hussey, 2003).

Unlike open questions, closed questions require the respondent to choose a response from several alternatives provided on the questionnaire, whilst these usually do not take the respondent long to complete, they can be difficult to design since they must be very clear and take account of all possible answers. Additionally, the use of closed questions may not provide true or accurate responses since they give a limited range of options and as Vaus (2001) has observed the respondent must make a choice even though it may not be appropriate. The use of closed questions was selected for this survey with fixed likert-type scales to ensure that the survey process was relatively quick. To address the bias that Vaus (2001) identifies, the researcher ensured that there was a neutral option so if the respondent cannot find an appropriate choice they can choose a neutral response which neither agrees nor disagrees with the statement.

Part of the testing undertaken to ensure the legibility and clarity of the questionnaire for participants includes the use of a pilot study (Saunders et al, 2009). As part of the assessment for clarity and fitness for the purpose according to Saunders et al (2009) the researcher needs to ensure that the quality of data collected is appropriate for use, the length of time it takes for participants to ensure it is not onerous and that questions are appropriate and not confusing.

4.4 Explorative Pilot Study

The pilot study is used for ensuring an increased response rate, validity and reliability for achieving the primary objectives of a study, Saunders et al (2009). Pilot research provides a deeper understanding of the issues under investigation from the participant's perspective, (Ghauri et al, 1995; Ghauri and Grønhaug, 2005). The use of a pilot study is to refine and check the research methods which are used in this study to check the suitability of semi-structured interviews. The researcher discussed these methods in the focus group with Arabic PhD management students at Liverpool JMU, to obtain their comments, because they have enough knowledge of performance measurement system in UAE business environment and a few were improved by prior studies such as Pendlebury (1985) and Elbanna (2010). These were methods to realise the

main objective of this study that is to develop a framework for an organisational PMS contextualised for the Abu Dhabi public sector.

Therefore, in the explorative pilot the researcher used different departments in General Headquarters who were chosen at random. The semi-structured set of interviews where translated into Arabic by a legal interpreter who is an expert in translation. In this regard the researcher distributed interviews to the Abu Dhabi Police General Headquarters, including the General Department of Policing Operations, the General Department of Human Resources, the General Department of Financial Services and the General Department of Central Operations.

For the purpose of the pilot study, interviews were held with four employees from different departments in the ADP headquarters. Details of the interviewees are shown in Table 4.3 page 133. The interview is one of the best data collection methods in qualitative research (Tashakkori and Teddie, 1998 and 2003; Saunders *et al*, 2009; Dawson, 2009). An interview is a useful way to acquire a large collection of data quickly (Cameron and Price, 2009), as well as to collect specific information from the interviewees. It also allows for immediate follow-up questions and for clarification (Cameron and Price, 2009; Saunders et *al*, 2009; Bryman and Bell, 2007).

Table 4.3: *Characteristics of Pilot Interviewees*

ID	Grade	Department	Length of service in organization
A	Consultant	Finance & Service	5 years
B	Expert	Headquarter affaires	4 years
C	Captain	Human Resources	4 years
D	Police non-officer	Security Affairs and Ports	7 years

It should be noted that in Table 4.3 above the Grade field describes the characteristic of the ADP employee, while many of the participants were formalised police officers (officer and non commissioned officer) the other two classifications used are Expert and Consultant. Expert and Consultant grading have some similarity as they are individual who provided specific technical or managerial services that are not found within police officer but support policing activities. The difference between an expert and the consultant is the pay grade and level of rank they hold within the organisation. An Expert tends to have higher levels of qualifications and experience.

By comparison, semi-structured and unstructured interviews are non-standardized (Saunders *et al*, 2009). In semi-structured interviews, the researcher has a list of questions or fairly specific topics to be discussed, but the respondent has a great deal of scope in how to respond.

In semi-structured interviews, according to Wengraf, there will be "a number of interview questions prepared in advance but such prepared questions are designed to be sufficiently open that the subsequent questions of the interviewer cannot be planned in advance but must be improvised in a careful and theorized way" (2001:52). The development of interview questions for the present research was based on the literature review, highlighting the following areas for investigation:

- How is performance measurement defined in the ADP?
- What are the CSFs of a PMS in ADP?
- What are the effective and important aspects of a PMS?
- How are the benefits of a PMS perceived?
- What is the nature of organisation culture within the ADP?

4.5 Internal Reliability and Validity

The data collected during the questionnaire was assessed for its reliability and validity. Field (2009) explains that research validity depends on the assessment ability of the research instrument to provide a good measure of the research question and whether it measures the right concept or not. The questionnaire must be developed to ask the appropriate questions for the research topic and in this case that was the critical success factors, how PMS enables the ADP to meet target, benefits of PMS, working in the ADP, and organisational culture. To ensure that participants undertook the purpose of the question, an initial briefing page to the questionnaire was supplied which included consent, participant options regarding withdrawal and additional questions along with directions on how to complete the questionnaire.

4.5.1 Reliability

The design of the questionnaire ensured that there was a similar direction in the scales so that participants would not be confused about the answer response options thus developing reliability within the instrument. To ensure the reliability and the replicability of the questionnaire it was tested with the post-graduate student's forum to ensure that there were no questions or confusion about the process. Bryman and Bell (2007) and Saunders *et al* (2009) advise that by removing as many opportunities for error the researcher is developing a consistent measurement instrument which is not biased. Saunders *et al* (2009) state that it is important to examine the internal stability of the questionnaire to ensure reliability. Testing the internal stability can be done through the use of statistical analysis. An overall reliability test was conducted to examine whether their internal consistency among items/questions. It is important to generate a

high and an acceptable reliability score to ensure that all variables are measuring for the same thing.

Researchers use the Cronbach's Alpha coefficient which is commonly used for testing the internal consistency (reliability) of the selected scales for this study (Ghauri and Grønhaug, 2005). This technique is common in statistical research in examining reliability; coefficient Alpha ranges between zero (0) and one (1). The higher the Alpha Coefficient is, the more reliable the scale, with 0.7 as the minimum acceptable reliable figure (Fields, 2009; Sekaran, 2003). Field (2009) advises that the reliability score which is less than 0.6 is considered to be poor while the scores at 0.7 or above are acceptable. Using SPSS the reliability responses for the study were tested using SPSS software. This test has revealed a strong reliability (consistency) between variables Cronbach's Alpha (α = =0.826) for 62 questions.

4.5.2 Interviews

Collis and Hussey (2003:167) note that interviews provide "*a method of collecting data in which selected participants are asked questions in order to find out what they do, think or feel*". The structured interviews with closed questions and the preferred strategy with positivists, whereas, the unstructured, or semi-structured interview based on open questions and allowing for in-depth exploration, is the technique used by constructivists (Saunders *et al*, 2009). An open question style semi structured interview was selected by the researcher due to freedom of choice that the pragmatist philosophy allows the researcher to use mixed approach. Since the questionnaire used a closed style of questioning it was reasoned that by an alternative approach it would enable the researcher to ensure that was extension or strengthen of the research process by addressing the weakness that are found in closed questioning (Easterby-Smith *et al*, 2008; Tashakkori and Teddlie, 2003). Saunders *et al* (2009) identifies the usefulness of interviews as a method that can yield rich data concerning participant's experiences, opinions, aspirations, attitudes and feelings. Saunders *et al* (2009) also makes the point that they can be used to maintain and generate conversations on a wide range of topics.

4.5.2.1 Semi-structured Interviews

Bryman (2004) asserts that the semi-structured interview is applicable in a wide range of circumstances and involves the researcher producing the questions they wish to ask in a given order, but at the same time allows for re-sequencing as an interview unfolds. The intention with semi-structured interviews is to encourage the interviewee to talk frankly, and this can often be achieved by removing some of the rigidity imposed by asking questions sequentially. Semi-structured interviews are useful when undertaking exploratory discussions as a means to revealing 'what', 'how', and 'why' (Saunders et al, 2009). This interview type has the potential to discover new things about issues that have been considered before, and they also allow variation from interview to interview in respect of how the questions are asked and covered. This does require skill on the part of the interviewer who must be able to respond to the flow and change questions to suit, but if the researcher is able to do this, much valuable input from interviewees can be gained (Saunders et al, 2009). Further benefits of this type of interview are the interviewer's ability to ask for clarification of any response during the course of the interview, and the ability to record the proceedings, subject to the interviewee's consent (May, 2001). The interview process can also be more advantageous for the researcher, according to Cameron and Price (2009), as any concerns about the research purpose and data use the researcher can clarify in person rather than remotely. Those who may consider withdrawing or not participating due to another method such as survey may become more willing to participate (Price, 2009; Saunders et al, 2009).

Tashakkori and Teddlie (2003) also advise that interviews give the interviewer the opportunity to communicate effectively and build trust with the respondent to make him/her comfortable, to provide truthful data and to answer without any fear of adverse consequences. The interviewer can modify the questions if this is thought to be necessary to ensure that both the participant understands, and to gain additional clarity about a respondent's answer to a previous question. The interview can provide in-depth data for the researcher (Saunders et al, 2009) but as a result can be more costly in resources and time to do when

compared to other methods. The flexibility of the semi structure approach, according to Tashakkori and Teddlie (2003), can backfire on the researcher as the opportunity for their personal influence to bias the process. The interviewee loses some of the protection they may have had in the self-administered questionnaire and this is why it necessary for the researcher to have a clear briefing discussing confidentiality and anonymity for participants.

4.6 Questionnaires versus Interviews

The decision to engage in both a questionnaire survey and an interview exercise was made on the assumption that both would provide insights in evaluating the PMS in ADP. However, the purpose of an interview-only approach was to enable some issues that could not be properly dealt with or analysed by quantitative methods. In this respect, different employees in ADP who were represented in the selection of interviewees were expected to provide information in a private meeting and explain further issues related to the significance of information contained in the current perception of performance measurement system. However, whilst interviews are considered an effective means of collecting large amounts of data, some restrictions were encountered by the researcher when conducting interviews in the study, and these should be noted at this point. Firstly, as in Western countries, interviews are time-consuming and therefore costly, and they can be seen as intrusive, which may reduce the participant's co-operation. There is also sometimes a problem of getting the interview transcripts translated, and there are other problems that arise particularly with emirates interviewees. In this connection the researcher found that:

- Most of the interviewees found it difficult to describe their problems in general, and more specifically, when they were asked about something relative to their work especially if they were meeting the interviewer for the first time.

- Most of the interviewees - especially the key staff - seemed to fear that the interview would cover information regarding their institution and that their position in their department could be threatened.

- Permission to tape-record interviews was refused in all cases, because this is an unfamiliar experience in the Abu Dhabi public sector and is seen by some as threatening.

As a result of this apparent fear, the researcher repeatedly provided reassurance to the participants about the purpose and found that there were a couple of occasions were the interviewees were overly guarded in their responses. This extreme reserve meant that on some occasions a follow-up interview was undertaken in a neutral location such as a coffee shop so the participant had the feeling of a discussion rather than a formal interview. This follow-up also meant that clarification about responses was gathered and interviewees had the opportunity to develop greater trust in the researcher while expanding and explaining their previous answers.

4.7 Selection of participants

The participants need to represent all cases of the population which makes up the organisation so a sampling frame was developed (Saunders *et al*, 2009). There are basically there are two types of sampling designs: randomly (probability) or non-randomly (non-probability). Field (2009) describes a random sample as when each possible member of the defined study population has an equal possibility of participating. There are several probability sampling types but due to the natural division in the organisation between regional and headquarters it was sensible to consider cluster-sampling for the initial study frame. From these clusters the researcher then identified all the department and unit locations in each defined region.

Table 4.4: *Sample frame or initial clusters for the study questionnaire*

Regional	Headquarters	Total
150	150	300

Although an initial probability method was used for identifying the initial frame it was found by the researcher that in order to have a big enough sample group that non-probability based sampling methods would be needed within the department and unit locations where there are concerns about the willingness of potential participants.

4.7.1 Questionnaire

There are seven general directorates (departments) and within these directorates there are specific units and sub-units. There are approximately 36,000 people employed in the ADP and its associated public safety agencies which include fire, ambulance, civil defence and border security. In the police alone it is estimated that there are approximately 12,500 staff. It was thus decided to remove the civil defence, ambulance service, border security and fire service from the study as they are not directly controlled by the ADP (there is a command structure which reports to the Ministry of Interior). The ADP has its own emergency response unit which liaises and carries out joint operations with the civil defence, ambulance and fire services along with a security affairs and ports. Based on a minimum of 12,000 staff in the direct command of H.H it was estimated that it is only practical to get approximately 25% representation of the total population, as there would be some difficulty in attempting to gather a 50% population representation. Based on the size of the directorate between 40 and 44 questionnaires were sent out and the number to each specific unit was depended on the total number in that location. The 25% of each directorate ended up being a combination of cluster randomisation and convenience sampling. The cluster worked up to the directorate level, but after that point with different size units and the personnel access arrangements, it became a convenience sampling where the researcher contacted by mail those whom he had identified as potential participants. The identification of potential participants came from phoning each departmental unit directly to identify the availability of participants (i.e. not on leave, out of the office or on training courses). The phone call option enabled the researcher to gather the availability of participants and, from this list, send out the postal questionnaire directly to these potential participants.

4.7.2 Response Rate

From the total of three hundred questionnaires sent out there was a 54% return of papers that were able to be used for the statistical analysis. A total of 23 papers were excluded based upon incompleteness or the patterning of their responses. Patterning was either all ones or all fives. The questionnaire design had some negatively worded questions added to ensure that patterns could not form and this complete patterning indicated that the participant was not providing a true sample of their perceptions in their answers. In total there were 61.66% questionnaires returned which Saunders *et al* (2009) identifies as a very good response rate given that they suggest that 35% has traditionally been acceptable for mail survey response rates. However, Baruch and Holtom (2008) suggest in their recent discussion of response rate that more than 50% is preferred in developed countries such as the USA.

Table 4.5: *The response rate breakdown for usable questionnaire responses*

Regional	Headquarters	Total
73	89	162
45%	54%	100%

4.7.3 Interviews

With the interviews a similar cluster approach was again used for the regional and headquarters based staff members so that there were six participants representing each cluster. This time judgemental sampling was selected as the interview participants were selected from each directorate based upon their location and various roles in the organisation. All seven directorates are identified but the individuals were selected based on a judgement on their involvement in the operational running of the organisation and the workplace activities they were involved in. Staff at headquarters are more likely to be involved in the development of new strategies and policies, based upon their activities, and thus to get a counter viewpoint the participants in the regional

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locations were selected upon the judgement that they would be the likely person responsible for implementing any new policy or strategic direction in their location.

4.7.4 Data Analysis of the Questionnaires

The common software application called Statistical Package for Social Sciences [SPSS] was selected and used to analyse the questionnaire responses. Field (2009) identifies that there are two main methods used when undertaking statistical data analysis, parametric and non-parametric.

4.7.4.1 Parametric data:

Assumes that for data to be parametric it should satisfy a number of assumptions. The data should be interval, and it should also be normally distributed. Also the participants who volunteered in the study should be randomly selected (Pallant, 2007).

4.7.4.2 Non-parametric data:

If the data is either ordinal or categorical, and it is not normally distributed and when the sample is not randomly selected then the data is considered non-parametric (Field, 2009).

4.7.5 Test Normality or distribution within the population

To ensure that the questionnaire was providing a true picture of the perceptions and beliefs held by the population additional statistical testing is needed to ensure that questionnaire provides a statistically probable response, and therefore the questions are appropriate for the questionnaire. In order to carefully conduct and test these aims a number of tests are suggested. However, before deciding on which test to use, it as is important to test whether the data is considered parametric of non-parametric. By determining if the data represents a normal population or a skewed biased population the researcher can then chose the most appropriate test (i.e. a parametric test or a non-parametric test).

The normality of the data is quite important in determining whether the data is parametric or not (Pallant, 2007). One of the best tests to examine the normality

of the data is called the Kolmogorov-Smirnov and Shapiro-Wilk tests. These tests were conducted for each dependent variable under investigation. From both tests it could be concluded that the data was not normally distributed (i.e. the data is either negatively or positively skewed and it the majority of the scores do not fall in the middle of a histogram graph). The Table 4.6 below shows that all variables are statistically significant (lower than p=0.05). Both normality tests examine the null hypothesis that the data is considered not normally distributed and since the alpha level (p value) is lower than 5% (0.05) this means that the data is not normally distributed (Field, 2009).

The data could be considered interval, however from the normality tests conducted it could be concluded that the data is not normally distributed. Hence the data is non-parametric.

Table 4.6: *This table shows the value of the Kolmogorov-Smirnov and Shapio-Wilk normality tests, it also shows the df (degrees of freedom) and significance level (sig.).*

Tests of Normality						
	Kolmogorov-Smirnov[a]			Shapiro-Wilk		
	Statistic	Df	Sig.	Statistic	Df	Sig.
CSF	.080	162	.013	.978	162	.012
Meeting Targets	.118	162	.000	.947	162	.000
Benefits	.107	162	.000	.965	162	.000
Organisation Culture	.097	162	.001	.951	162	.000
a. Lilliefors Significance Correction						

Based on the above conclusions non-parametric tests should be used to examine the data, however, it should be noted that parametric tests are more powerful compared to non-parametric ones. Social research is often strict about which type of test is used, but in business studies researchers are less concerned about this issue and tend to favour the use of parametric tests. It is

argued by some researchers (Lopes *et al*, 2007) that the data could be assumed parametric if it generates a value between -1 and +1 when using the Skewness and Kurtosis tests (tests that also show the normality of data). The negative and positive scores in these tests show how positively or negatively the data is skewed on a histogram (i.e. skewed to the left or to the right). SPSS was used again to conduct the Skewness and the Kurtosis normality tests for all the dependent variables explained above. Table 4.7 on page 144 further presents the descriptive statistics and the values of each variable along with the normality tests, all variables were shown to fall between -1 and +1. Therefore the data will be considered Parametric based on conclusions made by Hair *et al* (1998).

Table 4.7: *This table shows the descriptive statistics, Skewness and the Kurtosis normality values.*

	N	Minimum	Maximum	Mean	Std. Deviation	Skewness		Kurtosis	
	Statistic	Statistic	Statistic	Statistic	Statistic	Statistic	Std. Error	Statistic	Std. Error
CSF	162	3	5	4.1446	0.47353	-0.002	0.191	-0.741	0.379
Meeting Targets	162	2.36	5	4.2217	0.49864	-0.808	0.191	0.809	0.379
Benefits	162	2.5	5	4.1724	0.40622	-0.721	0.191	0.898	0.379
Organisation Culture	162	3	4.69	4.0547	0.33491	-0.8	0.191	0.471	0.379

4.8 Type of tests:

Although the data was not found to be normally distributed it will still be examined using parametric tests rather than non-parametric ones. Usually data sets can be explained using either Descriptive or Inferential statistics (Pallant, 2007; Field, 2009). This section will explain a number of tests that will be essential and suitable for the data.

4.8.1 Descriptive statistics:

These statistics are suitable for finding basic descriptive statistics such as the Mean (average), Standard Deviation or SD (how much the scores deviate from the mean, the Minimum and Maximum Scores (the lowest and highest scores). These statistics are suitable for an initial description of the data.

4.8.2 Inferential statistics:

Inferential statistics are very important for making sense of data and determining the significance of the outcomes, these statistics help in making generalisable results on which reliable conclusions could be made, it should be noted that both parametric and non-parametric could be considered inferential (Field, 2009).

Independent samples t-test: This is a parametric inferential test aimed at discovering whether two independent groups significantly vary from each other or not. Using this test the researcher will be able to determine which group scored higher than the other and whether difference is large enough to be significant. If there is a difference which is found to be significant in the groups this indicates that there is some representative bias within the sample.

Pearson's Correlation Coefficient: This is a method for testing whether two variables are correlated with each other or not. This is suitable for finding the relationship between variables. The relationship (or correlations coefficient) could be either positive or negative. Positive correlation between two variables

explains that if a score in one variable increases the other variable will also increase (linear increase); and negative correlation explains that if the scores in one variable increase the score on the other variable will decrease. The correlation coefficient must be significant in order to make conclusions. The strength of the correlation coefficient is determine based on the following explanation: The value of the coefficient must fall between -1 and +1, therefore any value between 0→0.35 will be considered small, and anything between 0.35→0.65 will be considered medium and any value of the correlation coefficient above that will be considered strong. The size of the coefficient will be treated similarly regardless of it being positive or negative.

4.8.3 Alpha level or probability test (p):

This probability test is essential for all tests mentioned above. It is the value of (p) that determines the significance of any relationships or differences between groups. Researchers generally agree on an alpha level= 0.05 to be the limit for determining the significance of the result, this refers to 5% chance of the results being down to chance. Therefore any bigger result will indicated that the results are down to chance and any lower result will determine that the result is significant. At times, researchers might use p=0.01 or p=0.001 for further strength of the results.

The inferable statistics will be used to test the data for the following main and sub-hypotheses as seen in Table 4.8 on the next page.

Table 4.8: *Objectives, methods and main and sub hypotheses for the study*

Hypotheses			Related Study Objective	Analysis Method
Main	Sub			
H1		There is a positive relationship between the presence of CSFs and PMS	Objective1, 2, 3, 4	Pearson's Correlation
	H1.1	Positive Correlation between CSF and meeting targets		
	H1.2	Positive Correlation between CSF and benefits of PMS		
H2		That organisational cultures factors have a positive effect on the relationship between CSF, meeting targets and the benefits of using PMS	Objective 1,2,3,4	Pearson's Correlation
	H2.1	Supportive management style and CSF		
	H2.2	Supportive management style and the meeting of targets		
	H2.3	Supportive management style and benefits of PMS		
	H2.4	Supportive work environment and CSF		
	H2.5	Supportive work environment and the meeting of targets		
	H2.6	Supportive work environment and the benefits of PMS		
	H2.7	Staff focus and CSF		
	H2.8	Staff focus and the meeting of targets		
	H2.9	Staff focus and the benefits of PMS		
	H2.10	Process focus and CSF		
	H2.11	Process focus and the meeting of targets		
	H2.12	Process focus and the benefits of PMS		
	H2.13	Strong Communication and CSF		
	H2.14	Strong Communication and the meeting of targets		
	H2.15	Strong Communication and the benefits of PMS		

4.9 Triangulation

Since the pragmatist approach is utilised, the selection of mixed methods enables the researcher to actively select methods that support and enable data triangulation. Bryman and Bell (2007) highlight the importance of having more than one data collection method to ensure that there is overlap and confirmation that the data collected is an accurate and true reflection of the organisational perceptions. The use of triangulation, according to Bryman (2004), essentially provides the researcher with results that have more credence to those that may have been obtained from one data collection method or approach only. Hussey and Hussey (1997) highlight that the use of similar methods such as interviews and focus groups provide opportunities for the generation of data which complement each other's findings. Saunders *et al* (2009) amongst others (Easterby-Smith *et al*, 2009; Dawson, 2009; Field, 2009; Ghauri and Grønhaug, 2005) assert that triangulation creates greater confidence that researchers are addressing the most important issues when undertaking research into their specific subject area.

The use of quantitative and qualitative measures in this study, through the questionnaire survey and interviews, serve as a means to triangulate the data. In some areas the responses between the two instruments confirmed each other while there was some identification in the interview process that highlighted areas for further research and potential challenges for the organisation. The disharmony between the two instruments was queried with additional questions to participants in the semi-structured interview and with additional clarification by the participants the research became aware that there is an underlying organisational or cultural issue which needs in-depth and detailed investigation. Triangulation can also provide identification of which areas should be investigated within an organisation.

4.10 Ethical Considerations

Within any research situation ethical considerations must be taken into account, particularly when human participants are involved in the data collection process (Dawson, 2009). Liverpool John Moores University has guidelines for researchers from the Research Ethics Committee [REC] (Young, 2006) which were followed for this study. A summary of the ethical research procedures from the ethical guidelines for participants are as follows:

- The option to participate or not participate in the research.

- Right to withdraw from the research at any point if they wished to do so.

- Consent (Written or verbal) was gained prior to involvement in the research

- Briefing to ensure they were fully aware of the implications for taking part in the research.

- Informed about the nature of the research and how the data would be used and stored.

The ethics approval for research and the questionnaire approval from John Moores was granted. Additionally the ethical briefing documents along with copies of the interview structure, blank questionnaire, research participant briefing and consent forms can be found in Appendices 1 through to 6.

4.11 Summary

This chapter has provided details of the methodology adopted in order to achieve the objectives of the study. It has described the rationale used to select the philosophical approach and decisions made for the selection of research methods and approaches based upon the philosophical standpoint of the researcher. Comprehensive explanations of the questionnaire, interview procedures and the explorative pilot study of the questionnaire have also been offered. The statistical analysis of the internal reliability has been included along with the need for reliability; validity and replicability including the ethical considerations used to gather the data in the research process. Through the use of these methods it is envisaged that the researcher will be able to understand the Perceptions of Public Sector Staff of An Organisation Performance Measurement System using the ADP as a case study organisation. The next chapter presents the interview responses.

Chapter Five

Chapter Five: Preliminary Interview Findings

5 Introduction

As indicated in chapter four which details the methodology adopted for the study, the questionnaire was formulated in order to gather the opinions of the staff within the Abu Dhabi Police (ADP). This was informed jointly by the literature surveyed in Chapter Two, and the findings from a set of interviews undertaken with twelve personnel within the ADP. This chapter gives details of the participants in the initial qualitative study and subsequently presents the findings which indicate that the perception of the concept of performance measurement (PM) and its introduction within the ADP varied across General Directorates within the organisation (see Table 5.1 on page 154). In reporting the outcome of these preliminary interviews, the focus here is upon the effects of each of the five factors identified in the key outcomes of the interviews (section 5.2). Namely, the ADP definition of PM, what CSFs are present in the ADP PMS, employee perception of effective and important aspects of a PMS, perceived benefits of PMS and the organisational culture within the ADP.

5.1 Objectives of Interviews

The major purpose of conducting qualitative interviews (as detailed in chapter four) is to understand and gain insight into a particular phenomenon being investigated (Collis and Jussey, 2003; Dekaran, 2003; Saunders *et al*, 2009). Thus, in this study interviews were conducted in order to gain opinions on issues that could not be properly elicited purely through a quantitative strategy. Hence, interviews were held with a small population of personnel representing seven different general directorates (departments) in the ADP, on the belief that a range of opinions would be forthcoming and would encompass the feeling towards PM throughout the entire organisation. The opportunity for personnel to discuss issues relating to PM in a private one-to-one encounter with the researcher was thought to be conducive to the objective of obtaining honest responses and to highlighting aspects of PM that might not otherwise surface.

Of the seven general directorates involved, three of them - Financial and Services, Human Resources, and Headquarter Affairs - were located at the headquarters. The remaining four general directorates operated outside of the headquarters, these being: Policing Operation, Security Affairs and Ports, Central Operation, and Establishments Protection. In all, twelve personnel participated in the interview exercise. Directorates both inside and outside of the headquarters were represented in the interviewee sample as they were expected to be able to provide a breadth and depth of information relating to: 1) the perceived importance of a PMS in the ADP, 2) the anticipated critical success factors (CSF) associated with effective implementation of a PMS; 3) the contribution of a PMS towards the achievement of targets within the ADP, 4) other perceived benefits of a PMS, and 5) the likely influence of the ADP organisational culture on the implementation of a PMS. Hence, the overall objective of this initial qualitative exercise was to acquire data that would offer guidance regarding the construction of the questionnaire, a method which as noted by Saunders *et al* (2009), thereby allows for more fruitful interpretations of the eventual quantitative study, and an extension of the research findings.

5.2   Interview Findings

This section explores the perceptions of the interviewees concerning the five major areas which are:

- How is PM defined in the ADP?

- What are the CSFs of a PMS in ADP?

- What are the effective and important aspects of a PMS?

- How are the benefits of a PMS perceived?

- What is the nature of organization culture within the ADP?

Table 5.1 on page 154 provides details of the twelve interviewees.

Table 5.1: *Characteristics of Interviewees*

ID	Grade	Department	Length of service in organisation
A	Colonel	Financial and Services	11 years
B	First Lieutenant	Policing Operations	6 years
C	Major	Central Operation	7 years
D	Lieutenant Colonel	Human Resources	5 years
E	Consultant	Financial and Services	6 years
F	Expert	Headquarter Affairs	5 years
G	Captain	Human Resources	5 years
H	General	Policing Operations	4 years
I	Major	Headquarter Affairs	4 years
J	Lieutenant	Policing Operations	5 years
K	Police non-officer	Security Affairs and Ports	8 years
L	Civilian	Establishments Protection	6 years

It should be noted that in the above Table 5.1 the Grade field describes the employment characteristic of the ADP research participant. The majority of the participants were formalised police officers (officer and non-commissioned officer) it should be noted that there are two other classifications used for technical expertise within the organisation. The Expert and Consultant grading are similarity as they relate to the provision of technical or managerial services that are required policing support activities. The key difference between these two classifications of Grade is the hierarchical position within the organisation and the pay scale associated with this role within the organisation with the Expert being the higher level grade.

5.2.1 The Perceived Importance of a PMS in the ADP

Overwhelmingly, the interviewees in the various general directorates of the ADP were of the opinion that the introduction of a PMS within the organisation was important, essentially because the ADP needed to be seen to be effective in maintaining security and that objective requires the proper use of its resources to the best of its ability, which can be achieved with a PMS. On the issue of the need to discharge its obligation to the general public and the nation at large, the Lieutenant Colonel from the General Directorate of Human Resources states:

> *Indeed, it is important to have a PMS in the ADP because the organisation is providing a public service which has implications for the emirate as a whole. A PMS is an essential tool within the overall ADP strategy to achieve the organisation's goals. Also, if the ADP does not effectively measure the performance of individuals, it would not be possible to tell whether they are improving or otherwise.*

This opinion was confirmed by the Consultant from the General Directorate of Financial and Services who remarked:

> *Without doubt, a PMS is an important way to evaluate any* organisation's performance *because such a system measures the performance of individuals and* the organisation *as a whole in respect of defined targets. Therefore, it is important for the ADP to introduce a fully-fledged PMS because that will allow it to become more productive.*

And further support for this position is forthcoming from the Expert in the General Directorate of Headquarter Affairs, who states:

> *It is important that there is a PMS implemented within the ADP in order to achieve the organisational objective. The most important aspect of such a PMS is that it would lead to employee satisfaction and help to change the nature of the*

work performed, according to the published strategy of the organisation.

Continuing in his discussion of the importance of a PMS, this expert indicates the recognition already given to performance measurement by the ADP through its introduction of the Holistic Occupational Performance Appraisal System (HOPAS), and the planned implementation of a PMS with a timetable to begin in 2012. In this respect, he remarks:

> *The ADP has started to measure employee's performance by a system called HOPAS (Holistic Occupational Performance Appraisal System) and the next stage in the strategy of the ADP is to measure the performance of individuals by applying a PMS which will help the ADP to achieve its main targets. The ADP is currently carrying out a trial and appraisal of the new system for performance measurement within the organisation. According to the new ADP strategy for 2008 to 2012, the ADP did contract with an English company to implement a new system to measure the ADP's performance and this system will be introduced in 2012.*

It is clear from these comments - that are somewhat echoed by all the interviewees the general perception within the ADP is that a PMS is important to the organisation if it wishes to discharge its public obligations.

5.2.2 The Anticipated CSFs Associated with Effective Implementation of a PMS in the ADP

When asked what they believed to be the CSF associated with the effective introduction and implementation of a PMS in the ADP, the interviewees highlighted a number of such influences, these being: the commitment of the organisation's leadership, the need to motivate employees by providing worthwhile incentives, proper training, a well designed PMS that has credibility among the workforce, and a good work environment. In respect of the

leadership issue the Captain in the General Directorate of Human Resources states:

> *I believe that the leadership's commitment is the most important factor in achieving good organisational performance because the strategy and plan for development comes from the leadership. Also, the leadership can affect the facilities and processes in the organisation.*

This acknowledgement of the responsibility of management in providing the right facilities to engage employees was shared by another member of the General Directorate of Human Resources, the Lieutenant Colonel in that department, saying:

> *I believe if we are going to speak about CSF in the ADP we should mention designing the plan, incentives and work environment. Without designing a plan the organisation works as purposeless but by designing a plan we can know what targets are to be achieved and what targets not achieved yet. Secondly, incentives should be given to those employees who are working very hard. Finally, the work environment in the ADP is affected by the organisational and natural processes so these are also CSF.*

The belief in the importance of incentives to motivate staff is also widely shared. On this issue the Major in the General Directorate of Headquarters Affairs expresses his opinion as follows:

> *One of the main CSF in the ADP is the need to motivate employees. If employees work very well but the organisation does not provide incentives to keep their motivation, this could lead to poor performance.*

And the Colonel in the General Directorate of Financial and Services explains:

I have worked in the ADP for more than 10 years and the system of motivation helps and encourages employees to work harder bringing benefits to the department. Motivation has an effect on employees that could be positive or negative – positive by promotions and bonuses, or negative by not promoting someone or giving him a warning.

Training was considered to be the most important CSF by the First Lieutenant in the General Directorate of Policing Operation who states:

In my opinion, there are several CSF in the ADP in relation to performance management, but I believe training is the most important CSF in the organisation because training and teaching employees about new systems will lead to improvements in organisational performance.

This view is also echoed, to a certain extent, by another officer who introduces the need for staff to be sufficiently skilled and therefore, credible, to do the job. Expressing these ideas, the officer notes:

Credibility of the employees themselves and the leaders of the organisation is a CSF. A credible person is someone who is experienced, qualified, intelligent, skilled, trustworthy, honest, fair, unselfish, and caring. The ADP can increase credibility among all staff by promoting them.

Offering a slightly different opinion, the police non-officer in the General Directorate for Security Affairs and Ports perceives CSF in a more negative light although does not deny the importance of a motivation system:

I cannot find any distinctive factors in the ADP. Maybe, this is because of the nature of my work because I work far away from headquarters and I work shifts. However, a good motivation system helps employees such as me to work hard.

It can be seen that the perception of the CSFs associated with an effective PMS differs according to the position or experience of the interviewee, but the general agreement is evident regarding the need for a properly structured performance management plan with incentives to motivate good performance, to enhance the skills of personnel. In addition it must also have the backing of the organisation's leadership.

5.2.3 The Contribution of a PMS towards the Achievement of Targets within the ADP

When asked to comment on the contribution of a PMS towards the achievement of targets within the ADP, the majority of interviewees expressed the belief that performance management measures did contribute in this way because they related both to short and long-term goals, thereby sustaining the effort of all staff across all departments and sections of the organisation. Speaking specifically about its wide-reaching effects, the General from the General Directorate for Police Operation states:

> There are big differences between the past and now, after changes to the organisational structure of the ADP. We have a new section dealing with strategy and performance development. This section is responsible for the PMS in the ADP. In addition, it sets timetables for all sections to meet goals and conducts a survey every three months to establish the criteria for the PMS. The purpose is for the ADP to be ready to compete with other public agencies in Abu Dhabi for the prize awarded to organisations of distinction. The main advantage of the PMS is that it ensures that all departments or sections meet their targets in good condition, using the correct criteria and high quality processes.

This was confirmed by the Major from the General Directorate for Headquarter Affairs who remarked:

The ADP has established a new section called Strategy and Performance Development. It monitors other sections and seeks information from them about all objectives, challenges and barriers. This assists in establishing criteria and key performance indicators within the organisation.

The importance of having a clear strategy for employees and the organisation was raised by a consultant in the General Directorate for Financial and Services who commented:

In general, the strategy of any organisation should be clear to all staff including the leadership, experts and normal employees. That means the strategy guides staff in the right way. Also, the strategy must have the potential to be properly implemented because this will ensure the success of the organisation.

Speaking about the nature of a new PMS, one interviewee from the General Directorate of Establishments Protection expresses the need for attention to be paid to proper training, saying:

I don't know anything of the new system of PMS but, I heard about this system from one of my friends. I hope the new system will help the ADP to achieve its targets, but I believe the PMS should concentrate on developing employee's skills by enrolling them on different levels of useful courses.

From such comments, it is clear that for the interviewees, the ADP's senior management is already aware of the value of a PMS in the achievement of organisational objectives, as indicated by the establishment of the Strategy and Performance Development section, and the link between employee capability and performance is known.

5.2.4 Other Perceived Benefits of a PMS to the ADP

The several other benefits of a PMS have been seen in the literature and indeed, the interviewees appear to be appreciative of these. The Major in the General Directorate for Headquarter Affairs is very much aware of the potential for a PMS to bring advantages, saying:

In my view, there are many benefits coming from the application of a PMS for any organisation such as, for instance ADP, because this system measures inputs and outputs and is used to achieve the objectives of the organisation. Other benefits of PMS are that it helps the organisation to provide better service for staff and customers.

The Lieutenant Colonel from the General Directorate for Human Resources confirms this:

I think the main benefit of a PMS is that it could be making work easy and clear. As a result, this leads to a decrease in customer's complaints and increased customer satisfaction. It helps to motivate employees.

And the notion that it serves as a motivator for the workforce is echoed by the expert in the General Directorate for Headquarter Affairs:

There are greater benefits of a PMS because it influences the behaviour of employees. In this case PMS lets all employees know what happens when they do not work very well or achieve what they should be achieving. The manager of this employee indentifies where the problems are and can pinpoint the areas which need improvement. This means that the purpose of a PMS is to evaluate and improve processes and that is what we can call a great benefit.

Performance evaluation in itself is perceived as being of paramount importance and a great benefit brought by such a system, by the First Lieutenant from the General Directorate of Policing Operations who comments:

Any system has advantages and disadvantage. I think the main benefit of a PMS is that it allows for the performance of the ADP to be evaluated. This means we can see what objectives are not achieved.

And the reference to organisational objectives is confirmed by the Colonel from the General Directorate of Financial and Services who says:

In fact, a PMS is considered as a method or way to achieve ADP's objectives. In term of experience, the ADP will implement a PMS in the next few years to make continuous improvements.

The theme of organisational improvement is then expanded upon by the Consultant in the Directorate of Financial and Services:

The main objective of ADP is to keep security and provide a service for our community. This service can be improved by implementing a PMS. The elements of a PMS are already implemented in the ADP. For instance there are efforts to motivate staff, there is a review process, and continuous improvements to the design strategy but these are not present as part of one overall system. These elements we can find in a system of performance management where performance is measured. Also, Abu Dhabi is considered to be a modern city - look to the support for it from the Government of Abu Dhabi. I believe the ADP will not find any problems if it implements a PMS to enhance it - we can look at the Singapore Police and easily see how their PMS is to that organisation.

On the other hand, a small minority of interviewees did express some ignorance and gave the opinion that certain conditions would need to be satisfied for a

PMS to be properly implemented. In this respect, the Major from Central Operations had the following to say:

> *To be honest with you, I hear about PMS but actually I do not know what this means. However, if the headquarters of ADP decides to implement any new system it should train employees so they understand it. In addition, the departments inside the headquarters know about the main strategy of the ADP but those departments outside, on the contrary, do not. I suggest that the outside departments should participate in the main strategy design and that the opinion of the employees in these departments should be asked for in any discussion of the vision and mission of any strategy.*

Likewise, a civilian employee in the General Directorate for Establishments Protection states:

> *I think the lack of the role or procedures of the ADP could lead to not realising some of the benefits of a PMS because some processes in the ADP more complicated.*

In conclusion, it can be said that all interviewees held the belief that a PMS could bring benefits to the ADP, essentially stemming from the fact that an improved understanding of employees' actual performance against their expected performance, and of what would motivate them to become more productive and committed to the organisation, would have far-reaching consequences that would result not only in a more productive organisation but better services to the local community.

5.2.5 The Likely Influence of the ADP Organisational Culture on the Implementation of a PMS

When asked to consider the potential influence of the ADP organisational culture on the effective implementation of a PMS, the interviewees identified five different aspects of such culture, each of which will be discussed in the sub-sections that follow:

5.2.5.1 Management Style

The majority of interviewees agreed that the management style within the ADP was characterised by teamwork, and that co-operation was encouraged as a means of achieving targets and successfully completing initiatives. Additionally, a large number of the interviewees believed that if the ADP wanted to apply or develop any new work processes or apply a new strategy then management should continue to adopt a participative style.

This opinion was confirmed by the Colonel from the General Directorate for Financial and Services who says:

> *I believe that management in the ADP is very useful in supporting new initiatives, for instance the relationship between the staff is co-operative and if we want to develop work we should concentrate with that way of management because it a method to achieve the organisation's objectives.*

Similarly, a Captain in the General Directorate for Human Resources echoes this:

> *It is my view that the management style developed in the ADP developed in the last decade is one of 'new management' meaning that the ADP is trying to achieve its objectives by the use of a decentralised management approach, for example each section or department is responsible for administering its own work, and this is far away from a bureaucratic style.*

5.2.5.2 Work Environment

The majority of interviewees from the different directorates believed that in general there is a good atmosphere in the work environment, because the ADP culture encourages all employees to work. The Lieutenant Colonel from Human Resources comments on this issue, saying:

> *In my view, the ADP is very personal place because managers believe that if the environment in the ADP is not comfortable, the employees cannot work very well. Improving the work environment is one of the main targets in the ADP's strategy.*

A consultant in the General Directorate for Finance and Service identifies another important aspect of the work environment:

> *I think any successful organisation should give the opportunity to all employees to have freedom in their work and this does not come only through providing a relaxed atmosphere.*

Only a small minority of appear to believe that that ADP is not a relaxed organisation, offering personal freedoms, and free from centralised processes, stating:

> *In my opinion, work inside the ADP is more complicated because some managers do not give us the freedom in work to be creative; instead they are only looking for mistakes we make rather than what we have done before.*

In conclusion therefore, there majority of the interviewees were of the belief that the organisational culture within the ADP has promoted a relaxed work environment that helps to ensure build and maintain employee satisfaction.

5.2.5.3 Staff

The majority of interviewees are firmly of the opinion that the ADP has an organisational culture that is conducive to staff development; the ultimate aim being to provide better services internally and for the general public. They believe that in order to improve the performance of the organisation, all staff have to be involved in personal development because they every individual is part of the wider team. On this issue, the Captain from the General Directorate for Human Resources says:

> *In my view, the ADP spends a lot of budget in developing staff by providing all means of technical and administrative support. This helps staff to contribute towards the achievement of the ADP strategy for preventing crimes and maintaining a safe community.*

In addition to this, a Major from the General Directorate for Headquarter Affairs states:

> *In fact, the optimal exploitation of the staff by ranking them according to their skills puts everyone in the right place. The ADP should increase its efficiency and balance the distribution of human resources by focusing on providing the appropriate training for all employees so they can do their jobs effectively.*

5.2.5.4 Processes

The majority of interviewees believe that the policy within the ADP of documenting all the various processes in which employees are involved, does contribute towards the organisation achieving its strategic aims. In this respect, it is considered that the formal documentation of procedures help to consolidate the appreciation of the organisational aims among employees, and develops an atmosphere that is free of barriers to the implementation of a PM within the organisation. On this matter, the expert from the General Directorate for Headquarter Affairs remarks:

In fact, the Strategy and Developing Performance section in the ADP has documented all job descriptions for all positions, meaning that all work undertaken is integrated with the official strategy. And this is helped by the fact that this special section within the organisation is developing plans relating to all the different departments, therefore ensuring that all corners of the organisation are working to the same goals.

However, a civilian employee in the General Directorate of Establishments Protection disagrees, arguing:

In my view, some supervisors do not encourage somebody if they have a suggestion or proposal to develop some process. At the same time, there are some sections outside of the headquarters of the ADP that do not have an obvious outline of their function or a clear policy to follow. Indeed, in our section there is a plan or a strategy at the board level but we as normal employees do not know what this is or how it is supposed to work. This is what we can call the main problem - the managers or supervisors know about work strategy whereas normal employees do not.

5.2.5.5 Communication

On the issue of communication within the ADP, the interviewees confirm that it is regarded as an important aspect of the organisation's work, and that in order to maintain safety in the community the ADP has invested in new methods and means of communications, using developments in technology to improve the performance of the police. The Lieutenant Colonel in the General Directorate for Human Resources notes:

In my opinion, in the last few years the ADP has improved its performance by using new means of communication. For instance, in the past there was no means of using the internet to send information but now most sections use the internet to share information and every police officer in the ADP has email

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so they can be contacted if they are not in their office. Also, the communication between sections is strong since there has been financial support from the Abu Dhabi government to contribute to improving the criminal justice system and raising public confidence.

Confirmation of this situation is forthcoming from the Captain from the General Directorate for Human Resources, who says:

Without doubt, the ADP has spent a great amount of effort to improve its performance through the use of new instruments of communication to reduce crimes.

On the other hand, the Major for the General Directorate for Central Operation comments:

I think the problem with bringing in a new system of communication is that it is not enough to introduce it but also the people who are going to use the system must be able to do it in right way, so there must be adequate training for everyone involved.

Summarising the opinions of the interviewees in relation to the impact of the organisational culture within the ADP, efforts to improve performance, and on a PMS generally, it can be seen from these comments that the culture is generally believed to be positive since management realises the importance of motivating staff and tries to provide the right atmosphere and resources to do that, and to allow them to do their jobs effectively.

5.3 Summary

This chapter has presented the data from the interview exercise, conducted with twelve personnel from seven departments within the ADP. The wide coverage of departments has enabled opinions to be gained that were representative of the entire organisation, and it has been identified that these are likely to be reflections of beliefs formed over some year's n the ADP.

The general outcome is a very positive attitude towards the introduction of a PMS within the ADP. It can be seen from the data that the interviewees certainly identify with the value of a PMS, and they can readily identify the benefits to be gained from implementing such a system. In this respect, they generally believe it would contribute by improving decision-making as it would contain more information about staff abilities and performance, and hence where the strengths and weaknesses lay within the organisation. With the knowledge provided by a PMS, improvements in policy and strategy formulation would be forthcoming.

Moreover, it has emerged that the interviewees do not foresee great problems in introducing a PMS since the organisational culture is conductive towards it. Indeed, the HOPAS is already in place whereby performance appraisal has become part of the normal culture of the ADP. While the HOPAS is an individual partial-PM system through the use of the BSC which has similarities the ADP could develop an organisational and individual PMS as planned in 2012 Strategic development. The interviewees are also able to identify certain cultural factors that they believe are essential in managing change, for example, the need to continue to encourage motivation among staff, the need for leadership to show strong commitment to the PMS, the need to provide adequate training for staff to ensure they are all credible in their own jobs, and the need to maintain the culture of teamwork which encourages staff commitment and creativity. That said, it has been found that the perceptions of the organisational culture vary according to whether the interviewee came from a department that was within or outside of the headquarters, and that gives us some indication that a PMS might work better in one part of the organisation than another.

The next chapter will consider the results from the questionnaire exercise which was conducted after considering the comments from the interviewees, and formulating appropriate questions on the basis of the ideas expressed by them.

Chapter Six

Chapter Six: Finding of Questionnaires

6   Introduction

This section will study and analyse the data of the quantitative questionnaire which was returned by 162 participants from various departments within the Abu Dhabi Police (ADP). The statistical analyses findings will be described and presented to enable the reader to develop an understanding of the participant's perceptions. The analysis will assess the statistics to identify any significant findings in the staff perceptions of the ADP and therefore test if the hypothesis is true. The main aim of the current thesis is to develop a framework for an organisational performance measurement system (PMS) contextualised for the Abu Dhabi public sector and the use of the perception indicators discovered from the participant perceptions will help in identifying areas of the framework which must be considered.

The rest of the chapter has been structured as follows: Section 6.2 contains the demographic features of the sample. Section 6.3 provides a description of the relationship between main variables which are critical success factors (CSF), Meeting Targets, Benefits and Organisation Culture. Section 6.4 contains the findings relating to the correlation between questions in part one (CFS) with other variables (Meeting Targets and Benefits). Section 6.5 the correlation between categories in part five (Organisation Culture) with other variables (CSFs, Meeting Targets and Benefits) is discussed. In section 6.6 the differences between headquarters and those outside of the headquarters is discussed. Finally section 6.7 is identifies the ranking of items regarding the CSF. Within the results, the lower the score on the variables indicates strong agreement with the question and the higher score *vice versa (1=strongly agree and 5=strongly disagree on a 5-points likert scale)*.

6.1 Demographic features of the sample:

A number of demographic variables were obtained from participants; they were all asked to state their grade at work, position, years of employment, qualification and the department they work under.

6.1.1 Grade:

The table shows that of the participants questioned; a total of 38.3% were non-Officer grade Policemen or Police women while the rest of the sample was made up of civilians (30.9%), experts (23.5%) and senior or graded Police Officers (7.4%). It should be noted that Police Officer grade represents those Police Officers who hold the rank of Lieutenant or above.
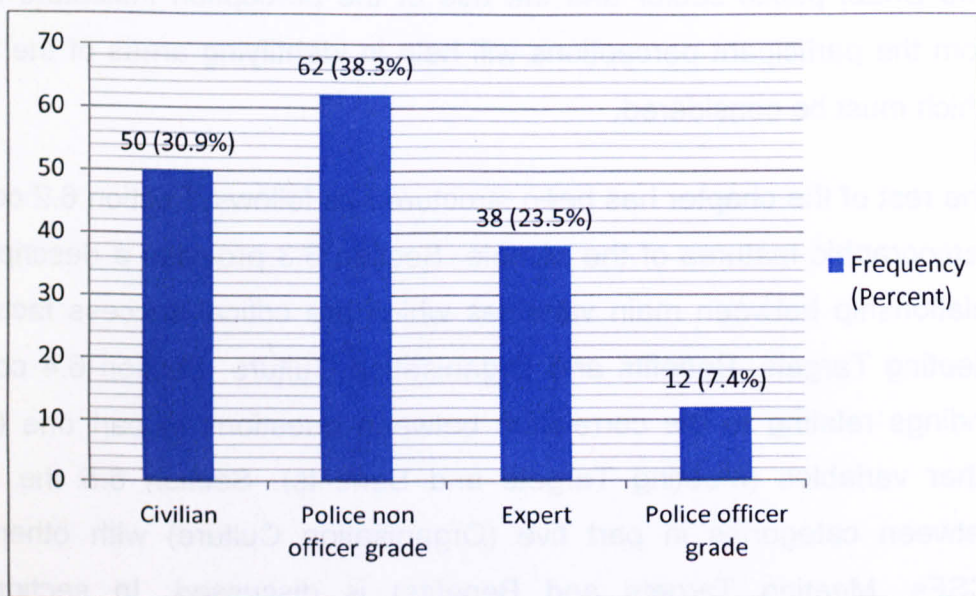

Figure 6.1: *Frequency of Grades in the sample population*

6.1.2 Position:

The graph below shows the extent to which the position held at the organisation varies between participants; 32.7% are Branch Managers, followed by 25.9% who are Section Managers, and 24.7% are defined as normal employees. 14.8% are Direction Managers while only 1.9% of the participants hold the position of Director General.
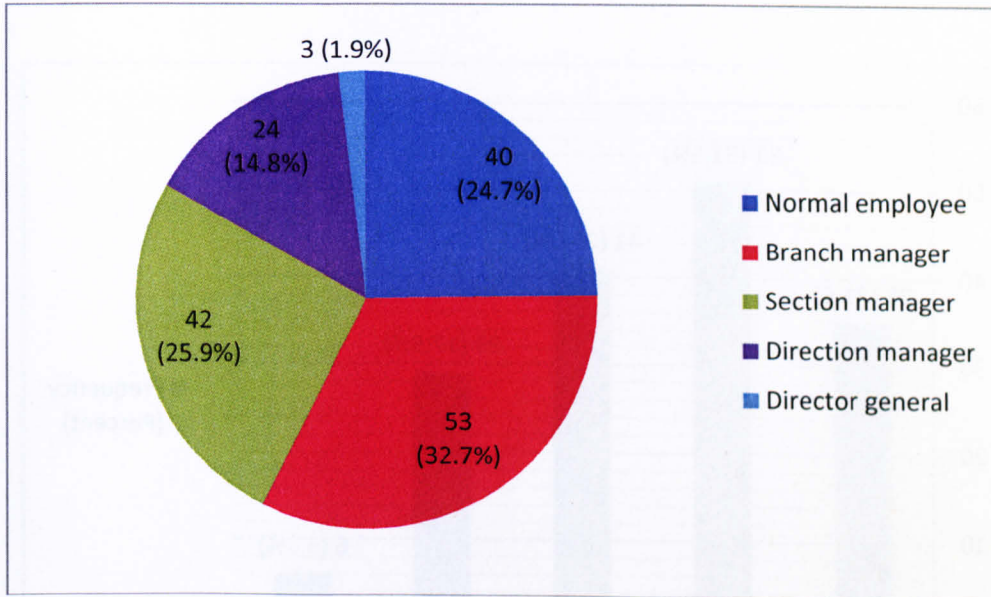
Figure 6.2 : *Position held within organisation of participant*

6.1.3 Years of employment in ADP:

The table below identifies participant's number of years of employment. It was found that 21.65% of the participants have less than 5 years employment; 31.5% of the participants have worked between 5-10 years; 25.3% of them have worked between 11-15 years, and 17.9% have been employed for a time between 16-20 years. Finally, only 3.7% of the participants have experience ranging more than 20 years.
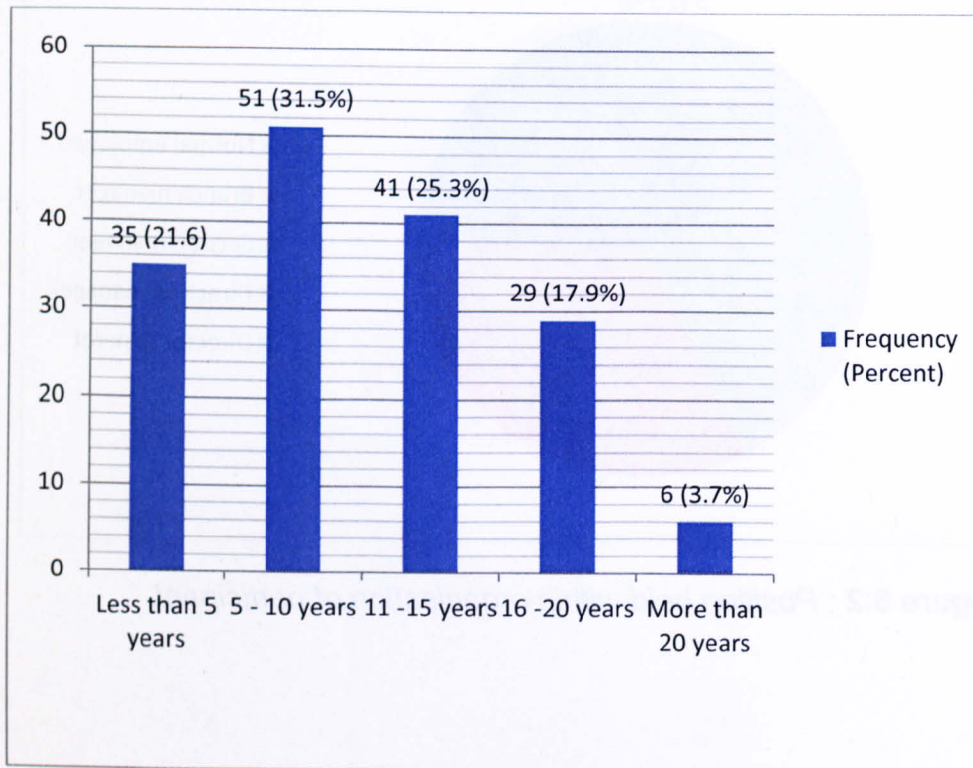
Figure 6.3: *Years of Employment with the ADP*

6.1.4 Qualifications:

The participants have attained qualifications at the following levels: high school education (14.2%), followed by Diplomas (22.2%) and Bachelor Degree (54.3%) respectively. Only 7.4% of the participants had attained a Masters Degree and 1.9% were had achieved PhD degrees, as seen in the figure 6.4 below;
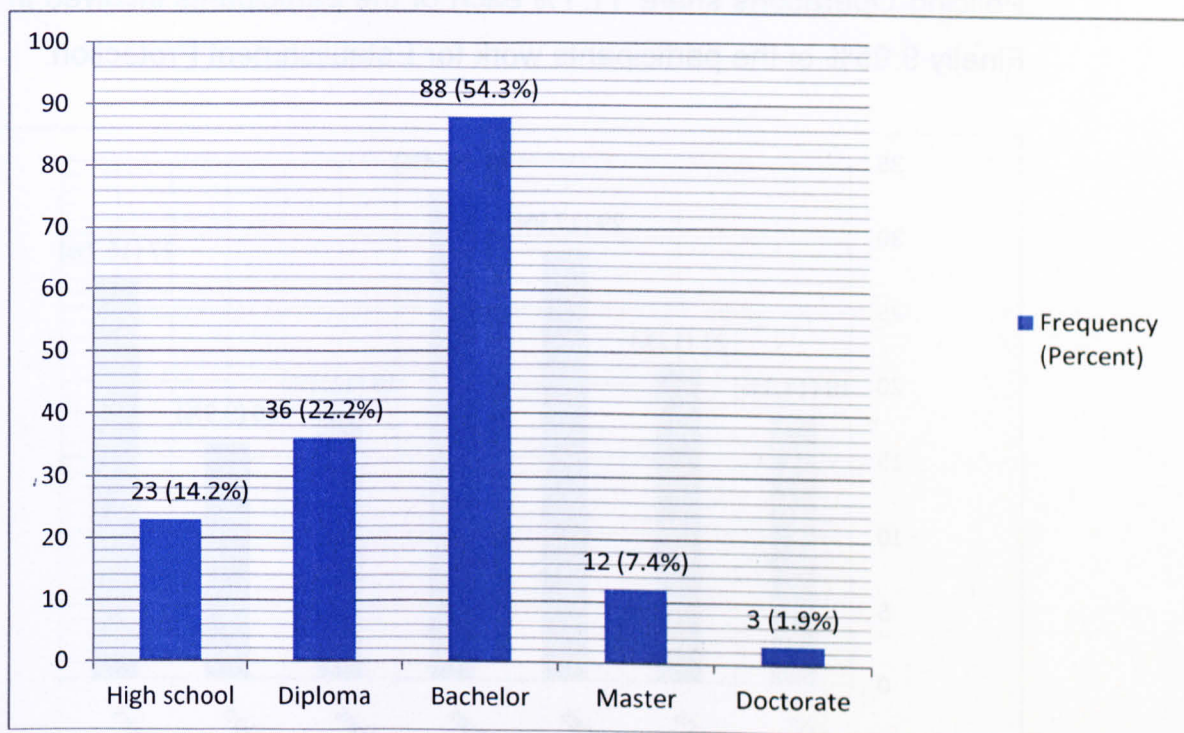
Figure 6.4: *Highest Level of Qualification held by the participant.*

6.1.5 Department at work:

The following figure 6.5 illustrates the divisions between the seven departments in which the participants work. 20.4% work in the General Directorate for Financial and Services, followed by 17.9% working in Human Resources, and 16.7% working at the Headquarters Affairs. 13% of the participants work in the Central Operations. Both the departments of Security Affairs and Ports, and Policing Operations share 11.1% each of the participants involved in the study. Finally 9.95% of the participants work for Establishment Protection.

Figure 6.5 : *Departmental representation*

6.2 Descriptive analysis:

6.2.1 CSF:

Participants were asked to indicate their agreement on fourteen critical success factors in ADP. Each variable or factor includes a percentage of its 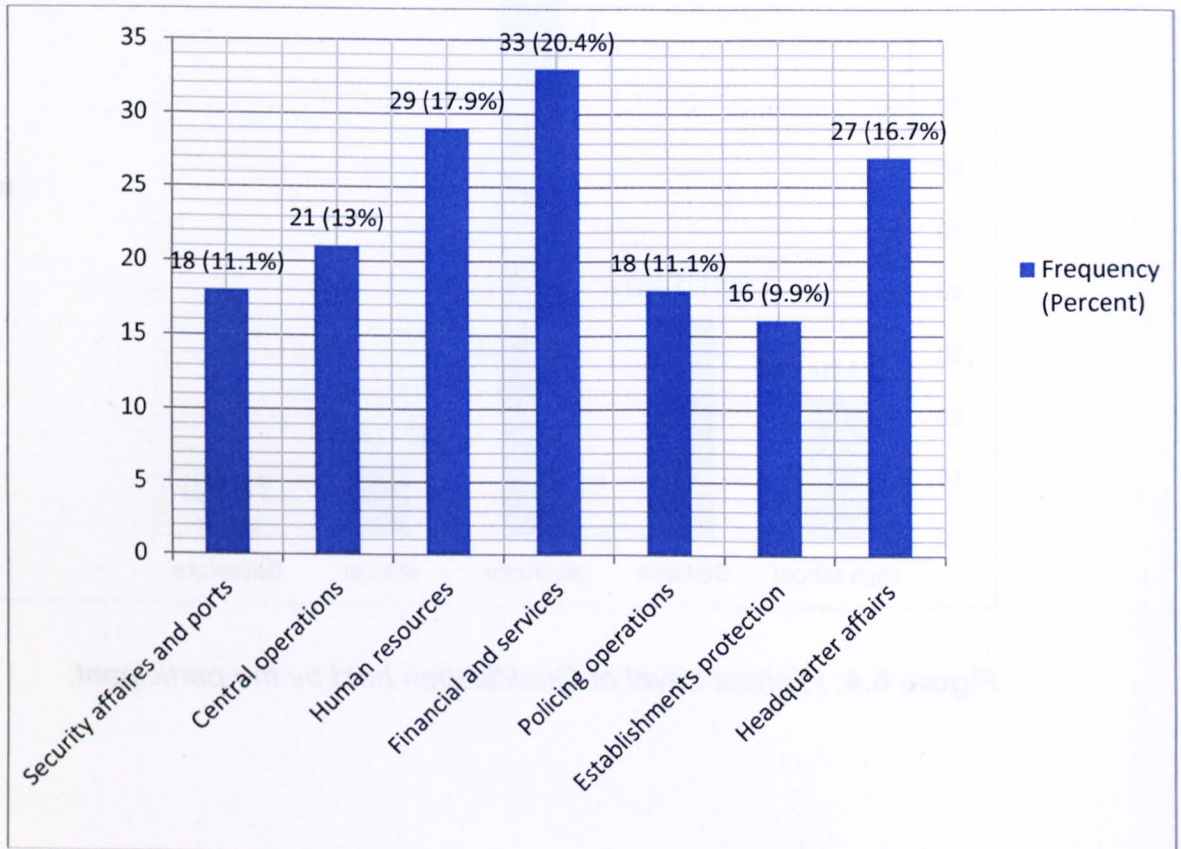answers from *'strongly agree'* (S.A) to *'strongly disagree'* (S.D). The mean and the standard deviation are also measured along with the rank in the following Table 6.1 on the next page.

Table 6.1: Shows, frequency (percentages), Mean, SD and the rank for items within CSFs.

	S.A 1 N(%)	A 2 N(%)	N 3 N(%)	D 4 N(%)	S.D 5 N(%)	Mean	SD	Rank
Leadership's commitment helps to improve organisation performance.	115(71)	41(25.3)	1(0.8)	3(1.9)	2(1.2)	1.37	0.71	1
The PMS motivates people	79(48.8)	74(45.7)	8(4.9)	1(0.6)	0(0)	1.57	0.61	2
Reviews of processes /procedures are done.	86(53.1)	56(34.6)	14(8.6)	4(2.5)	2(1.2)	1.64	0.83	3
Training is an important priority in ADP.	91(56.2)	51(31.5)	10(6.2)	7(4.3)	3(1.9)	1.64	0.91	3
Update of processes/ procedures are done.	97(59.9)	35(21.6)	23(14.2)	2(1.2)	5(3.1)	1.66	0.97	4
Employees are trained to operate new processes prior to implementation	65(40.1)	65(40.1)	16(9.9)	7(4.3)	9(5.6)	1.95	1.08	5
Dealings between employees and leadership in the organization are harmonious.	75(46.3)	64(39.5)	12(7.4)	9(5.6)	2(1.2)	1.75	1.24	6
Employees are trained to follow changed processes prior to implementation	86(53.1)	52(32.1)	8(4.9)	10(6.2)	6(3.7)	1.75	1.05	6
Supervisors are committed to their plans.	78(48.1)	41(25.3)	28(17.3)	10(6.2)	5(3.1)	1.90	1.08	7
Managers are committed to their plans.	67(41.4)	53(32.7)	18(11.1)	13(8)	11(6.8)	2.06	1.20	8
ADP tries to improve employees' knowledge levels	55(34)	61(37.7)	26(16)	11(6.8)	9(5.6)	2.12	1.12	9
Supervisors are committed to their promises.	54(33.3)	56(34.6)	33(20.4)	12(7.4)	7(4.3)	2.14	1.09	10
Managers are committed to their promises.	55(34)	61(37.7)	18(11.1)	20(12.3)	8(4.9)	2.16	1.17	11
Learning is an important objective in our day to day work.	54(33.3)	62(38.3)	14(8.6)	20(12.3)	12(7.4)	2.22	1.24	12

Notes: S.A = Strongly Agree which was marked as 1 on the questionnaire. A =Agree (2), N= Neutral (3), D=Disagree (4) and S.D = Strongly Disagree (5)

The Table 6.1 on the previous page demonstrates the CFS which ranks the highest. The highest three means are:

1. leaderships commitment helps to improve organisation performance ($\bar{x}$=1.37)

2. The PMS motivates people ($\bar{x}$=1.57)

3. Reviews of processes/procedures are done ($\bar{x}$=1.64)

3- Training is an important priority in ADP ($\bar{x}$=1.66).

While the lowest three critical success factors are:

1. Learning is an important objective in our day-to-day work ($\bar{x}$=2.22)

2. Managers are committed to their promises. ($\bar{x}$=2.16)

3. Supervisors are committed to their promises. ($\bar{x}$=2.14)

The mean for the lowest factors does not indicate it is not effective, but the rankings compared to other factors are low while the mean for these factors is less than 2.22, which shows a general positive agreement. Some factors received the same ranking because they had a similar mean score.

6.2.2 Meeting Targets:

This section asks participants to show how much they agree with eleven PMS items and how they allow ADP to meet targets. Again, each item has a percentage of its answers spread on the 5-point Likert-like scale.

Table 6.2: *The responses to Meeting Targets section of the questionnaire, summarised and ranked.*

	S.A 1 N(%)	A 2 N(%)	N 3 N(%)	D 4 N(%)	S.D 5 N(%)	Mean	SD	Rank
The PMS helps ADP to improve decision making.	112(69.1)	44 (27.2)	4 (2.5)	1(0.6)	1(0.6)	1.36	0.62	1
The PMS helps ADP to make correct decisions.	105(64.8)	45(27.8)	8(4.9)	2(1.2)	2(1.2)	1.46	0.80	2
The strategic direction of Abu Dhabi Police Service (ADP) is clear to me.	106(65.4)	43 (26.5)	7(4.3)	4(2.5)	2(1.2)	1.47	0.79	3
Performance measures are selected through discussion with people involved (customers, employees, managers).	83(51.2)	67 (41.4)	9(5.6)	2(1.2)	1(0.6)	1.58	0.71	4
The Performance Measurement System (PMS) covers long term goals.	97(59.9)	41 (25.3)	9(5.6)	9(5.6)	6(3.7)	1.67	1.05	5
The reporting of PMS information has a direct impact on ADP.	79(48.8)	67(41.4)	7(4.3)	4(2.5)	5(3.1)	1.69	0.90	6
The Performance Measurement System (PMS) covers short term goals	94(58)	42 (25.9)	8(4.9)	15(9.3)	3(1.9)	1.70	1.04	7
There is a clear definition of the ADP mission.	77(47.5)	66(40.7)	4(2.5)	10(6.2)	5(3.1)	1.76	0.98	8
There is continuous investment in improving employees' skills.	83(51.2)	67(24.7)	32(19.8)	4(2.5)	3(1.9)	1.79	0.96	9
The PMS is considered the most important element of monitoring and control by ADP.	28(17.3)	110(67.9)	13(8.0)	7(4.3)	4(2.5)	2.06	0.75	10
We do know what the department will look like in the future.	41(25.3)	35(21.6)	20(12.3)	21(13)	45(27.8)	2.96	1.57	11

Notes: S.A = Strongly Agree which was marked as 1 on the questionnaire. A =Agree (2), N= Neutral (3), D=Disagree (4) and S.D = Strongly Disagree (5)

The previous Table 6.2 highlights the perception that staff hold about how the PMS helps the ADP to meet targets, so the highest three question rankings are:

1. The PMS helps ADP to improve decision making ($\bar{x}$=1.36).

2. The PMS helps ADP to make correct decisions ($\bar{x}$=1.46).

3. The strategic direction of Abu Dhabi Police service (ADP) is clear to me ($\bar{x}$=1.47)

While the lowest three questions of Meeting Targets according to the mean are:

1. We do know what the department will look like in the future ($\bar{x}$=2.96).

2. The PMS is considered the most important element of monitoring and control by ADP ($\bar{x}$=2.06).

3. There is continuous investment in improving employees' skills ($\bar{x}$=1.79).

6.2.3 Benefits:

Similarly, this section also requires participants to rate their agreement on a 5-point Likert-like scale to show the Benefits of the PMS. The percentages below indicate how agreement is spread out in this factor.

Table 6.3: *The responses to the Benefits section summarised and ranked.*

	S.A 1 N(%)	A 2 N(%)	N 3 N(%)	D 4 N(%)	S.D 5 N(%)	Mean	SD	Rank
The PMS helps make jobs comfortable	85(52.5)	67(41.4)	5(3.1)	5(3.1)	0(0)	1.56	0.70	1
The number of customers' complaints has decreased.	97(59.9)	50(30.9)	9(5.6)	1(0.6)	5(3.1)	1.56	0.87	1
The Executing of PMS in ADP leads to Benefits.	104(64.2)	41(25.3)	6(3.7)	3(1.9)	8(4.9)	1.58	1.01	2
Employees believe they can have a positive impact on the ADP.	92(56.8)	51(31.5)	12(7.4)	3(1.9)	4(2.5)	1.61	1.01	3
Employees feel they have job security.	84(51.9)	61(37.7)	10(6.2)	2(1.2)	5(3.1)	1.66	0.89	4
The speed of service delivery has increased.	78(48.1)	64(39.5)	13(8)	2(1.2)	5(3.1)	1.71	0.90	5
Behavior of employees has improved.	76(46.9)	63(38.9)	14(8.6)	6(3.7)	3(1.9)	1.74	0.90	6
The capabilities of employees have improved	86(53.1)	42(25.9)	20(12.3)	7(4.3)	7(4.3)	1.80	1.01	7
The reporting of PMS information has a direct impact on ADP.	73(45.1)	66(40.7)	10(6.2)	6(3.7)	7(4.3)	1.81	0.89	8
The PMS is considered the most crucial factor in ADP administration.	32(19.8)	110(67.9)	15(9.3)	5(3.1)	(0)	1.95	0.64	9
The level of employees participating in performance measurement team has increased i.e. work team.	95(58.6)	14(8.6)	21(13)	18(11.1)	14(8.6)	2.02	1.39	10
The PMS helps make jobs easier	75(46.3)	43(26.5)	5(3.1)	33(20.4)	6(3.7)	2.08	1.28	11
The PMS reduces mistakes	27(16.7)	113(69.8)	6(3.7)	9(5.6)	7(4.3)	2.11	0.89	12
The level of customers' satisfaction has increased.	62(38.3)	39(24.1)	7(4.3)	53(32.7)	1(0.6)	2.33	1.29	13

Notes: S.A = Strongly Agree which was marked as 1 on the questionnaire. A =Agree (2), N= Neutral (3), D=Disagree (4) and S.D = Strongly Disagree (5)

Table 6.3 on page 182 thus demonstrates the different perception that employees hold about Benefits of PMS and the table shows that two factors take same ranking: *The PMS helps make Jobs comfortable* with a mean of 1.56 was ranked at the most popular along with another question *The number of customers complaints has decreased* received that also had a mean of 1.56. The highest three ranked responses are:

1. The PM

2. S helps make jobs comfortable ($\bar{x}$=1.56).

1. The number of customers' complaints has decreased ($\bar{x}$= 1.56).

2. The Executing of PMS in ADP leads to Benefits ($\bar{x}$=1.58).

3. Employees believe they can have a positive impact on the ADP ($\bar{x}$=1.61).

The three lowest ranking questions on Benefits are:

1. The level of customer's satisfaction has increased. ($\bar{x}$=2.33)

2. The PMS reduces mistakes ($\bar{x}$=2.11)

3. The PMS helps make jobs easier ($\bar{x}$=2.08)

6.2.4 Organisation Culture:

The Organisation Culture includes 29 items that are divided into 5 categories, A: management style, B: work environment, C: staff, D: process and E: communication. All items in each part were ranked on a 5-point Likert-type scale which determines participant's agreement as shown in Table 6.4 below.

Table: 6.4: *Example of Five point Likert-type Scale used in the questionnaire.*

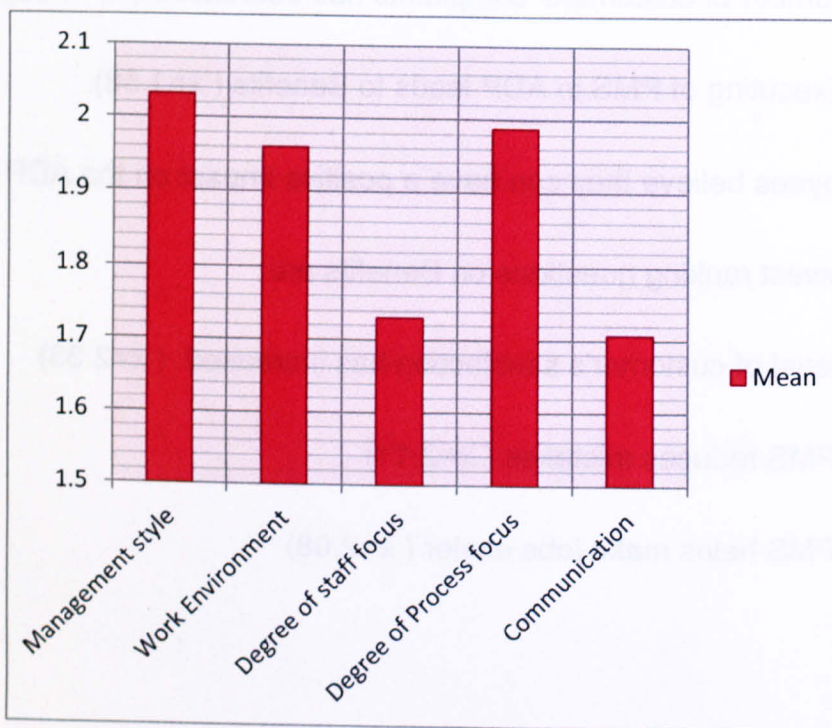| 1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree

Figure 6.6: *This graph shows the mean number of each of the Organisation Culture categories*

Table 6.5: *Descriptive Statistics of Organisational Culture Responses:*

Descriptive Statistics			
	N	Mean	Std. Deviation
Management style	162	2.03	.62314
Work Environment	162	1.96	.70004
Degree of staff focus	162	1.73	.35096
Degree of Process focus	162	1.98	.44229
Communication	162	1.70	.52710

The graph shows the overall lowest mean is communication at 1.70, whilst the mean for management style is highest at 2.03. Also, the graph demonstrates that the mean of work environment, staff and process are below 2.

6.2.4.1 Management Style:

This section asks participant to show how much they agree with item number 4, management style. Again, each item has a percentage of its answers spread on the 5 point Likert-like scale.

Table 6.6: *The responses to Section A: management style, summarised and ranked:*

	S.A 1 N(%)	A 2 N(%)	N 3 N(%)	D 4 N(%)	S.D 5 N(%)	Mean	SD	Rank
Management style in ADP is characterized by consensus.	6(41.4)	74(45.7)	12 (7.4)	6(3.7)	3(1.9)	1.79	0.87	1
Management style in ADP is characterized by Participation.	70(43.2)	60(37)	17(10.5)	8(4.9)	7(4.3)	1.90	1.05	2
The Management style is not bureaucratic.	45(27.8)	81(50)	15(9.3)	9(5.6)	12(7.4)	2.14	1.11	3
Management style in ADP is characterized by teamwork.	37(22.8)	75(46.3)	21(13)	24(14.8)	5(3.1)	2.29	1.07	4

Notes: S.A = Strongly Agree which was marked as 1 on the questionnaire. A =Agree (2), N= Neutral (3), D=Disagree (4) and S.D = Strongly Disagree (5)

In management style the high score ranking is: management style in ADP characterized by consensus ($\bar{x}$=1.79) in the same table management style in ADP is characterized by teamwork score ranking the lowest ($\bar{x}$=2.29). Ranking of participation management style is ($\bar{x}$=1.90) close to consensus management

style. While bureaucratic management style is ($_v$=2.14) close to teamwork management style (NB: the lower the mean the better or the higher the agreement level amongst the participants.)

6.2.4.2 Work Environment.

Participants were asked to indicate their agreement on 7 variables in work environment. Each variables or questions include a percentage of it answers from *'strongly agree'* (S.A) to *'strongly disagree'* (S.D). The mean and standard deviation are measured along with the rank.

Table 6.7: *Shows frequency (percentage) for Work Environment responses, the Mean, SD and the rank.*

	S.A 1 N(%)	A 2 N(%)	N 3 N(%)	D 4 N(%)	S.D 5 N(%)	Mean	SD	Rank
ADP is a very friendly place.	111(68.5)	28(17.3)	19(11.7)	4(2.5)	0(0.0)	1.48	0.79	1
The climate inside ADP is participative.	90(55.6)	47(29)	14(8.6)	7(4.3)	4(2.5)	1.69	0.97	2
Management practices allow freedom in work.	88(54.3)	50(30.9)	11(6.8)	9(5.6)	4(2.5)	1.70	0.98	3
There is comfortable and related atmosphere within the ADP working environment.	86(53.1)	47(29)	14(8.6)	9(5.6)	6(3.7)	1.77	1.06	4
ADP defines success on the basis of its development of human resources.	86(53.1)	44(27.2)	16(9.9)	11(6.8)	5(3.1)	1.79	1.06	5
A scarcity of training impacts on the performance of the organization.	49(48.8)	55(34.0)	13(8)	7(4.3)	(84.9)	1.82	1.07	6
Within the ADP there are customers' services for dealing with complaints.	18(15.4)	20(12.3)	21(13)	78(48.1)	25(15.4)	3.44	1.21	7

Notes: S.A = Strongly Agree which was marked as 1 on the questionnaire. A =Agree (2), N= Neutral (3), D=Disagree (4) and S.D = Strongly Disagree (5)

In Table 6.7, according to the question of work environment, the highest three question rankings are:

1. ADP is a very friendly place ($\bar{x}$=1.48)

2. The climate inside ADP is participative ($\bar{x}$=1.69)

3. Management practices allow freedom in work ($\bar{x}$=1.70)

The lowest three question rankings are:

1. Within the ADP there are customers' services for dealing with complaints ($\bar{x}$=3.44)

2. A scarcity of training impacts on the performance of the organization ($\bar{x}$=1.82)

3. ADP defines success on the basis of its development of human resources ($\bar{x}$=1.79)

The mean for all questions are below 2.0 accept one question over 3.0 which was about customers services for dealing with complaints ($\bar{x}$=3.44).

6.2.4.3 Staff

This section also requires participants to rate their agreement on a 5 point Likert-like scale to show the perception of staff and the Organisation Culture. The percentages below indicate how agreement is spread out on these questions.

Table 6.8: Shows frequency (percentage) for Staff Focus responses, the Mean, SD and the rank.

	S.A 1 N(%)	A 2 N(%)	N 3 N(%)	D 4 N(%)	S.D 5 N(%)	Mean	SD	Rank
ADP tries to improve employees' skills.	108(66.7)	41(25.3)	9(5.6)	3(1.9)	1(0.6)	1.44	0.73	1
Leadership's commitment helps to improve organization performance.	86(53.1)	62(38.3)	6(3.7)	4(2.5)	4(2.5)	1.62	0.86	2
Managers encourage the development of staff.	90(55.6)	48(29.6)	19(11.7)	4(2.5)	1(0.6)	1.62	0.83	2
The ADP makes the best use of the employee skills to develop better services.	84(51.9)	53(32.7)	14(8.6)	7(4.3)	4(2.5)	1.72	0.96	3
Employees work as part of a team	88(54.3)	48(29.6)	9(5.6)	5(3.1)	12(7.4)	1.79	1.16	4
Managers express concern about employee's personal problems.	59(36.4)	79(48.8)	17(10.5)	5(3.1)	2(1.2)	1.83	0.82	5
Employees are encouraged by ADP to contribute to the development of strategies and plans.	57(35.2)	84(51.9)	7(4.3)	11(6.8)	3(1.9)	1.88	0.90	6
There is a method to ascertain the satisfaction of the ADP staff.	48(29.6)	95(58.6)	12 (7.4)	2(1.2)	5(3.1)	1.89	0.83	7

Notes: S.A = Strongly Agree which was marked as 1 on the questionnaire. A =Agree (2), N= Neutral (3), D=Disagree (4) and S.D = Strongly Disagree (5)

The four highest questions ranked are:

1. ADP tries to improve employees' skills ($\bar{x}$=1.44).

2. Leadership's commitment helps to improve organization performance ($\bar{x}$=1.62).

2- Managers encourage the development of staff ($\bar{x}$=1.62).

3- The ADP makes the best use of employee's skills to develop better services ($\bar{x}$=1.72).

Table 6.8 demonstrates two variables which received the same calculated mean of ($\bar{x}$=1.62). The two questions were *"Leadership's commitment helps to improve organisational performance"* and *"Managers encourage the development of staff"*. It should be noted that there were two questions which were ranked equally as the second most important question by participants and all the questions for this section of the questionnaire had low mean scores below 1.89, which shows that participants all have agreement for the variables above.

The lowest three variables ranking according to mean are:

1. There is a method to ascertain the satisfaction of the ADP staff ($\bar{x}$=1.89).

2. Employees are encouraged by ADP to contribute to the development of strategies and plans ($\bar{x}$=1.88).

3. Managers express concern about employee's personal problems ($\bar{x}$=1.83).

6.2.4.4 Process

Participants were asked to indicate their agreement on 5 variables in process. Each variables or questions includes percentage of it answers form strongly disagree to strongly agree. The mean and standard deviation measured along with the rank

Table 6.9: *Shows frequency (percentage) for Process focus responses, the Mean, SD and the rank.*

	S.A 1 N(%)	A 2 N(%)	N 3 N(%)	D 4 N(%)	S.D 5 N(%)	Mean	SD	Rank
There is clear future structure for each department.	127(78.4)	20(12.3)	6(3.7)	4(2.5)	5(3.1)	1.39	0.91	1
New ideas about work organization are encouraged.	67(41.1)	64(39.5)	15(9.3)	8(4.9)	8(4.9)	1.92	1.07	2
Work structures are integrated with strategy.	52(32.1)	84(51.9)	13(8)	9(5.6)	4(2.5)	1.94	0.92	3
There is clear future planning for each department.	35(21.6)	98(60.5)	16(9.9)	8(4.9)	5(3.1)	2.07	0.88	4
There are no major constraints which interrupt the execution of the PMS in ADP.	13(8)	90(55.6)	15(9.3)	37(22.8)	7(4.3)	2.59	1.06	5

Notes: S.A = Strongly Agree which was marked as 1 on the questionnaire. A =Agree (2), N= Neutral (3), D=Disagree (4) and S.D = Strongly Disagree (5)

The highest means were recorded for the following:

1. There is clean future planning for each department ($\bar{x}$=1.39).

2. New ideas about work organization are encouraged ($\bar{x}$=1.92).

And the last two variables with a lower mean are:

1. There are no major constraints which interrupt the execution of the   PMS in ADP ($\bar{x}$=2.59).

2. There is clear future planning for each department ($\bar{x}$=2.07).

6.2.4.5 Communication

This part asks participants to show how much they agree with 5 items in communication. Again, each item has a percentage of its answers spread on the 5-point Likert-like scale.

Table 6.10: *Shows frequency (percentage) for Communication responses, the Mean, SD and the rank.*

	S.A 1 N(%)	A 2 N(%)	N 3 N(%)	D 4 N(%)	S.D 5 N(%)	Mean	SD	Rank
Some sections in ADP use new communication systems.	92(56.8)	55(34)	14(8.6)	1(0.6)	0	1.53	0.67	1
There are approach and strategy used to identify strength and weaknesses in all departments in ADP.	96(59.3)	42(25.9)	19(11.7)	1(0.6)	4(2.5)	1.61	0.90	2
There is a strong link between different departments.	95(58.6)	33(20.4)	28(17.3)	4(2.5)	2(1.2)	1.67	0.93	3
Networks are strong between each department.	(43.8)	(40.7)	12(7.4)	6(3.7)	7(4.3)	1.83	1.01	4
Communication is effective between departments.	70(43.2)	64(39.5)	12(7.4)	9(5.6)	7(4.3)	1.88	1.05	5

Notes: S.A = Strongly Agree which was marked as 1 on the questionnaire. A =Agree (2), N= Neutral (3), D=Disagree (4) and S.D = Strongly Disagree (5)

The previous table shows the highest two variables ranking according to mean in Communication items which are:

1. Some sections in ADP use new communication systems ($\bar{x}$=1.53).

2. There are approach and strategy used to identify strength and weaknesses in all departments in ADP ($\bar{x}$=1.61).

And the last two variables with a lower mean are:

1. Communication is effective between departments ($\bar{x}$=1.88).

2. Networks are strong between each department ($\bar{x}$=1.83).

In addition to this section the mean of all variables are below 1.88, which indicates a good level of agreement overall.

6.3 Relationship between the main variables:

This section will measure whether there is any relationship between CSF, Meeting Targets and the Benefits of PMS. The main categories mentioned here will be tested according to the mean/averages calculated for each one. Since the data was treated as parametric it was concluded that the most suitable test for assessing the relationship/correlation between variables was through the use of Pearson's Correlation Coefficient (r). This test will give two values of importance, the value of the correlations coefficient and the significance level, below there are a number of results concerning the relationships between the targeted variables (See Table 6.11 on page195).

6.3.1 CSF with Meeting Targets

Using a Pearson's Correlation Coefficient test (r) analysis concluded that there is a significant relationship between the CSF of the PMS and the ability of PMS to allow ADP to meet targets, $r(162)=0.516$, $p=0.01$. This correlation coefficient is considered medium which explains that if participants score high on the CSF section they are likely to score high on the ADP to Meeting Targets variable. i.e. they are more likely to meet targets if they score high on CSF. Therefore, the hypothesis H1.1: *"There is a positive relationship between the presence of CSF and the meeting of targets using PMS"* has been found to be true and should be accepted as thus.

6.3.2 CSF with Benefits:

It was revealed that there is a statistically significant positive relationship between the CSF and the Benefits of PMS, $r(162)=0.339$, $p=0.01$. This correlation coefficient is considered small and shows that the higher the participant scores on the CSF section, the more likely they are to report high scores on Benefits. Therefore the second hypothesis H1.2, *"There is a positive relationship between the presence of CSF and the Benefits of PMS"* has been found to be true and should also be accepted.

6.3.3 Organisation Culture with PMS enabling ADP to meet targets:

There was a small, positive and significant correlation coefficient between organization culture and meeting targets, $r(162)=0.156$, $p= 0.48$. The result reveals that if people score high on the meeting of targets variable then they are very likely to score high on the Organization Culture category.

6.3.4 Organisation Culture with Benefits of PMS:

Finally, it was hypothesised that "*There is a positive relationship between organisation culture and the Benefits of PMS*", this was supported by the outcome where it was concluded that there is a small, positive and significant correlation between the Benefits of PMS and the Organisation Culture, $r(162)=0.197$, $p= 0.012$. Therefore it could be deemed that the higher the score on the Benefits of PMS category the more likely the participant is to score high on the Organisation Culture category.

The results of the correlation coefficients above all indicate positive and significant correlations between all three main variables; this indicates that they are all correlated with each other but with different strengths.

Table 6.11: Shows the correlation coefficients between the four dependent variables, the number of cases (N) and the significance level (sig.).

Correlations					
		CSF	Meeting Targets	Benefits	Organization culture
CSF	Pearson Correlation	1.000	.516**	.339**	.203**
	Sig. (2-tailed)		.000	.000	.009
	N	162.000	162	162	162
Organization Culture	Pearson Correlation	.203**	.156*	.197*	1.00
	Sig. (2-tailed)	.009	.048	.012	
	N	162	162	162	162.00
**. Correlation is significant at the 0.01 level (2-tailed).					
*. Correlation is significant at the 0.05 level (2-tailed).					

NB: the significance at 0.01 explains that the significance level or probability is smaller than 1% of the data being down to chance, and significance at 0.05 explains that the probability is smaller than 5% chance of the results being down to chance.

6.4 Relationship between CSFs and the Meeting of Targets (PMS), and Benefits by each question:

A Pearson's Correlation coefficient test (r) was calculated to measure the relationship between the CFS and Meeting Targets, and Benefits. It should be noted that a significant correlation is only concluded when the Sig. level is below 0.05 or 0.01. Both of these values reflect a 5% and 1% (0.05 and 0.01) chance of the results being down to chance. Table 6.12 (see page 199) indicates the correlations coefficients and their significance.

6.4.1 Supervisors are committed to their promises.

This variable was found to be positively correlated with Meeting Targets using PMS, $r(162)=0.358$, $p<0.001$. This result reflects a positively small and significant correlation, hence it could be concluded that the higher the score on the "supervisors are committed to their promise" the higher the score on the Meeting Targets variable. This CFS also generated a positively medium and significant correlation with the Benefits, $r(162)=0.372$, $p<0.001$, hence the higher the score on this CSF the higher the score on the Benefits.

6.4.2 Mangers are committed to their promises.

This variable was found to be positively and significantly correlated with Meeting Targets variable using PMS, $r(162)=0.196$, $p=0.012$. This shows a small correlation, therefore it can be presumed that the higher the score of the above CSF the higher the score on Meeting Targets variable.

6.4.3 Supervisors are committed to their plans.

This CSF had a significant positive correlation with the PMS, $r(162)=0.166$, $p=0.034$. This correlation is small but it also reflects a linear positive relationship between both variables.

6.4.4 Mangers are committed to their plans.

This CSF did not have any significant correlation with Meeting Targets using PMS, and Benefits.

6.4.5 Leadership's commitment helps to improve organization performance.

This CSF was found to be positively correlated with Meeting Targets using PMS, $r(162)=0.296$, $p<0.001$. This correlations coefficient is small and significant reflecting that the higher the score on this CSF the higher the score on the Meeting Targets. This CSF was also found to be positively correlated with Benefits, $r(162)=0.220$, $p=0.005$. This relationship is small and significant, therefore it could be concluded that the higher the score on the CSF the higher the score goes on the Benefits.

6.4.6 Reviews of processes/procedures are done.

No significant correlation was found between this CSF and Meeting Targets and the Benefits.

6.4.7 Updates of processes/procedures are done.

This CSF was found to be positively correlated with Meeting Targets using PMS, $r(162)=0.312$, $p<0.001$. This correlation is small and significant, an increase in the CSF indicates to a small increase in the PMS. A medium, positive and significant correlation was found between the CSF and the Benefits, $r(162)=0.426$, $p<0.001$.

6.4.8 Training is an important priority in ADP

The only significant correlation was found between this CSF and Meeting Targets using PMS, $r(162)=0.289$, $p<0.001$. This is considered a small and positive correlation coefficient.

6.4.9 The PMS does not motivate people.

A relatively strong, positive and significant correlation coefficient was found between this CSF and Meeting Targets using PMS, $r(162)=0.609$, $p<0.001$. A medium, positive and significant correlation was also found between the CSF and Benefits, $r(162)=0.379$, $p<0.001$. All these correlation coefficients indicate that that an increase in the CSF shows an increase in the Meeting Targets, and Benefits.

6.4.10 Dealing between employees and leadership in the organization are harmonious.

No significant correlation was found between this CSF and Meeting Targets and the Benefits.

6.4.11 Employees are trained to operate new processes prior to implementation.

This CSF was positively and significantly correlated with Meeting Targets using PMS, $r(162)=0.236$, $p=0.002$, and this relationship is considered small. The CSF was also positively, and significantly correlated with the Benefits, $R(162)=0.216$, $p=0.006$. On both correlation coefficients an increase in the CSF indicates an increase in the other two variables.

6.4.12 Employees are trained to follow changed processes prior to implementation.

The above CSF was found to have a significant correlation with the other variables. It was found to have a significant, medium and positive correlation coefficient with Meeting Targets using PMS, $r(162)=0.378$, $p<0.001$, and it also had a positive, small and significant correlation with the Benefits, $r(162)=0.216$, $p<0.001$.

6.4.13 ADP tried to improve employees' knowledge levels.

A significant, small and positive correlation coefficient was found between this CSF and Meeting Targets using PMS, $r(162)=0.192$, $p=0.014$, but it was not significantly correlated with the other variables, Benefits.

6.4.14 Learning is not an important objective in our day to day work.

They are significant correction between above CFS and meeting targets, $r(162)=0.254$, $p<0.001$, And I has a small positive correlation the benefits, $r(162)=0.162$, $p=0.040$.

Table 6.12: *This table shows the correlations coefficient (with number and the significance level) between the CSFs and PMS/ADP, and Benefits.*

Correlations		Meeting Targets	Benefits
1. Supervisors are committed to their promises	Pearson Correlation	.358**	.372**
	Sig. (2-tailed)	.000	.000
	N	162	162
2. Mangers are committed to their promises	Pearson Correlation	.196*	-.015
	Sig. (2-tailed)	.012	.852
	N	162	162
3. Supervisors are committed to their plans	Pearson Correlation	.166*	.024
	Sig. (2-tailed)	.034	.762
	N	162	162
4. Mangers are committed to their plans	Pearson Correlation	.120	.037
	Sig. (2-tailed)	.128	.639
	N	162	162
5. Leaderships commitment helps to improve organization performance	Pearson Correlation	.296**	.220**
	Sig. (2-tailed)	.000	.005
	N	162	162
6. Reviews of processes/procedures are done	Pearson Correlation	.128	.048
	Sig. (2-tailed)	.105	.542
	N	162	162
7. Update of processes/procedures are done	Pearson Correlation	.312**	.426**
	Sig. (2-tailed)	.000	.000
	N	162	162
8. Training is an important priority in ADP	Pearson Correlation	.289**	.138
	Sig. (2-tailed)	.000	.079
	N	162	162
9. The PMS does not motivate people	Pearson Correlation	.609**	.379**
	Sig. (2-tailed)	.000	.000
	N	162	162
10. Dealing between employees and leadership in the organization are harmonious	Pearson Correlation	.081	.038
	Sig. (2-tailed)	.306	.633
	N	162	162
11. Employees are trained to operate new processes prior to implementation	Pearson Correlation	.236**	.216**
	Sig. (2-tailed)	.002	.006
	N	162	162
12. Employees are trained to follow changed processes prior to implementation	Pearson Correlation	.378**	.216**
	Sig. (2-tailed)	.000	.006
	N	162	162
13. ADP tried to improve employees knowledge levels	Pearson Correlation	.192*	.138
	Sig. (2-tailed)	.014	.079
	N	162	162
14. Learning is not an important objective in our day to day work	Pearson Correlation	.254**	.162*
	Sig. (2-tailed)	.001	.040
	N	162	162

**. Correlation is significant at the 0.01 level (2-tailed).

*. Correlation is significant at the 0.05 level (2-tailed).

6.5 Organisation Culture versus Meeting Targets and Benefits.

This section attempts to identify the correlation between the Organisation Culture and its parts *(management style, work environment, staff, process, and communication)* with the overall scores Meeting Targets using PMS and Benefits of PMS. Table 6.12 on page 199 shows the correlation coefficients for all tested relationships along with their significance.

6.5.1 Type of Organization Culture/Management style:

The type of organization culture was correlated with Benefits and Meeting Targets using Pearson's r correlation coefficient. The results of the coefficient showed a positive, small and significant correlation with the Benefits of the PMS, $r(162)=0.215$, $p=0.006$. This explains a positive linear correlation where an increase in the management style variables leads to a significant increase in the Benefits variable; this outcome confirms the hypothesis, H2.3, that *"there is a positive relationship between Type of organization culture/ management style and Benefits of PMS"*. No significant relationship was found between management style and Meeting Targets using PMS, $r(162)=0.111$, $p>0.05$, this explains that a change in the management style score does not lead to any particular change in Meeting Targets, hence the hypothesis, H2.2 *"there is a positive relationship between Type of organization culture and Meeting Targets of PMS"* is rejected.

6.5.2 Work environment – Benefits – Meeting Targets:

The work environment was correlated with Benefits and Meeting Targets using Pearson's Correlations Coefficient (r). The correlation between the work environment and the Benefits of the PMS was not found to be significant, $r(162)=0.078$, $p>0.05$, indicating that there is no linear relationship between both variable and hence a change in one variable does not lead to a change in another one. This leads the hypothesis H 2.6, *"There is a positive relationship between Work Environment and Benefits of PMS"* to be rejected. The Work Environment also did not have a significant relationship with Meeting Targets, $r(162)=0.112$, $p>0.05$, also showing no linear association between these

variables, leading to the hypothesis H 2.5 *"There is a positive relationship between Work Environment and meeting of targets"* to be rejected.

6.5.3 Degree of Staff Focus:

Using Pearson's Correlation Coefficient (r) a positive medium was found between the degree of staff focus with the Meeting Targets using PMS variable, $r(162)=0.323$, $p<0.001$, hence the hypothesis H 2.8 *"there is a positive relationship between Degree of staff focus and Meeting Targets of PMS"* is accepted. Indicating that an increase in the degree of staff focus leads to an increase in the Meeting Targets variable. Also a small positive correlation was found between staff focus and Benefits $r(162)=0.212$, $p<0.01$. Similarly an increase in the degree of staff focus leads to a significant increase in the Benefits of the PMS and the opposite is true. Therefore the hypothesis H 2.9 *""there is a positive relationship between Degree of staff focus and Benefits of PMS"* is accepted.

6.5.4 Degree of Process Focus:

No significant correlation was found between degree of process and Meeting Targets, $r(162)=0.133$, $p>0.05$, showing that a change in the staff focus does not lead to a change in Meeting Targets. This leads to the hypothesis H 2.11 *"there is a positive relationship between Degree of process focus and Meeting Targets of PMS"* to be rejected. A significant correlations was found between the degree of process focus variable and the Benefits, $r(162)=0.238$, $p<0.01$, this is a small positive correlation that shows a small increase in the Benefits with an increase in the degree of process focus variable. Therefore the hypothesis H 2.12 *"there is a positive relationship between Degree of staff focus and Benefits of PMS"* is accepted.

6.5.5 Communication:

Communication was found to have a significant small and positive correlation with Meeting Targets, r(162)=0.156, p<0.05, this shows a change in the communication variable leads to a small change in the Meeting Targets variable. Hence, the hypothesis H.14 *"There is a positive relationship between Communication and Meeting Targets in PMS"* is accepted. No significant correlation was found between communication and the Benefits of PMS, r(162)=0.127, p>0.05. This rejects the hypothesis H2.15 *"There is a positive relationship between Communication and Benefits of PMS".*

Table 6.13: *Shows Pearson's Correlation Coefficients (r) between the Organisation Culture (its parts) and the overall scores of CSFs, PMS and Benefits.*

		Meeting Targets	Benefits
Management style	Pearson Correlation	.111	.215**
	Sig. (2-tailed)	.158	.006
	N	162	162
Work Environment	Pearson Correlation	-.112	-.078
	Sig. (2-tailed)	.156	.321
	N	162	162
Degree of staff focus	Pearson Correlation	.323**	.212**
	Sig. (2-tailed)	.000	.007
	N	162	162
Degree of Process focus	Pearson Correlation	.133	.238**
	Sig. (2-tailed)	.090	.002
	N	162	162
Communication	Pearson Correlation	.156*	.127
	Sig. (2-tailed)	.048	.107
	N	162	162
**. Correlation is significant at the 0.01 level (2-tailed).			
*. Correlation is significant at the 0.05 level (2-tailed).			

6.6 Difference between HQ and Regional employees:

The difference between Participants in the Head Quarters (HQ) and participants from outside (regional) was calculated using independent-samples t-test. There were 89 participants from the HQ and 73 participants from outside. The difference was measured based on the dependent variables listed below.

6.6.1 CSF:

A significant difference was found between the HQ participants ($\bar{x}$=1.75) and participants from outside ($\bar{x}$=1.97). The HQ group showed significantly lower score in CSF compared to the regional group of participants, t(162)=2.945, p<0.01, this clearly indicates that the HQ group had more agreement with CSFs compared to the regional group (see Table 6.14 on page 205).

6.6.2 Meeting Targets:

Another significant difference was generated between the HQ group and the regional group of participants, t(162)=4.00, p<0.001. The HQ group ($\bar{x}$=1.64) significantly generated a smaller mean number compared to the regional group ($\bar{x}$=1.94), therefore it could be explained that the Meeting Targets variable is significantly affected by the place of work, low score shows more agreement (see Table 6.14 on page 205).

6.6.3 Benefits:

A significant difference was found between the HQ group and the regional group of participants in the Benefits category, t(162)=3.143, p<0.01. Again the HQ group ($\bar{x}$ =1.73) significantly produced a smaller mean number in comparison with the regional group ($\bar{x}$=1.93), therefore it could be revealed that the score on the Benefits category is significantly affected by the place of work (HQ or outside), and that participants showed better agreement on Benefits of PMS in the HQ, (see Table 6.14 on page 205).

6.6.4 Organisation Culture

6.6.4.1 Type of Management Style:

No significant difference was found between HQ ($\bar{x}$=1.95) and the regional group ($\bar{x}$=2.12), the difference was found to be significant at t(162)=1.69, p>0.05. This indicates that the HQ showed similar agreement with the regional group on the management style (see Table 6.14 on page 205).

6.6.4.2 Working Environment:

With regard to the working environment a significant difference was found between the HQ and the regional group, t(162)=2.92, p<0.01. The HQ generated a higher agreement ($\bar{x}$=1.81) compared to the regional group ($\bar{x}$=2.13), the lower the score the more agreement (see Table 6.14 on page 205).

6.6.4.3 Degree of staff focus:

A statistically significant difference was found between both groups. The HQ ($\bar{x}$=1.62) showed a significantly better agreement compared to the regional group ($\bar{x}$=1.85), this indicates that the Place of Work has a significant effect on the degree of staff focus, t(160)=4.14, p<0.001(see Table 6.14 on page 205).

6.6.4.4 Degree of Process focus:

The place of work did not show significant effect on the degree of process focus, t(162)=1.61, p>0.05. The HQ group showed similar agreement ($\bar{x}$=1.93) compared to the regional group ($\bar{x}$=2.04), (see table 6.14 on page 205).

6.6.4.5 Communication:

Again the place of work showed a significant effect on the communication, t(162)=6.50, p<0.001. The HQ group showed a significantly better agreement ($\bar{x}$=1.48) compared to the regional group ($\bar{x}$=1.97), (see table 6.14 below).

Table 6.14: *This table shows the number of cases in each condition (N) the mean number for each variable, the standard deviation and the standard error.*

Group Statistics					
	HQ.OUT	N	Mean	Std. Deviation	Std. Error Mean
CSFs	HQ	89	1.75	0.51	0.05
	OUT	73	1.97	0.39	0.04
Meeting targets	HQ	89	1.64	0.46	0.04
	OUT	73	1.94	0.49	0.05
Benefits	HQ	89	1.73	0.35	0.03
	OUT	73	1.93	0.43	0.05
Management style	HQ	89	1.95	0.58	0.06
	OUT	73	2.12	0.66	0.07
Work Environment	HQ	89	1.81	0.61	0.06
	OUT	73	2.13	0.75	0.08
Degree of staff focus	HQ	89	1.63	0.33	0.03
	OUT	73	1.85	0.33	0.03
Degree of Process focus	HQ	89	1.93	0.40	0.04
	OUT	73	2.04	0.47	0.05
Communication	HQ	89	1.48	0.40	0.04
	OUT	73	1.97	0.54	0.06
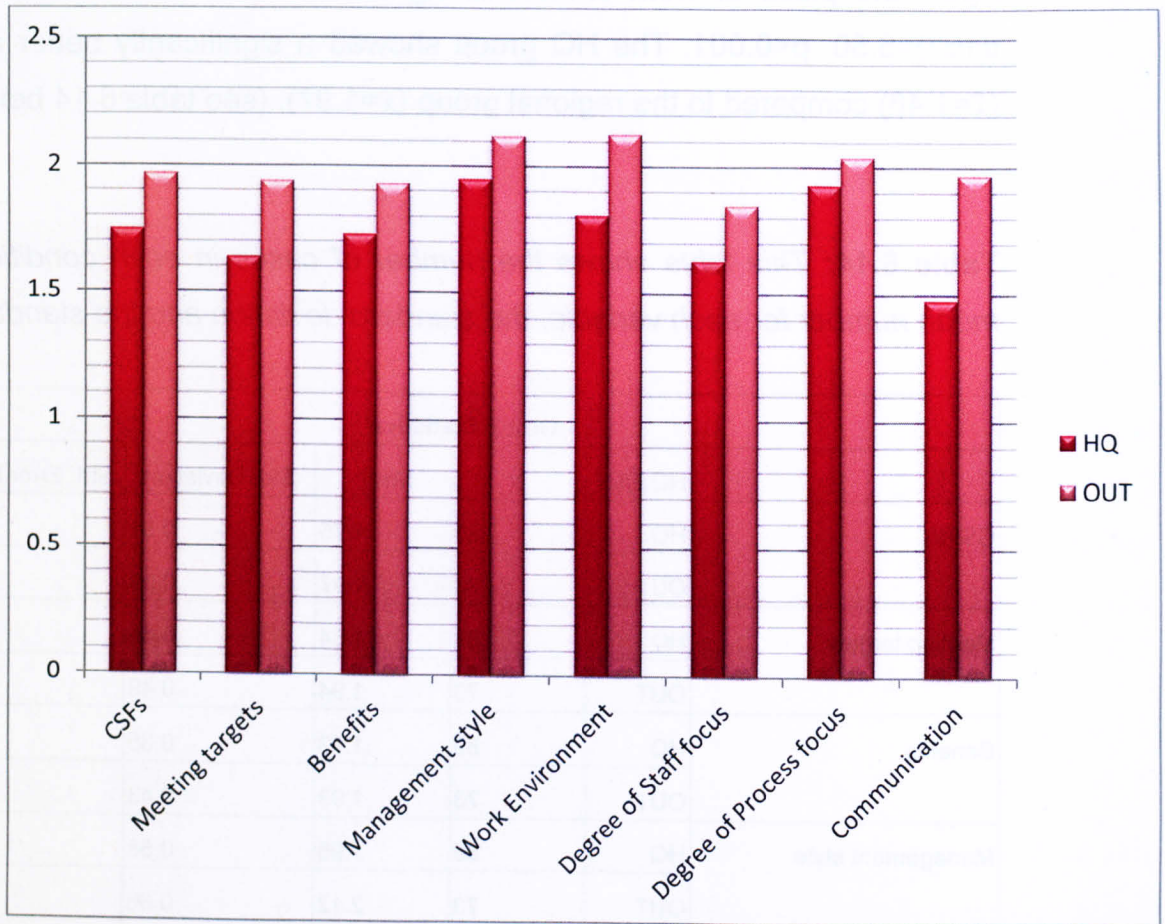
Figure 6.7: *Displays the mean number of each of the dependent variable for HQ group and Regional group.*

6.7   Ranking of items on the CSF category:

The following analysis was mainly conducted to see which of the CFS is ranked highest and which is ranked lowest. Table 6.15 on page 208 shows the fourteen factors in CSF category all ranked from 1 to 13; there were two factors that showed exactly the same mean number.

Looking at the mean number of each CFS it was found that *"Leadership's commitment helps it improve organisation performance"* generated the highest mean i.e. participants showed the highest agreement on this factor ($\bar{x}$=1.37). In second place came

"The PMS does not motivate people" factor with a mean of ($\bar{x}$=1.57). It should be noted that this question was asked in this way in the questionnaire but was made positive and re-coded in the data in the form of *"The PMS motivates people".* In third place came two factors with equal mean numbers, the *"Reviews of processes/procedures are done"* and the *"Training is an important priority in ADP"* ($\bar{x}$ =1.64). In fourth place came the *"Update of processes/procedures are done"* factor which generated a mean of ($\bar{x}$=1.66). The factors above are considered the most important by all participants, however, by looking at the table on the next page it could be viewed that the *"Mangers are committed to their promises"* factor in the 12th place with a mean of ($\bar{x}$=2.16) and lastly came the *"Learning is not an important objective in our day to day work"* which was also converted to positive when scoring the data ($\bar{x}$=2.22). Although they had a high mean these least ranked variables were ranked last. For further details refer to Table 6.15 on page 208.

Table 6.15: *Shows 14 items of the CSF category and their mean and the standard deviation for 14 items in the CSF category, the rank of each item is also included based on the mean.*

Descriptive Statistics			
N=162	Rank	Mean	Std. Deviation
Leaderships commitment helps it improve organisation performance	1	1.37	0.71
The PMS does not motivate people	2	1.57	0.61
Training is an important priority in ADP	3	1.64	0.91
Reviews of processes/procedures are done	3	1.64	0.83
Update of processes/procedures are done	4	1.66	0.97
Employees are trained to follow changed processes prior to implementation	5	1.75	1.05
Dealing between employees and leadership in the organisation are harmonious	6	1.75	0.90
Supervisors are committed to their plans	7	1.90	1.08
Employees are trained to operate new processes prior to implementation	8	1.95	1.08
Mangers are committed to their plans	9	2.06	1.20
ADP tried to improve employees knowledge levels	10	2.12	1.12
Supervisors are committed to their promises	11	2.14	1.09
Mangers are committed to their promises	12	2.16	1.17
Learning is not an important objective in our day to day work	13	2.22	1.24

6.8 Hypotheses

Table 6.16: *Hypotheses Status Results after statistical testing.*

Hypotheses		Hypotheses	Yes	No
Main	Sub			
H1		There is a positive relationship between the presence of CSFs and PMS	Accepted	
	H1.1	Positive Correlation between Meeting Targets and CSF	x	
	H1.2	Positive Correlation between Benefits of PMS and CSF	x	
H2		Have a positive effect on the relationship between CSF, Meeting Targets and the Benefits of using PMS	Neither Accepted or rejected	
	2.1	Supportive management style and CSF	x	
	2.2	Supportive management style and the meeting of targets		x
	2.3	Supportive management style and Benefits of PMS	x	
	2.4	Supportive work environment and CSF		x
	2.5	Supportive work environment and the meeting of targets		x
	2.6	Supportive work environment and the Benefits of PMS		x
	2.7	Staff focus and CSF	x	
	2.8	Staff focus and the meeting of targets	x	
	2.9	Staff focus and the Benefits of PMS	x	
	2.10	Process focus and CSF		x
	2.11	Process focus and the meeting of targets		x
	2.12	Process focus and the Benefits of PMS	x	
	2.13	Strong Communication and CSF	x	
	2.14	Strong Communication and the meeting of targets	x	
	2.15	Strong Communication and the Benefits of PMS		x

6.9 Summary

Chapter six presented the findings of the analysis of the data collection process to provide an overview of the general perception of ADP staff about PMS and the existing PMS processes already embedded within the organisation. It appears from the findings of this chapter that the organisational cultural factors have an impact on the potential PMS that ADP wishes to implement in 2012. Through the use of the BSC and its sub factors the interviewees have identified areas of concern that the ADP will need to address when developing a new organisational PMS for the agency. A detailed discussion of the interview and questionnaire findings along with the literature is found in the Chapter Seven.

Chapter Seven

Chapter Seven: Discussion

7 Introduction

This chapter aims to provide discussion of the key results from the questionnaire and semi-formal interview and present the conclusions for this study. Through the utilisation of literature, each of the findings will be addressed to identify the links to previous studies, current knowledge gaps and possible additional questions for future research. The study has explored the perceptions within the Abu Dhabi Police (ADP) towards performance measurement (PMS) and attempts to identify the organisational critical success factors (CSF). Through Organisational Culture Framework of Al-Alawi *et al* (2007) description of Gupta and Govidarahan (2000) the CSF will be linked to features identified within this framework and discussed to identify potential areas for consideration before the implementation of an organisational PMS for the ADP.

The Al-Alawi *et al* (2007) framework has adapted the Gupta and Gorvidarahan (2000) Organisational Culture Framework for Arabic or Islamic nations. The use of this adapted framework was utilised as it provided the researcher with a framework which had worked in a similar environment of a neighbouring country to the UAE. Jones and Seraphim (2008) advise that when evaluating the differences between developed countries and those in the Gulf region there are distinct social and cultural differences which impact upon the organisational culture. The original framework of Gupta and Govidarajan (2000) does not consider public sector stake holders and thus the expanded area of Work Environment by Al-Alawi *et al* (2007) was used as it reflects the contextual circumstances that public sector agencies encounter in relation to stakeholders. Similarly to Bahrain, the UAE and Abu Dhabi have undergone public sector management transformation with the implementation of new public management and modern management best practice from developed countries (Al-Alawi *et al*, 2007; Fryer *et al*, 2009; Siddaquee, 2010). This framework structure has been applied to the chapter organisation and where possible the

headings from the adapted framework in Figure 2.5 (page 61) have been used as sectional headings throughout the chapter.

7.1 CSF and Meeting Targets

On the first hypothesis (See Chapter 6 in Section 6.3.1) the study found that there is a positive relationship between the presence of the CSF and the meeting of the target using PMS. The hypothesis, H1.1, was found to be true as a result of the Pearson's Correlation Coefficient ($r(162)= 0.516$, $p \leq 0.01$). These finding were supported by the qualitative interview respondents who identified that the plan to introduce a PMS system to the ADP organisation will enhance the ability of the organisation to meet its organisational remit. The literature highlights that there is a strong positive relationship between organisational excellence and the use of performance measurement (PM) according to Moullin (2007). The clarity of the role of the individual within the organisation, according to Greatbanks and Tapp (2007), helps to have a positive influence on the organisation's business plan and excellence goals.

The responses from both the quantitative survey and qualitative interviews indicate that the use of PMS helps to create a positive perspective on new organisational excellence changes. The ADP with its organisational goal of becoming a world class policing organisation, can utilise PM to enable the organisation to measure and improve the performance of individuals and units according to Moullin (2007), Neely (2008) and Fleming and Scott (2008). The complexity of police work creates some difficulty in developing performance measures, as Fleming and Scott (2008) explain when they advise that to obtain a clear organisational overview of performance that there needs to be a combination of product and process measurement occurring within any PMS approach. The combined approach to the organisational performance measures enables some of the less tangible aspects of police work to be captured through the PMS. With the use of PMS according to Neely (2007) any organisation can quantify the various activities undertaken to develop a understanding of the contribution that these activities endow to the overall organisational processes. The ADP has demonstrated with the current PMS for employees that they are attempting to quantify and develop a rationale which reviews and improves

performance. The new proposed system HOPAS has been designed with key performance indicators that enable the ADP to quantify performance following the lessons learnt from the staff perceptions and organisational culture in relation to performance management.

Within the study the five key factors which were identified by the participants which were Leadership ($\bar{x}$= 1.37), Motivation ($\bar{x}$=1.57), Review of Processes ($\bar{x}$=1.64), Training ($\bar{x}$=1.64), and the Implementation of New Processes ($\bar{x}$=1.66). As seen in Chapter 6 Table 6.1 on page 178 demonstrates the figures which identify the five key factors which ADP personnel identify will impact upon the implementation of any new PMS. With a good understanding of the processes according to Neely (2007) the organisation is able to review, evaluate and develop improvement strategies and targets that address a specific organisational targets (Wahid and Corner, 2009) and therefore any organisational PMS implementation for the ADP needs to ensure that there is the skill and knowledge within the organisation to support the implementation (Cagnazzo *et al*, 2010) along with a multi-level communication programmes so that resistance to change is mitigated. As the participants in the interviews identified, leadership was the most important factor for the CFS.

As one respondent identifies "*I believe that the leadership's commitment is the most important factor in achieving good organisational performance because the strategy and plan for development comes from leadership.*" This indicates that there is a perception within the organisation that without the management leadership a new measurement system would not be able to be implemented due to how involved the existing executive management are in setting the strategic policy and resource allocation. Also the cultural factors of the nature of the organisation could impact upon this perception. Although the ADP has moved to a NPS approach it is still a paramilitary organisation and has some of the hierarchical command control structures. As a result of the command control relationships, individuals in the lower ranks are not likely to participate in new organisational developments unless they have management and leadership direction which indicates that this the appropriate manner of behaviour. The cultural behaviour of police officers and other ADP employees is also affected

by societal constraints and a reluctance to undertake independent decision making. Jones and Seraphim (2008) identify that organisations in the UAE who want to undertake organisational change also have to undertake cultural change to manage the difficulties that the traditional cultural practices may create for organisations who wish to improve their performance. In the case of Jones and Seraphim (2008) they identify that the organisation was described as an 'unfavourable environment' and this organisation shares similar factors with the ADP.

Paramilitary organisations such as police forces have a strong hierarchical nature and therefore could be classed as an unfavourable environment (Jones and Seraphim, 2008) as they have an increasing gap in the ranks; management view their role over their subordinates as controlling and giving instruction while subordinates are not encouraged to participate in the decision making process. Similarly Wahid and Corner (2009) and Cagnazzo et al (2010) identify that management need to be educated to have the appropriate behaviour to support the organisational culture development and the implementation of PMS. Add to this the culture of following orders and avoiding giving an opinion to a superior, and there is likely to be a need in the ADP to have top down strong leadership to implement any new organisational strategy or process (Jones and Seraphim, 2008; Elbanna 2008 & 2010). The leadership - if the organisation wants to enforce the change there - needs to have a reward and punishment strategy to encourage and, where necessary, force the change to occur (Jones and Seaphim, 2008; Wahid and Corner, 2009). Although Wahid and Corner, 2009) also recommend getting the most resistant to participate in the change to become change agents for the organisation. The ADP has a rewards and punishment system which attempts to address the most recalcitrant of participants. Most employees focus on the reward part of the system but there are punishments within the reward system to address those who do not wish to participate in the organisational changes.

To implement the new system in the ADP, the respondents in the qualitative and qualitative research studies identified that the second most critical success factor was motivation, and this ties to the rewards system as it can help to motivate employees within the ADP to participate in any new changes (such as the implementation of the new PMS). The quantification of performance will then, in turn, reiterate and should link to the reward and punishment systems in place as this will motivate many to participate while addressing those who fail to participate and are thus undermining the organisational desire to improve performance. The ADP, when considering the implementation of a new PMS, needs to ensure that the existing strategies and processes are aligned to the new measurement system. The ADP will need to review the existing processes in the organisation to ensure that any new system implementation is supported and were necessary potential make changes to the rewards and other systems to support the new organisation culture, process and desire for excellence.

7.1.1 Leadership

The respondents in the questionnaire supported that they had a strong perception that the Leadership commitment to performance measurement helps to improve the organisational performance. This response about Leadership influence on organisational performance was supported with further questions which identified that the key benefit of PMS is the number of customer's complaints has decreased ($\bar{x}$=1.56) as found in Table 6.3 in Chapter 6. Commentary about leadership from the interviewees indicates that participants believe leadership is important for these key performance indicators as this is where the organisational strategy and employee's motivation is developed. One Human Resource respondent stated *"Leadership's commitment is the most important factor in achieving good organisational performance because the strategy and plan for development comes from the leadership. Also, the leadership can affect the facilities and processes in the organisation".* This support for employees and the perception that leadership helps with the organisational performance through creating a supportive environment and a willingness to implement new systems and strategic policies confirms the commentary (Jalaldeen *et al*, 2009) that these factors are part of the

organisational readiness to implement organisational PMS and thus develop a knowledge management model for the organisation. Elbanna (2008, 2010), highlights that organisational culture depends on the management or leadership participation and the strategic planning effectiveness that executives have. Jones and Seraphim (2008) state that organisations are not naturally conducive environments for change to occur unless there is support from leadership.

However, Jones and Seraphim (2008) warn that change should not be made in a rapid approach. The ADP changes to the organisation since 2002 have been to step the organisation towards NPR and enable the bureaucracy to develop into a new organisation culture where change and performance are key components. So the recommendation of Jones and Seraphim (2008) for step-by-step planned change has been already been implement in the ADP's strategic plans. To implement a new PMS has already been added to the ADP 2008-2012 strategic plan so the organisation has pre-warned employees that this change is coming soon and that there will be further organisational changes as a result of this new system. To maintain the focus on the strategic direction of the organisation, the ADP will need to continually reinforce the rationale, strategy and objectives for the new PMS and this can be done with a strong communication and training program. Participants are less resistant to change if they are aware and involved with that change (Holfstede, 2008).

7.1.2 Motivation

The individual motivation and willingness to implement new systems and strategic policies has been identified by Jaladeen et al (2009) as a key factor that can undermine the implementation of a PMS within an organisation.

While the respondents for the study were not directly asked any questions about which type of PMS should be implemented, the components of the initial interview, questionnaire and final interview process attempt to identify the perceptions about PMS that staff members and police officers of various professional ranks held within the organisation. It appears that due to the existing familiarity with the employee or personnel PMS application, there is a large amount of positivity within the organisation regarding the use of PMS in

general. This is found in the response to the questionnaire that the PMS motivates people ($\bar{x}$=1.57). In the interviews the majority of the responses indicate that the current reward and benefits along with the existing management approach that has developed since the early 1990s helps to motivate the staff members.

The recent infrastructure development and the implementation of new computing and communication systems, according to some interviewees, is evidence that the leadership is concerned with providing a positive working environment, and that this interest is motivating them to work harder in conjunction with the recognition that they receive through the personnel PMS that is in place within the ADP. In the perceptions of the benefits of a PMS respondents who were not in headquarters indicated that there is potential for local management to be focused on short term goals rather than long term ones. The participants also identified that outside of headquarters that there are some misconceptions or lack of understanding about the purpose or role of the new proposed PMS. This could create conflict between the regional areas and units within the ADP, and those who are based in headquarters. One participant identified that although their line manager would 'tow the party line' in the past he has still managed in the same manner throughout and this has impacted upon his ability to gain reward and promotion. The short term focus of following the current strategy direction or new policies of the leadership could undermine the implementation as this vocal support and needs to be addressed in the action and performance activities. Gomes *et al* (2010) identifies that with a focus on employee reward and motivation management in the implementation of organisational PMS can address some of the limitations which are a result of short term focus by leadership and management. The existing rewards system has the potential to be utilised to encourage middle management to participate in improving organisational performance. However, they will need to be educated in the long term objectives rather than focusing on short term performance goals such as a decrease in customer complaints but rather turn the goal into higher customer performance satisfaction ratings. In the

questionnaire the lowest ranking was for *"Level of customer satisfaction increased"* which had a mean of 2.33 in Table 6.3 on page 182.

7.1.3 Review of Processes

Some interview participants identified that it was leadership of the organisation which impacted on the review of processes and that through management trust and follow-up by individual managers, departmental review was undertaken to improve performance. A consultant from Directorate of Financial and Services identified that through the implementation of PMS the ADP could undertake a review process and see a benefit to the organisational performance. This interviewee referred to another policing organisation (Singapore) and the benefits they had observed in how a PMS could enable the organisation to streamline and review operational practices to improve performance.

> *"The main objective of ADP is to keep security and provide a service for our community. This service can be improved by implementing a PMS. The elements of a PMS are already implemented in the ADP, for instance there are efforts to motivate staff, there is a review process, and continuous improvements to the design strategy but these are not present as part of one overall system. These elements we can find in a system of performance management where performance is measured. Also, Abu Dhabi is considered to be a modern city - look to the support for it from the government of Abu Dhabi. I believe the ADP will not find any problems if it implements a PMS to enhance it - we can look at the Singapore Police and easily see how their PMS is to that organisation".*

(Consultant in the Directorate of Financial and Services)

Fleming and Scott (2008) identify that PM can be a useful learning tool for policing organisations, there needs to be consideration about how that management process is undertaken or it can lead to mechanistic responses and constrain innovation. While Carmona and Gronlund (2003) indicate that with the deployment of organisational PM for policing there needs to be consideration of the non-financial performance measures. When looking at the implementation

of Singapore National Police according to Collier *et al* (2004) the majority of the benefits are initially based on knowledge sharing and communication. The third CSF according to the questionnaire was *"Reviews of processes/procedures are done"* with a mean of 1.64. While participants in the interviews did have some positive measures there appears a small group with negative comments however their comments were add-ons to other questions. These participants were all from regional areas and it could be that there is some strong organisational divisions between headquarters and regional staff.

7.1.4 Training

Training was ranked as the joint third ($\bar{x}$=1.64) most important factor with the implementation of new processes. In several different sections of the interviews there was a reoccurring theme that the participants believed that the organisation needed to provide further training especially with the implementation of new systems. This repeated statement was seen as a factor which could and will impact on the organisational performance. As one respondent indicated in the interview from the General Directorate of Policing Operation state he *"believed [that] training is the most important CSF in the organisation because training and teaching employees about new systems will lead to improvements in organisational performance"*. Jones (2009) identifies in a near neighbouring country, Kuwait, that there is a *'them and us'* mentality and job security concerns so there may be some resistance in training by some individuals especially if they do not want to acknowledge their lack of knowledge about a subject. This concern about individual dignity or *'face'* could have been the reason for a negative comment about the existing PMS system when one interviewee identified that low performance will result in an official warning. The use of punishment needs to be reflective of the issue that the organisation is attempting to address according to Jones and Seraphim (2008). The ADP could encounter a resistant culture due to the local society culture influences on the organisation thus enabling the ADP to be described as a resistant environment and therefore any education training, PM and reward system should be geared to develop the organisational culture and performance. Gomes *et al* (2010) identify that there needs to be enough training on the

performance measures to enable the organisation to gain benefit from the implementation from any new processes or system. The ADP as part of its proposed organisational PMS needs to ensure that education and training are addressed and that the organisational PMS provides an opportunity for all participants within the ADP to identify and address organisational issues. The observed conflict in opinion between headquarters and out station staff will be discussed later in this chapter however the use of education and training could resolve some of the issues described in the interviews. For example, perceived grievances and the open and frank statement of one interviewee from a regional location that he did not even know what the PMS was even though it had been talked about.

Some of the regional interviewees identified that they only received limited training or recognition of their role in the organisation in relation to performance and excellence. To address this lack of knowledge in the regional areas it is recommended that further training programmes are carried out across the department to address the awareness of what and how the PMS is used (Wahid and Corner, 2009 ; Cagnazzo *et al*, 2010). These programs should be undertaken by the Human Resources department as it is the responsible department for the organisation and they have the systems in place already to monitor and identify those who have not attended specific training sessions. The department with its excellence module culture from the Abu Dhabi Excellence awards could use a similar continuous training program to systematically increase employee understanding of the purpose and rationale behind the PMS. Cagnazzo *et al* (2010) highlight that continuous training programmes are needed within organisations to enhance the development of skills, knowledge and cognition about performance. When looking at the responses from the questionnaire in Section 6.6 there was a statistical difference in the responses between headquarters and regional employees. Over all four dependant variables of CSF, target meeting, benefits and organisational culture the respondents from the regional area had consistently lower responses than those from headquarters that was found through statistical analysis to be of a significant nature of $p > 0.05$. This difference in

response from the participants of the quantitative survey is supported by the aside comments and attitudes observed by the researcher in the interview process. The final implications of this difference in perceived opinions between the regional and headquarter staff needs further investigation if future development is to occur with the implementation of new strategy and policy.

7.1.5 Implementation of new processes

The plan to implement PM in headquarters is seen as a positive move in the organisational development yet when interviewing the out-stationed staff and those in the regional offices, there were issues in relation to their understanding of what a PMS system was and how it could help in the PM of their local divisional roles (as expressed in the comments from a Major from Central Operations who states that he was not exactly sure what a PMS was and how it could be used). There were other out-stationed interviewees whose responses indicate that while they believe that the PMS would help achieve organisational goals and strategies while at the same time they advised were not exactly au-fait with how this would actually happen and what benefits there organisational department and themselves could receive from the organisational implementation. The issue here could be that there is an organisational difficulty of the members to participate or accept the use of an organisational PMS approach or model (George *et al*, 2003) and this could be a result of the regional out-stationed staff members expressing their lack of knowledge and understanding of the process and the potential that PMS could bring to organisation. McAdam *et al* (2008) highlight that without effective communication within an organisation it impacts on the organisation to transmit and implement strategy and policy directions and thus impacts on the overall performance of the organisation. The purpose of the ADP strategic policy to implement the new PMS is to improve organisational performance while developing the organisation to be acknowledged as regional excellence organisation. The disparity between the two member groups indicates that there is a communication issue which would need to be addressed if the organisation proceeds to implement an organisational PMS as planned in 2012. Al-Alawi *et al* (2007) identified that there needs to be a strong framework of

communication between staff in the organisation that is not only top-down but also cross-functional. Effective communication reduces organisational barriers for daily operation and processes (James, 2009).

Yet the participants in the interviews identified barriers and issues while the questionnaire responses between the two groups were different. The quality performance of the ADP is likely to fail if there is not a fluid communication process for operational and organisational information (Elbanna, 2008). Gomes et al (2007) identify that policing organisations are characterised by complex and diverse objectives and stakeholders. The different internal stakeholder responses between the interviewees could be a reflection of their specific organisational focus and the various external stakeholders that these departmental groups may be required to respond to and, as Brignall and Modell (2000) suggest, may be an effect of the interrelationship between the stakeholder groups. The difference between headquarters and some of the out-stationed officers could be due to the complex organisation structure which reflects the diverse role that policing organisations are required to undertake. Fleming and Grabosky (2009) identify that policing organisations are often balancing the demands of their services and their legitimacy with the stakeholders. This discrepancy between the interview and the questionnaire is interesting especially when questionnaire respondents ranked the top three CSF as "Leadership commitment helps to improve organisational performance", "the PMS motivates people" and "the reviews of processes/procedures are done." (This came joint third with "Training is an important priority in ADP") (see Table 6.1 on 177).

The current PMS elements already in place within the ADP was supported by the questions in the questionnaire but the interviewee believed that there was some differences between the understanding how the current system elements and the whole organisational approach to PMS will impact on the individual and their departmental area and how the proposed use of an organisational PMS has the potential to provide greater benefits to the organisational development of the ADP. The division between headquarters and out-stationed offices could be addressed through leadership and communication as part of the new PMS

that is being developed (Aluwais, 2007). To counter difficulties in the organisation in relation to resistance and knowledge development Aluwais (2007) asserts that organisations need to undertake a training and education program while building a strong communication approach as an organisational priority. Jones (2009; Jones and Seraphim, 2008) identify that in some Arab countries there is a strong 'us and them' mentality and to ensure that the organisation does not fall victim to high levels of resistance to change policies which include training and communication should be implemented to address the concerns that out stationed officers are mentioning in the interviews. Khakpour *et al* (2009) emphasise that there is a strong link between an organisation's performance and it ability to develop knowledge and communicate this knowledge across the organisational levels and departments so it would be beneficial to the ADP as part of any new PMS approach that is implemented that a strong communication process as part of this approach especially to address the concerns identified in the out stationed officers.

7.2 CSF and perceived benefits

In the questionnaire the three top ranked benefits identified in the questionnaire that PMS provides the ADP according to the respondent's perceptions are the "*decreased level of customer complaints*" ($\bar{x}$=1.56) which equally ranked with "*job comfort*" ($\bar{x}$=1.56) , "*the Executing of PMS in ADP leads to benefits*" ($\bar{x}$=1.58) and "*the reporting of PMS information has a direct impact on ADP*" ($\bar{x}$=1.61). Further details of the statistical analysis for CSF and the perceived benefits can be viewed in Chapter 6 in Table 6.3. The second and third highest ranked items can be described as the management benefits from a PMS. The Pearson's correlation coefficient between CSF and the Benefits of PMS was found to have a statistically significant positive relationship (r(162)=0.339, p≤ 0.01) and thus the second sub hypothesis H1.2 that there was a positive relationship between these two aspects was accepted.

The study's interview respondents also supported that they believe that there is perceived positive benefits to the organisation through the use of a PMS if the identified CSFs are addressed. A respondent from the General Directorate of Financial and Services specifically remarked that it was "*important for the ADP*

to introduce a fully-fledged PMS because that will allow it to become more productive". There was a common theme from staff in Headquarters as they all stated comments along the line that the ADP needs an organizational PMS as it enables the measurement of system inputs and output enabling the ADP to provide better services for citizens, stakeholders and improve staff relations. It should be noted that some staff who were out-stationed identified that there are benefits to the organization through the use of PMS but the raised specific concerns about the development and knowledge within the organisation within the non-headquarters staff. These responses specifically mentioned that the development of the PMS needs to include these external departments, as headquarters do not always have a clear understanding of the challenges and work roles that individuals have as the remote and regional activities are different from headquarters operational areas.

The current employee PMS, according to questionnaire respondents, has enhanced the ability of officers to respond to customer service needs as the respondents perceive that the performance monitoring which currently happens with the ADP helps improve the quality of police performance. Interviewee respondents support this interpretation of the questionnaire with their responses about the benefits of a PMS. The interviewees highlighted that there have been benefits from the existing system, as it had influenced the behaviour of employees so that they are aware when they are achieving and also are aware of the consequences of under-performance. Interview respondents reported that with an organisational PMS they can improve and evaluate current processes and systems to meet the requirements of the organisation and the stakeholders such as government and the populous. Carmona and Gronlund (2003) found that by taking a stakeholder's perspective to PMS for public sector organisations such as the ADP intends to do with its proposed organisational new PMS and with the current personnel PMS features would have benefits for the organisation.

The key benefit that Carmon and Gronlund (2003) identified from this process is that internal and external stakeholders will perceive that they are being responded to and have an influence on the working of the organisation thus

creating a positive perception as they feel satisfied. Benefits such as organisational transparency and accountability according to van Doreen (2005) were part of the rationale for public sector organisations to implement PMS. The questionnaire respondents ranked the increased level of customer's satisfaction as the lowest item yet the interviewee respondents indicated that that through decreased customer complaints that customer satisfaction would be improved for the ADP. This difference in the response could have been due to the format of the question delivery between the two research methods however it could also been due to the difference in the respondent's position. The interviewees could be described as being more experienced and having a longer service time in the organisation and thus their response could be a reflection of this difference with the questionnaire group. If there is an issue were general staff do not see the importance of customer satisfaction this could create future issues in daily performance and completion of the main role that general staff have of maintaining the safety and security of Abu Dhabi citizens. The ADCEC (2007) highlighted to all government agencies that they must improve their performance to create better public value for government services. The ADP has government pressure to undertake development and meet the organisational drivers and trends including customer perceptions (ADCEC, 2007).

Siddiquee (2010) advises that in other developing countries as the standards of delivery have increased so has the level of stakeholder expectation. El-kot and Leat (2005) advises that has the citizens in Arabic nations have settled political structures and so their economic and society sophistication grows. Abu Dhabi has been very stable politically and economical over the last forty years and Elbanna (2010) identifies that the UAE has many features which would class it as a developed nation. The citizens are a key stakeholder for the ADP and thus if they are expecting a higher level of service from staff their perceptions of the organisation will be lower especially if the staff member does not perceive that their interaction with the community needs to address satisfaction levels. Public sector organisations around the world have found that as they increase their

performance they have increased the performance expectation of their customers (Siddaquee, 2010).

The potential of increasing the stakeholder expectation of the organisation needs to be considered by the organisational policies and practices especially when the ADP have the remit to be effective in maintaining security and use their resources to the best of their abilities to achieve this remit. To address this potential issue it is likely that the new PMS will have to develop performance indicators so that staffs improve their perception of the public needs for service satisfaction from the ADP. On the other hand, there could be further concerns about the interviewees who although mentioning customer satisfaction only mentioned the decrease in complaints. Customer satisfaction is one area that will increasingly become an issue for the ADP as the sophistication of society demands better customer service. With the recent political unrest in the region it is apparent that citizens are becoming more active in voicing their opinions and this trend could spread into the Abu Dhabi as seen in a neighbouring emirate Bahrain. Fleming and Grabosky (2009) highlight that policing or public safety organisation which fails to address the complaints of the citizens who they are expected to face repercussions such as not being able to maintain control and enforce the rule of law. As the reasons and the causes for the different responses are not evidenced enough in this study it is one area which could benefit from further investigation in the future especially when the new PMS comes fully into operation within the ADP. As PM is about continuous improvement and the development of a quality performance organisation it is necessary for the ADP to manage and understand stakeholder perceptions and needs.

The use of a PMS approach according to Quagini and Tonchia (2010), Kaplan and Norton (2008) and Chang (2007) enables the organisation to develop and reflect the changing internal and external performance objectives and thus develop a continuous improvement performance cycle approach. However, the use of PM and the management of citizen's expectations of policing is one area where the design approach must be careful to include non-financial measure and have holistic measurable goals (Loveday, 2008; Fleming and Scott, 2008;

and Fleming and Grabosky, 2009) or it could have specific repercussions of undermining the authority that the organisation has within society (Fleming and Grabosky, 2009).

7.3 Organisational Culture

For this area the research used a modified version of Al-alawi *et al* (2007) description of Gupta and Gupta and Govidarahan (2000) *Organisational Culture Framework* was employed as seen in the Figure 7.1 below. Only five of the six categories were specifically mentioned as information systems and technology would be found within each of the question sets and thus it was felt that it was not appropriate to readdress another section as the detail was already present within the existing question groupings.
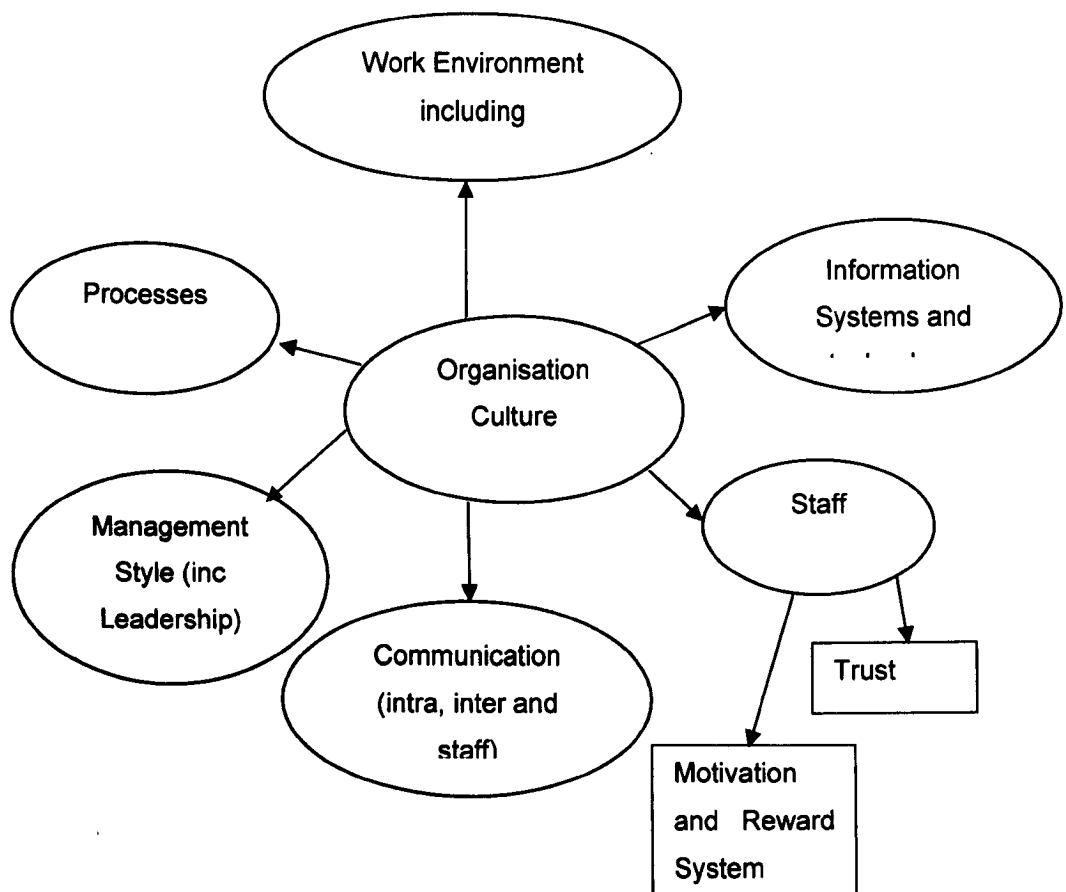
Figure 7.1: *Organisational Culture Framework adapted from Gupta and Govidarahan (2000) and Al-Alawi et al (2007)*

7.3.1 Management style

When discussing the existing management style the ADP the respondents in the interview reported that the current was supportive of new style which according to participants had been developed in the organisation over the last 10 years. Interviewees reported the current management style of the ADP is far from a traditional bureaucratic style that was present within the organisation in past. In the General Directorate for Human Resources one Captain remarked that "*that the management style developed in the ADP developed in the last decade is one of 'new management' meaning that the ADP is trying to achieve its objectives by the use of a decentralised management approach, for example each section or department is responsible for administering its own work, and this is far away from a bureaucratic style*". The interview respondent's details in Chapter 5 in Section 5.2.5.1 were confirmed by the questionnaire responses in Chapter 6 in Section 6.4.1. The questionnaire responses recorded strong perceptions that the organisation was not bureaucratic as it had been in the past or potentially what is normally associated for a developing country policing organisation.

Traditionally in Middle Eastern countries according to Beugelsdijk (*et al*, 2009; ElBanana, 2007; and El-Kot and Leat, 2005) the public sector has been rule-bound and bureaucratic in nature. However, in those Middle East developing countries where there has been more political stability along with economic growth, according to El-kot and Leat (2005), there has been similar trends and developments as to what is found within more developed western public sector organisations and economies. With the stability of the political and economic structure the ADP (2008) has been able to implement practices such as NPM and infrastructure to support the modern demands. Elbanna (2010) identifies that with the UAE there is a high percentage of organisations in all sector areas that have moved from daily managing into strategic planning and this has influenced the management style that employees encounter. The interviewees confirmed the literature that more modern approaches are likely to be found in the ADP. Similarly the questionnaire responses when assessed by a Pearson's

correlation coefficient found that management style had a positive relationship to the benefits of PMS (r(162)=0.215, p=0.006.).

According to a Captain the General Directorate for Human Resources, the ADP has being trying to achieve its objectives through the use of a decentralised management approach. However, this statement appears to be contradicted when looking at responses to the questionnaire and the survey between the headquarters staff and out-stationed staff members. For all the themes of CSF, PMS, Benefits and organisational culture there is a difference between the responses to the two organisational groups, headquarters and regional employees. For all the themes, there is a statistically significant difference which confirms that there are different perceptions between the groups. This difference in perceptions could be a result of intra-organisational communication issues. Respondents in the interview from out-stationed roles identified that they are aware that differences between themselves and their colleagues stationed within headquarters. Wahid and Corner (2009) and Cagnazzo *et al* (2010) all highlight the need for organisations to have a cohesive approach in all sectors of the organisation and the need for strong communication programs to support this cohesion.

Speaking about their role in the organisation out-station staff identified that they just get orders and follow them and are mostly unaware of strategic policy. These comments highlight the difference in awareness between lower rank staff members in headquarters who referred to strategic policy during their interviews, and higher level staff members who are out-stationed that identified there were communication difficulties between headquarters and non-headquarter departments. One out-stationed Major in Central Operations identified that *"the departments inside the headquarters know about the main strategy of the ADP but those departments outside, on the contrary, do not"*. This lack of awareness has a potential issue for when new policy and strategies are developed and designed for the organisation such as the implementation of the organisational PMS as planned in 2012.

While currently the staff within the organisation have some experience and perceptions of the existing PMS components in place for employee management there is an underlying concern in the out stationed staff are not aware of policy discussions and don't expect to be asked for their input into the ongoing development of the organisational vision and mission for any new strategy development. However, the interviewee responses indicated that majority of the respondents, staff members and officers, want the ADP management to continue in the adoption of participative management style. Staff perceptions about their organisation, according to Berry (2008), impacts upon the performance between teams in intradepartmental settings thus impacting on the organisation on the whole.

The current disparity between headquarters and out-station staff needs to be addressed as part of the implementation of any new PMS application or the ADP could risk encountering implantation issues which could undermine the realisation of new strategies. This performance between the teams and intradepartmental settings in the ADP can be seen in the difference in perception ratings between headquarters staff members and those who are out-stationed in regional police stations. When the ADP goes ahead with the proposed new organisational PMS unless the differences in perception between the two organisational groups are resolved and addressed the organisation is at risk of encountering change management problems. Fryer et al (2009) identify three classes of problems which public sector organisations encounter with performance management: technical systems and involvement. It appears from the commentary within the interview process that issues between the out-stationed and headquarters staff can be identified as all three classes from Fryer et al (2009).

The level of involvement that staff members have in the development of policy and strategy is one area mentioned by out stationed staff in the interview when they discuss the development of an organisational PMS. A Major from Central Operations admitted that he did not really know about the proposed organisational PMS but suggested that "the outside departments should participate in the main strategy design and that the opinion of the employees in

these departments should be asked for in any discussion of the vision and mission of any strategy." The involvement of the out-stationed staff needs to be addressed to ensure that the new PMS develops targets and objectives which are specifically measureable and customised to the role the individual sections are responsible for according (Gomes *et al*, 2010 and 2007; Wahid and Corner, 2009; Loveday, 2008; Verbeeten, 2008; Rantanen *et al*, 2007; and Carvalho *et al*, 2006).

The potential problems that the communication barriers can create when implementing change can impact not only on the new PMS project but also on other areas such human resource management, quality and frontline performance (Ibrahim, 2002; Wahid and Corner, 2009; Cagnazzo *et al*, 2010). The whole purpose of implementing an organisational PMS is to improve the performance and to create an opportunity for the ADP to be more responsive to its stakeholder's needs and its specific organisational remit. The development of an organisational PMS could also address the communication issues that appear between headquarters and out-stationed staff as public sector organisations through the implementation of PMS have opportunities for continuous improvement and managerial development (Marchand and Raymond, 2009). Alruwais (2007) identifies that a key factor which impacted on the development of a PMS within a Saudi private enterprise was the organisational culture. As part of the recommendations for the Saudi enterprise, Alruwais (2007) states that there is a strong communication programme across the organisation and as part of the management style create an organisational culture which supports communication between the various departments and divisions within the organisation. Similarly, in developed country organisations Wahid and Corner (2009) and Cagnazzo *et al*, (2010) state that communication is a key factor which can undermine or contribute to the organisational performance.

7.3.2 Work environment

When the statistical analysis was undertaken on the questionnaire it was found that CSF, benefits and organisational culture does not have a significant relationship to work environment. The questionnaire perceptions on the work place environment indicated that they believed that there is a good working relationship between management and staff in the workplace and the organisational climate was participative while staff has some self direction opportunities in the workplace. The questionnaire perceptions were supported by 85% of the interviewees who stated that they believed that the ADP had a good atmosphere in the work environment. A theme that emerged from the Human Resources department was the idea that managers within the ADP actually attempt to create positive workplaces which are comfortable for employees so that this good communication between staff and management while workplace flexibility along with opportunities for staff to make positive suggestions to improve workplace practices. This commentary about the flexibility and good working relationship between lower level staff members and departmental management was supported by other headquarters staff members yet it was contradicted by a group of participants who were all out stationed in different locations indicated that there was not a positive working relationship between management and staff.

The commentary from regional staff indicated that management did not give them the personal freedoms identified by other staff and freedom from centralised process but rather focused on a bureaucratic workflow which did not respect the creativity of individuals on the front line. This group felt undervalued by the organisation and that their good work was not recognised. When experienced staff feels undervalued in an organisation it can create moral problems and thus the quality of staff performance can be decreased (Jalaldeen et al, 2009). Gomes et al (2010) found in the Portuguese Police Force that if there is little knowledge about PMS and too much focus on short term issues it can create difficulties in the working environment with the morale of employees. This low motivation then has the potential to impact on the interaction with the general public and thus create issues over authority and general performance

standards. The reasons why there is a distinct difference between staff perception from the two groups needs further investigation and then addressing or else the ADP could face internal 'us and them' conflicts which could have the impact on operational objectives. Tempstra and Trommel (2009) identify that if there is too much managerialisation of the police it failed to support or restore the citizen's trust in the public safety organisation and thus may even undermine the legitimacy of the agency. Loveday (2008) advises that with too much bureaucratisation within policing organisations can create conflict with the public they are supposed to be serving and thus create an opportunity where the organisation fails to meet stakeholder's expectations. The increasing level of stakeholder's expectations is one area that the ADP will have to manage according to Mimba *et al* (2007) as the general public develops in their consumerism of performance information.

7.3.3 Staff

The perceptions of the interviewees and the questionnaire respondents are similar in their opinion that the ADP as an organisation has culture which is conductive to staff development. One of the top three ranked items for CSF identified by the questionnaire respondents was that the *ADP tried to improve employees skills* ($\bar{x}$= 1.44). This priority on staff continued with the third place ranking for CSF with the statement that *the ADP makes the best use of employees skills to develop better services* ($\bar{x}$= 1.72). The degree of staff focus was found to have a positive relationship in both the meeting of targets, r(162)=0.323, p<0.001, and in the benefits of PMS, r(162)=0.212, p<0.001.

Interviewees identified that through staff development the performance of individuals has improved and this helps with the strategic aim of the ADP to provide better services internally and external and thus meet the general public requirements to prevent crime and maintain safe communities. The current personnel PMS approach according to a Major from the General Directorate for Headquarter Affairs in Chapter 5 in Section 5.2.5.3 indicates that this system has helped to increase the efficient and improve the utilisation of the available human resources more effectively while enabling employees to receive appropriate training to enable them to perform their specific role effectively. The

questionnaire respondents supported the interview commentary with strong rankings for managers to encourage staff development and the ADP utilities employees effectively to develop better services.

While there was a positive response, it was apparent from interview responses in other sections that there is a potential concern about training for staff. Further focused needs assessment is required to be undertaken to identify what is happening between the two groups of headquarters and regional staff and if this can be address with greater training. The issues in relation to staff groups could have been caused by previous training approaches and thus created the division. Why there is a division between headquarters and regional staff needs further investigation and the development of policy, practices, strategies and actions to address the causes. The use of training for continuous improvement is one area which staff members advise that management is continuing to utilise however the effectiveness of this training provision could not be quantifiably measured as there were only the perceptions. Further quantitative research is recommended to enable the organisation to compare the perceptions with the quantifiable facts and potentially identify if there is some short comings in the system.

7.3.4 Process

From the contextual analysis of the interview responses about ADP processes the majority of the interviews reported that they believe the employees are involved and contributed to the achievement of organisational strategic aims. A key theme which was expressed was that the formal documentation procedures already in place helped to consolidate amongst the employees an appreciation of the organisational aims and developed an awareness of the personnel PMS approach. While some elements of PMS have previously been utilised in the reward and punishment system and training programmes within the ADP, it could suggest that there would be some familiarly with PM amongst the employees. Managers could suggest that since there is existing familiarity towards PM it was therefore not a new idea as staff were already comfortable with the concept of PMS it was suggested that there was less likely to be resistance to change when the organisational PMS was implemented for the

ADP as proposed in 2012. On the other hand, the ADP with its work nature and the setting it is in has the potential to be described as an unfavourable environment for quality management or measurement according to *Jones and Seraphim (2008)*. Whether staffs are actually familiar with the concept is not fully clear for a formal PMS approach and this needs supplementary investigation to ensure that the training, education and communication programmes for the proposed new PMS system meet the needs of the employees without creating resistance to change. While the potential for change resistance is high in the ADP due to its contextual environment whether there are already high levels of resistance in the organisation needs research. Also further investigation is required to understand the culture and environment in the ADP as there is a question if the ADP is an unfavourable environment due to its characteristics (Jones and Seraphim, 2008). Is the ADP susceptible to a high level of resistance and what impact would this have on the implementation of a new PMS? Jones and Seraphim (2008) identify that if resistance is not addressed in an organisation any planned change can be undermined and new strategies can fail.

The catalyst to use of PMS, according to Zairi (2010), can be changed and as the ADP wants to improve their performance and address the general public's expectation for their performance the use of a system which looks at the whole organisational performance is a rationale given to implement PMS in public sector organisations. The use of the PMS to provide organisational benefits had a correlation between the process (r(162)=0.238, p=0.002). Bou-Llusar *et al* (2009) and Neely (2008) identify that there are benefits with organisations implementing a performance management and improvement approach in the workplace as it enables to organisations to develop their quality and standards of service provision but also how they interact with their staffing.

The apparent transparency and clarity about the current organisational internal procedures according to the expert from the General Directorate for Headquarter Affairs has helped in ensuring that all departments within the organisation are working to the same goals. This headquarter based opinion was challenged by a regional staff member who advised that there are some

sections outside of headquarters who do not have clear outlines of the functional duties or clear policies which they are supposed to follow. The main problem identified by the outpost staff members was that some managers or supervisors are aware of the organisational workplace strategies but the functional employees who are expected to carry out the tasks that support the strategies and performance goals are not aware of the organisational strategies. Through the implementation of an organisational PMS according Marchand and Raymond (2009) public sector organisations have opportunities for continuous improvement and managerial development. To address this issue the communication and training needs of the regional areas needs to be reviewed and investigated to enable the organisation to have a clear understanding of the divergent opinions for processes. It would also benefit the ADP if further alignment of organisational process was undertaken to the strategic policies as although the ADP appears to have some policies to do so the differences in the organisation practices identified by the regional staff reflect that policy is not being aligned or embedded into practices.

With the implementation of organisational PMS according to McAdam *et al* (2008) will be to enable public sector organisations to implement and integrate strategic plans and policies across all organisational levels and functions within an organisations. The measurement of public sector performance is a central ideal of performance management of public sector organisations, according to James (2009), to ensure their ability to meet the general public's expectations and government policies. The effectiveness of intra and inter departmental communication and performance can be tracked through the use of PM and with robust PMS datasets according to Ibrahim (2002) suggests that measurement can implement change and utilise the information to support their decision-making processes. As there are some divisions between the regional and headquarters staff it is suggested that benchmarking occurs on the current situation in more details and identify what can be addressed using performance indicators within the new PMS. Any PMS indicators should include cross-sectional information and it appears that there seems to be some conflict between sectional groups and this could be addressed through greater

consultation and communication. If the regional employees are encouraged to participate in the development of PMS indicators the future datasets are more likely to be robust as the indicators would be specific, measureable, attainable realistic and timely as all concerned would able to provide their knowledge of the job roles and experiences to develop appropriate indicators.

7.3.5 Communication

Communication within the ADP, according to the questionnaire, was a positive experience based on the ranking and support for statements about the new communication systems which have been implemented and the use of strategies and approaches to identify and address the strengths and weakness encountered within each departmental area. Interviewees supported the communication development statements advising that ADP has improved in its use of new technology such as internet and intranet networks, email to support communication along with the financial investment by the Abu Dhabi Government to improve infrastructure such as the criminal justice system, communication and local government infrastructure (ADCEC, 2007). The investment in modern technology was a key theme in why the communication has improved intra-departmentally and interdepartmental along with the training and access to new technology. Interviewee respondents indicated that with the new technology the communication between departments has helped improve the performance and thus increased the public confidence in the ADP to complete its remit of public safety and crime reduction.

While there was many positive comments about the implementation of new technology to support communication a Major for the General Directorate for Central Operation identified that there was some issues in the implementation of the technology in particular education and the ability to access the systems initially.

From the General Directorate for Central Operation one Major observed:

> "I think the problem with bringing in a new system of communication is that it is not enough to introduce it but also the people who are going to use the system must be able to do it in right way, so there must be adequate training for everyone involved."

The delay between system training and access to the new system created operational issues. Some staff had the training but no access so could not put the training into place while others had no training and were expected to utilise the new systems as part of the daily roles which created morale, quality and performance issues for the organisation. This issue between implementation and training could be an indicator that there are some internal communication difficulties. The perception that there are some internal communication difficulties within the organisation is supported by the difference in perception between the headquarters and out-stationed staff members in their interview responses. The culture of the organisation according to the headquarters is to improve performance through the motivation of staff in an atmosphere that provides resources and working environments to support staff to undertake their job roles effectively. However, the negative comments from the regional interviewees combine to indicate that there is some sort of communication issue between headquarters and outstation locations and potentially some issues between various departments. With the implementation of the new PMS for the whole of organisation the communication between departmental areas could be one area that is monitored and addressed to ensure that there is a strong inter departmental and inter level communication process (Khakpour et al, 2009; Alruwais, 2007; Collier et al , 2004;). It would be advisable for the ADP to investigate why there is regional variation in perceptions as there is a potential communication issue and thus would need to be monitored and addressed so it did not negatively affect the organisation efficiency and operational effectiveness.

It is interesting to note that there was a strong significant positive relationship between communication and CSFs ($r(162)=0.156$, $p<0.05$). Franco–Santos *et al* (2007) identify that in order to implement PMS there needs to be a supporting infrastructure within the organisation and communication is one category of the infrastructure which needs to be addressed to ensure the successful implementation of organisational PMS. The division between headquarters and out of head quarters staff members apparent in the interview responses could be what Mukhopadhyay (2005) described when top management has a vision for the future but has failed to adequately communicated this vision to the lower levels of management and across the organisation. Management, according to Pathak *et al*, (2010), needs to ensure constant and careful attention to CSF to enable the organisation to achieve its strategic performance objectives. While Al-Alawi *et al*, (2007; Wahid and Corner, 2009; Cagnazzo *et al*, 2010) identify that communication was a CSF in organisational performance and if the ADP wishes to improve the organisational performance through the development of an organisational PMS they will need to implement a strong communication policy and practices to enable this organisational project to be effective.

Kaplan and Norton (2008) advise that any PMS implemented should include a feedback loop to enable the employees to feedback their concerns to the organisation. Currently there is an employee PMS in place within the organisation and this system has been effective in developing employee skills and performance in the workplace and this uses a range of measures which could be described as both traditional accountancy based performance measures along with humanistic approaches such as the participation in team working. The new proposed organisational PMS is aimed at looking at how the organisation is working as a whole and meeting the specific role which government and the public perceive that the ADP should be doing as the primary policing organisation in the area. To improve the implementation of a new organisation PMS, the ADP needs to consider the communication of policy and improve the feedback opportunities between non-headquarters based officers and those in headquarters.

7.3.6 Resistance to Change

Resistance to change is one issue identified by Holfstede (2008) and this issue could impact on the effectiveness of the new system implementation it the current communication needs of the organisation is not addressed. If resistance to change according to Ibrahim (2002) occurs with the new organisational PMS, the ADP is likely to be undermined in key strategic goal of being a world class policing organisation as it has been identified that advanced policing organisations have organisational PMS. The understanding and the nature of the organisation if it was susceptible to resistance was not developed in this study and it is recommended that organisation undertake further research into the contextual environment and cultural factors which are likely to impact on the ADP especially when implementing new strategies and undertaking whole organisational change.

Whilst all of the officers who participated in the interview were consistent in their expression of the perception that PMS is important to the organisation, if it wishes to discharge its public obligations, as Siddaquee (2010) and Mimba *et al* (2007) identify, then the increasing demand from the general public in developing countries that public sector organisations provide the services which are within their remit. The downside of the provision of PM reports to the public is that specific stakeholder organisations, according to Tillema *et al* (2010), can place pressure on the organisation about their performance while the performance information is not supporting the decision making. Tillema *et al* (2010) highlight that political pressure to address specific political focuses can undermine the utilisation of resources and the actual organisational performance due to a biased focus on specific functional areas skewed by political pressure. If employees are unable to see the benefit in changing their workplace practices other than to view the change being caused by political pressure the change is likely to be undermined as the employees have not been brought into the process. If the PMS system is designed to encourage employee change and aligned with the reward and benefit system the ADP is more likely to find that some of the potential resisters within the organisation are negated.

The design and implementation of the organisational PMS needs to reflect the organisational environment and therefore the ADP should consider a range of measurements that are both financial and non-financial performance measures for the organisation (Quick, 2008; Neely, 2008; Rantanen *et al*, 2007). Since the ADP is a public sector organisation it has to balance the needs of the diverse range of stakeholders. Therefore any new organisational PMS need to ensure that the development of management skills is undertaken along with defined end products and goals as organisational targets (Rantanen *et al*, 2007). Other literature supports the development of managers in public sector organisations to ensure that performance measures created reflect the needs of the organisation (Rosacker and Olson, 2008; Siljanen, 2010)

The ADP has undergone change and development during the 1990s and this included the implementation of public sector management strategies from developed nations such as NPM according to ADP Golden Jubilee Committee (2007). This development in Abu Dhabi appears to be in line with the world wide trend of NPM that occurred in developed public sectors for a number of countries, according to Brignall and Modell (2000), de Bruijn and van Helden (2006), Chang (2007) and, Broadbent and Guthrie (2007). The use of NPM approaches for the public sector, according to some critics have created a climate of conformity within public services, which is not suitable for policing or public safety organisations (Loveday, 2008; Berry, 2008; Carvalho, *et al* 2006). Carvalho *et al* (2006) advise that case within public safety organisations such as police and fire service agencies it a necessity for success to have carefully created targeted key performance indicators that reflect the complexity of the contextual environment which they work within. The members of the ADP may find that they reject PM from other areas of the public sector as members of these organisations have a different set of controls and community and this internal culture impacts on how they perceive themselves (Fleming and Grabosky, 2009). The internal culture of policing needs to be considered when developing performance measures as the employees may resist or reject performance indicators from other public sector organisations as they are likely to see them as not reliable or relatable to their working environment.

To avoid conformity and thus the loss of public support and authority in their protection role with the general public, the ADP needs to ensure that interaction with the public is not undermined by the development of organisational targets. An example of where the over-emphasis on central government political targets was provided by Loveday's (2008) example is from the North West Region of the UK where police force ended up criminalising young people due to the high emphasis on numerical targets and performance points. Van Dorren (2005) identifies that although governments may be tempted to design a one-size fits all policy towards performance management, based on public sector best practice, the nature and role of the organisation with the society is a factor that needs to be considered. The type of PMS application implemented needs to cover the environmental and cultural dynamics of the organisation (Verneeten, 2008).

Jones and Seraphim (2008) identify that organisations in the UAE are more likely to be an unfavourable environment due to it the cultural and society characteristics that this country displays. The individual motivation and willingness to implement new systems and strategic policies has been identified by Jalaldeen et al (2009) as a key factor that can undermine the implementation of a PMS within an organisation. The use of political pressure for implementation and a high emphasis of numerical targets could create greater resistance within the organisation. The ADP when implementing its new PMS needs to ensure that the measurement system is appropriate and does not have opportunities which create resistance or disaffectedness amongst serving officers. With morale decreasing amongst members, performance is likely to decrease while resistance to change can increase. The ADP needs to approach the PMS with a detailed awareness of areas which could create future problems and develop the appropriate level of contingency planning.

7.4 General discussion

While the respondents for the study were not directly asked any questions about which type of PMS should be implemented the components of the initial interview, questionnaire and final interview process attempted to identify the perceptions about PMS that staff members and police officers of various professional ranks held within the organisation. It appears that due to the existing familiarity with the employee or personnel PMS application that there is large amount of positivity within the organisation to the use of PMS in general. The quantitative responses about the Benefits of PMS indicate there are positive benefits from use of PMS. It was interesting to note the one of the highest ranked factors in the questionnaire in relation to Benefits was that the participants felt that "*The PMS helps make Jobs comfortable*" with a mean of 1.56 which was equally ranked with "*The number of customers complaints has decreased*" with the same mean. The support amongst the interviewees for the use of incentives to motivate staff were openly discussed and it appears that within existing personnel PMS there are already motivating factors and the participants perceive that this helps with the motivation of staff members and officers.

The expansion of the current PMS to an organisational PMS could provide the organisation with benefits according to Verbeeten (2008) who suggests that an organisational approach to PMS not only results in economic improvement but also creates and environment for behavioural effects and the development of quality performance. According to Verbeeten (2008), there are strong positive associations between performance improvement and the use of incentives to encourage staff participation through behavioural changes. This was supported in the questionnaire and the interview responses especially with the high mean ($\bar{x}$= 1.56) that "*The PMS helps makes Jobs comfortable*" received along with the responses to two other benefit questions in relation to employee motivation.

Sotirakou and Zeppou (2006) identify that there are five behavioural factors in relation to the use of PMS that played and crucial role in the public sector organisation's success at implementing and using PMS for organisational improvement. The four items ranked in the top 3 positions of importance ranked

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by the questionnaire participants in the section on Benefits of PMS are similar to the five behavioural factors identified by Sotirakou and Zeppou (2006). The similar factors are the use of entrepreneurship, information management through the use of strong communication processes which include the use of ICT, Human resource empowerment and customer satisfaction.

The Strategic goal of the ADP is that this organisation wants to be identified as a world class policing organisation. The strong relationship between organisational excellence and performance management was identified by Moullin (2007) who emphasises that performance measurement is vital to organisation to enable the performance improvement. The ADP, with its already existing components of PM for personnel, has used PM to quantify and evaluate employee performance so that improvement can be implemented while addressing specific organisational targets such as developing skills and professionalism of police officers (Neely, 2008). As the organisation develops its organisational PMS according to James (2009) the key metrics and functional information stored within the organisational data set will enhance the ability to effectively implement and develop new targets and performance goals to maintain its competitive advantage. Thus through the implementation of an organisational PM system, the ADP can address specifically set government policy directives along with strategic directives to achieve its key goal for recognition as a world class service. However, the act of participation in PM was identified by Loveday (2008) and Mills et al (2010) as potentially one of the factors which impact on the police carrying out front line duties as they may be too busy doing the back office paperwork. Collier et al (2004) identify that since there are multiple audiences for the communication about police performance that through an intelligence-led policing model.

A key initiative suggested by Collier et al (2004) was that a policing organisation could implement a technological approach that is integrated within working practices to reduce an organisational reliance on the manual construction of performance results. It is crucial for policing organisations to not succumb to informal development process or an ad hoc basis to produce performance results to respond to the various stakeholder response demands. The ADP has

implemented and undertaken system reform in the last 20 years, according to the ADP Golden Jubilee Committee (2007) including a large amount of resource allocation to Information Technology and Communication infrastructure development. With the use of an appropriate approach, organisational and leadership support the developed PMS selected needs to ensure that the collection of non-financial and fiscal PM are able to collected via the daily workplace systems (Micheli and Manzoni, 2010). Jalaldeen *et al* (2009) specifically emphasise the need of the IT infrastructure capability to support to operational readiness to undertake the implementation of a new business process such as an organisational PMS. New policing concepts such as community policing according to Carmona and Gronlund (2003) are often ignored or neglected by the existing management information system already utilised with policing organisations. The ADP has an opportunity to ensure that the PMS has the ability to generate data sets from the existing datasets and thus remove the criticism of too many police officers undertaking administration tasks as levelled at developed policing organisations according to Loveday (2008); Fleming and Scott (2008) and Fleming and Grabosky (2009).

The questionnaire responses on *"how does a PMS application help the ADP to meet targets"* indicate that the key perception that the employees have is that a PMS enables the organisation to improve in its decision-making. The rationale why a PMS system helps the ADP in meeting targets was identified in the interviews when respondents reported that management measures currently in place within the organisation did contribute in this way because they related both to short and long-term goals, thereby sustaining the effort of all staff across all departments and sections of the organisation. However, it was highlighted by a General Directorate of Establishments Protection interviewee that to enable the new system to work effectively the organisation needs to implement training and education about the new system. Rosacker and Olsen (2009) highlight that without experience and knowledge in the current staff that it impacted on the effectiveness and efficiency of project outcomes such as implementing a new organisational PMS. Kloot and Martin (2000) identify that to be sustained long term, public sector performance improvement there needs to be a balance

between the internal business process, community response, fiscal limitations and innovation and learning. For a policing organisation which works in a multi-dimensional contextual environment Gomes *et al* (2007) proposes a strategic map that closely matches the identified CSF found in the study interviews and questionnaire. This response from the staff and members reflect a desire for some for the CSF that Gomes *et al* (2007) identify as operational efficiency, innovation and change and employee performance which then ties in with the perceptions that respondents made for later in citizen satisfaction.

7.5 Suggestion of type of organisational PMS to apply for the ADP

Due to the complexities of the organisation although various types of PMS approaches were considered the BSC seemed to be the best option for the ADP for its whole organisational approach. The existing PMS Holistic Occupational Performance Appraisal System [HOPAS] (ADP, 2011) has some of the features found within the BSC and so there is some familiarity about this approach within the organisation already. These similarities include the PM, the continuous learning approach along and review and development of employees and processes which have been ongoing within the ADP in the last 10 years. The ADP in HOPAS and other systems have been focusing on the internal processes to define what the organisation excels at and how it will be measured (ADP, 2011).

The new PMS will provide a central measurement system that takes all the PM for the individual and units and links the tracking of this information in one system rather than in multiple systems and reports (ADP, 2008). While the respondents were not directly asked any questions about which type of PMS should be implemented, the components of the initial interview, questionnaire and final interview process attempted to identify the perceptions about PMS that staff members and police officers of various professional ranks held within the organisation. It appears that due to the existing familiarity with the employee or personnel PMS application that there is large amount of positivity within the organisation to the use of PMS in general. Gomes *et al* (2007); Carvalho *et al* (2006); Collier *et al* (2004); Carmona and Gronlund (2003) all suggest the use of the BSC approach in public safety organisations due to their complex and

diverse objectives and the wide-ranging stakeholders who impact on them. Multidimensional models such as the BSC have support in policing organisations according to Gomes *et al* (2007) yet even when there is low understanding of the approach within the organisation by most of the membership.

Gomes *et al* (2010) advises that due to the awareness by key individuals there is willingness to implement this approach. Some of the limitations about the use of BSC according to Gomes *et al* (2010) have been the short term focus and some issues with employee reward and motivation. However, if the developers of the BSC for the ADP are aware of these issues they, can use utilize a strong communication programme which includes education and training, according to Alruwais (2007). The use of the PMS and approach undertaken by the top management of the organisation are impacting factors on the effectiveness of PMS according to Khjakpir *et al* (2009) and therefore if undertaken in a positive manner that addresses the potential de-motivators including resistance to change the organisational performance can be enhanced while developing a knowledge management system that enables the organisation to develop a continuous quality improvement ethos.

7.6 Summary

The use of PMS with the ADP has the potential to move from a personnel approach to a whole organisational approach. There are positive perceptions towards the use of PMS within the ADP and thus with support a new organisational PMS could be implemented to further develop the continuous performance improvement culture of the organisation. Within the organisational culture of the ADP there are five key areas of management style including leadership, work environment, process, staff, and communication which impact on the perception, objectives and goals of the organisation in relation to performance management and the development of improvement strategies. These areas reflect and are covered in the BSC model so the study has found that this model is an appropriate one for the ADP.

The particular CSF for the ADP has been identified as Leadership, motivation, processes (review and implementation) and training. The CSF are found as components of the organisational culture and by focusing on the issues identified in the study the ADP when developing the new organisational PMS the organisation can attempt to avoid issues that other policing organisations have found when developing an organisational approach to PM. The resistance to change is one area where the ADP could encounter problems but through the use of a strong communication program that is multi-level and across all sectors of the organisation this resistance could be negated. With the historical use of NPM with the ADP it can be expected that the organisation will find similar benefits as developed public service organisations.

However, the ADP needs to ensure that any performance measures reflect the contextual environment within which it operates to avoid the tyranny of conformity as described by Loveday (2008) while maintaining the trust and confidence of the general public and other stakeholders (Gomes et al, 2007; Terpstra and Trommel, 2009; Collier et al, 2004).

Through the use of a holistic model such as the BSC the ADP has an opportunity to address the different performance standards they are required to meet, such as the Executive Government goals and standards, along with the perceptions of customer service that the General public expects from their Emirate policing agency (Quagini and Tonchia, 2010). In the next chapter the limitations, opportunities for further research, recommendations and the contributions to literature that this study has made will be discussed.

Chapter Eight

Chapter Eight: Conclusions

8 Introduction

In the previous section, chapter seven, the discussion of the findings have been presented. This final chapter will draw conclusions; present the research outcomes and recommendations in relation to the research aims and objectives. This chapter has been divided into six sub sections which cover the summary of the findings, the contribution to literature, recommendations, a discussion of the limitations that this study encountered and the identification of areas which need further research along with a final conclusion for this study.

The first sub section 8.1 Summary of Findings will discuss how the study met the overarching aim and objectives. It will also identify objects that have been partially met and why this has occurred. The aim of this research study was to develop a framework for an organisational PMS contextualised for the Abu Dhabi public sector. As stated in Chapter One there are five objectives of this study which were:

- To critically analyse the critical success factors (CSF) of performance measurement (PM) in the Abu Dhabi public sector.
- To analyse how a PMS contributes to enabling the ADP to meet its targets.
- To assess the perceived benefits of an organisational PMS in the Abu Dhabi public sector.
- To analyse the impact of organisational culture on employee perceptions of a PMS.
- To develop a framework for an organisational PMS contextualised for the Abu Dhabi public sector.

From the literature review it was identified that there is an absent area of knowledge related to these objectives and the contextual setting of the study. This research study has investigated and described the perception of staff employees within the ADP hold about PMS. As part of the literature research this study has undertaken a comparison of PMS usage and implementation

between developing and developed countries. Additionally the researcher has specifically found implications which the ADP as public safety and policing organisation will need to consider in relation to the implementation and development of PMS for its organisational development. This research has also been successful in identifying how organisational culture impacts upon an employee's performance.

The following conclusions were drawn from the literature review analysis:

- That the Balanced Scored Card is the preferred successful framework for policing organisations (Carmone and Gronlund, 2003; Carvalho *et al*, 2006; Gomes *et al*, 2007; Fleming and Scott, 2008, Gomes *et al*, 2010) and this formed the foundations by which the research study met the initial aim to develop a framework that the ADP could use for its 2012 PMS organisational development.

- The performance indicator and quality measures utilised within the developed PMS must be contextually appropriate and reflect the nature of the work the organisation undertakes to enable continuous performance development (Neely, 2008, Kaplan and Norton, 2008, Loveday, 2008; Tempstra and Trommel, 2009). This finding supports the objective to analyse the CSFs of PM in the context of the Abu Dhabi public sector.

- That NPM organisations benefit from the use of PMS to improve stakeholder responsiveness.

- That the internal organisational culture combined with the workplace environment context impacts on the employee and their ability to participate in new strategies such as performance measurement. The research found that there are organisational factors which impact on the ADP employees and also identified that further research is needed into the ADP's organisational culture to ensure that future development of a PMS is not undermined by these factors.

8.1 Key Findings

The two main research hypotheses were found true and this has impacted on the various sections which are related to them. These hypotheses, in conjunction with the literature review and qualitative research analysis, have resulted in specific findings as follows.

From the qualitative and quantitative research it has been found that to implement PMS within the ADP that there would be a benefit to the organisation to use the Balance Score Card Framework (Kaplan and Norton, 2008). The use of the BSC framework seems to be the preferred PMS in public safety organisations across the world (Gomes *et al*, 2007; Carvalho *et al*, 2006; Collier *et al*, 2004; Carmona and Gronlund, 2003) and the ADP can benefit from this body of knowledge to develop its proposed new PMS system in 2012. It should be noted that policing has some intangible items which are difficult to measure and quantify, however, other policing agencies using the BSC have been able to do this successfully Carmona and Gronlund, 2003; Loveday, 2008, Berry, 2008, Fleming and Grabosky, 2009). This frame work however needs to be customised and adapted to the social and cultural environment of the ADP and its specific public service sector role (Fryer *et al*, 2009; Gomes *et al*, 2010, Gomes *et al*, 2007; Carvalho *et al*, 2006). Kaplan and Norton (2008) have advised that the BSC should not be applied as universal standard template but recommend that it is adapted to the environment of the organisation which is implementing this framework. As policing organisation the ADP has specific culture which is different from other public sector organisations within the UAE and any potential impact of change resistance needs to be investigated to assure that the new framework is not undermined (Jones and Seraphim, 2008, Rees and Althkari, 2008;). Based on the research the over aim to develop a framework for organisational PMS has been identified as the BSC and thus the research aim has been achieved. However, Loveday (2008) highlighted that with the use of the BSC the organisation should develop performance indicators which reflect the contextual environment along with avoiding the conformity trap across public sector organisations.

From the objectives of the research, the contextualisation for the public sector has been undertaken with the identification of the critical success factors which are likely to impact in the implementation of PMS within the ADP (Gomes *et al*, 2010). The study has found the key critical success factors that are perceived by employees within the ADP as the most important factors for them in change and PM. These factors are leadership, motivation, processes (review and implementation) and training. It should be noted that there are a number of further recommendations for activities and research that could be undertaken within the ADP and other UAE organisations to understand the complex cultural environment which is likely to effect the performance of NPM and in particular the proposed 2012 implementation of PMS in the ADP.

The literature review provided evidence from other public safety organisations about how the use of PMS and in particular the BSC for policing enabled organisation to meet stakeholder requirements including organisational performance targets and performance management. The study found that by focusing on the CSF identified the ADP can attempt to avoid issues that other public safety organisations including policing have encountered when developing key performance indicators and implementing PMS (Khakpour *et al*, 2009;).

The study has found that with the membership of the ADP there are perceived benefits for the organisation to implement PMS including meeting the Abu Dhabi Central Executive Council (2007) strategy requirements and thus maintain this key stakeholder relationship. It should be noted that there are some concerns that employees have focused to closely on the hierarchical benefits rather than the citizen interaction and thus the benefits from improved customer performance.

While the study found that organisational culture did impact on employee perceptions of PMS there were further questions which developed from the study which need further investigation. As part of the organisational culture investigation it was found that the ADP was potentially an unfavourable environment for change (Jones and Seraphim, 2008) and that resistance to

change (Rees and Althakri, 2008) is likely to be a challenge which needs to be addressed when undertaking change such as the proposed implementation of PMS. Further study into organisational culture is required to understand the complexity and to develop strategy such as the improvement of organisational communication (Carrière and Brouque, 2009) to address these challenges to ensure successful implementation.

It is recommended that modified Organisational Culture Framework adapted from Gupta and Govidarajan (2000) and Al-Alawi et al, (2007) be utilised by the ADP when developing the PMS to enable the ADP to undertake performance management. Similar to Al-Alawi et al (2007) the research study found that the five key areas of organisational culture within the ADP are of work environment, process, staff, management style including leadership and communication. These key areas impact on the perception, objectives and goals of the organisation and thus are likely to have a significant impact on the development and implementation of future organisational strategies and change. In particular these key areas are highly likely to impact on the ADP's proposed implementation of PMS.

8.2 Contribution to Literature

Through this research, several contributions are made to the existing body of knowledge in the implementation of performance management and PM in the public safety and policing field. These contributions have been divided into two sections covering theoretical knowledge and practical implications.

8.2.1 Theory

A number of contributions to PMS theory are made through this research. This research has contributed to the development of knowledge about management in the gulf state region and particularly to the issues that public sector organisations in the UAE and in particular Abu Dhabi are encountering. The research has used quantitative and qualitative methods to ensure that 'triangulation' occurs in order to gain a clear picture of how PM and the use performance management could potentially impact upon a policing organisation. Thus, this research adds a broader dimension to current policing

and public safety organisational performance management literature by the identifying the areas of concern within non-western cultural environment.

The majority of the previous performance management and measurement studies for policing and public safety organisation have focus on developed countries (Gomes *et al*, 2010; Mills *et al*, 2010; Fleming and Grabosky, 2009; Terpstra and Trommell, 2009; Fleming and Scott, 2008; Loveday, 2008; Gomes *et al*, 2007; Carvalho *et al*, 2006; Collier *et al*, 2004 , Carom and Grondlund 2003; and Collier, 1998) and thus discussed the effective implementing of PM in an environment in which the challenges are well known. This study has attempted to identify a potential framework which could be utilized for a public safety organisation and some of the challenges that the implementation process could face in a developing country which does not have a western culture. An extensive literature review was undertaken but there appears to be very few readily accessible previous studies in developing countries about policing organisations undertaking PM and management. This study extends the current knowledge of policing organisations in the Gulf State region and identifies issues which public sector organisations are likely to encounter when implementing performance measurement and management models with Arabic nations.

Neely (2008) identifies that the BSC is a good approach for public sector organisations and this study with the literature review extended the knowledge that BSC was the preferred approach for policing organisation. The use of adapted NPM in public safety organisations was identified in Carvalho *et al* (2006) and this study identified similarities in the ADP which confirms that NPM is a key approach utilized in public safety organisation who wish to develop performance and excellence. Fryer *et al* (2009), Fleming and Grabosky (2009), Fleming and Scott (2008), Loveday (2008) Gomes *et al* (2007), Carvalho *et al* (2006) Carmona and Gronlund (2003) all identify the benefits that PM has for policing organisations and this study identifies the similar reason and rationale behind the development of PMS for the ADP which is supportive of the rationale to implement PMS. Similarly to Fryer *et al* (2007) the use of PMS depends on the organisational culture and this study found that there was a comparable

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emphasis on the following critical success factors of leadership commitment, motivation, training and education, communication and organisational process structure. Kanji (2002) identifies that top management must be the source of the establishment of PMS within an organisation and this study supports this view point for the ADP and by extension to other UAE public sector organisations. Without top management support the use of PMS is likely to fail due to socio-cultural elements of the UAE society.

Recently there have been a number of studies in the Middle East that discuss PMS but the majority of these studies did not cover public sector, public safety or policing organisations. Elbanna (2010) discusses strategic planning usage in the UAE but only highlighted how private sector organisations have moved beyond daily management. The use of strategic planning with the public sector within UAE has been confirmed and that the ADP has moved in its management practices from daily management to more complex systems which are similar to those found in NPM. Elbanna (2008) study in Egypt identified that management participation was a not significant impact on strategic planning effectiveness. However, this study found that the leadership; and therefore the participation of management; is most likely to have a significant impact on strategic planning effectiveness

The one study which was found in a quasi-public sector organisation (organisation enterprises company) was the Alwuaris (2007) study of the Saudi Telecommunication Company which is a government private enterprise and this study found that organisational culture has a significant impact on the development of the PMS. This study supports this view point and enhances that concerns that public sector organisations in the Middle East need to ensure that organisational culture is managed effectively to enable PMS and performance management to be implemented effectively and efficiently.

Jones (2009) found within the Kuwait and UAE there is an *"us and them"* mentality within organisations and fears about exposure of incompetence. Similarly, within the ADP and within regional officers there were concerns about their own knowledge and understanding of new strategic policy and directions.

Unlike Jones (2009) the 'us and them' mentality was for different departments and units within the organisation not just for the external consultants. Organisational culture impacted on the BSC, according to Alruwis (2007), was identified in a Saudi private sector enterprise organisation. Similar to the Alruwis (2007), this study has found that organisational culture is likely to have an impact on the development of a PMS within a public sector organisation i.e. the ADP in UAE.

This study has identified the CSF that impact on the ADP and theses factors are also likely to impact on other public sector agencies in the region that have a similar occupational role and responsibility i.e. other public safety organisations. Additionally, this study confirms the literature which highlights the need for there to be specific carefully targeted performance indicators for public safety organisations due to the intangible aspects of the service roles (Fleming and Grabosky, 2009; Carvalho et al , 2006; Carmona and Gronlund, 2003). Moullin (2007) identifies that PM is linked to performance excellence. This study has identified that there is a potential for Abu Dhabi public sector organisations to implement performance measurement that supports the performance excellence goals of the ADCEC (2007). The Executive committee are placing pressure of government agencies to improve performance and practice while creating public value for government services (ADCEC, 2007).

8.2.2 Practice

Siddiquee (2010) identifies that performance results are creating increasing pressure on public sector organisations. This study has found that while there is some consideration of public satisfaction of performance there are opportunities for the ADP to address the performance satisfaction levels of Abu Dhabi citizens in relation to the organisation. The organisation needs to address this demand to ensure they are meeting the ADCEC (2007) Government Strategy to provide public services which provide value to the citizens of Abu Dhabi.

Sotirakou and Zeppou (2006) highlighted the need to ensure that the performance indicators were appropriately targeted for the organisation. The implication for the ADP from the study confirms that PM within the organisation

needs to reflect the roles and activities that this organisation undertakes. It is important for the ADP in the future to ensure that performance indicates are reflective of the nature of the organisation and use cross-sectional input to ensure relevance. This includes the need for a range of performance measures (Neely, 1990, 2006 & 2008) not just financial measures of performance.

Similar to Carrière and Bourque (2009), this study has found that communication is a key factor which impacts on the organisation and in particular in change. The study found that there were some communication issues within the ADP and that they need further investigation but if the PMS implementation is to go ahead it is recommended that a strong communication process and practice is developed to address issues before they become challenges.

8.3 Recommendations

8.3.1 Regional Disparity

From the research study it was identified that there is an issue between the regional areas and headquarters. The perceptions between the two areas indicated that greater understanding of the workplace pressures should be developed along understanding and communication of issues. Some of the respondent's responses indicated that there was not a positive working relationship between the out stationed regional staff and those who are located in headquarters.

One of the methods that could be used to address this dichotomy between regional and headquarter is ensuring that the ADP has a strong communication strategy in place which encourages the participation of regional directorates in the development and implementation of new practices and policies.

8.3.2 Reward and punishment / Motivation

The existing structure of rewards and punishment can be adapted to ensure that it is supporting the implementation of any change to the organisation. If the existing reward and punishment system is linked to the PMS which are some of the Executive Government performance standards within the organisation then

the organisation is more likely to find staff employees willing to participate in the change as they can see personal benefit for their participation. Punishment initiatives may still be needed for the most highly resistant but if the ADP communicates their changes in an effective manner then this is likely to be a lower number than currently identified by this study. The interviews indicate that some regional staff felt that they were not being rewarded for their effort and it the ADP aligns the organisational PM for groups and teams to the existing reward and punishment systems this is likely to be overcome as it appears that management who are centrally based are not fully recognising the performance of out-stationed officers.

8.3.3 Training and Education

With the implementation of any new system the organisation needs to ensure that employees are aware of the rationale behind the change and potential benefits that the change will have for their organisation. The education program for the organisational should use a phased approach which ties the training into the stage of the process which is going on with the implantation. In one interview it was apparent that there was a lag in training and this created resistance as people were confused and worried about the implications of the new system yet did not have the knowledge they needed to understand why the new system is being implemented. The development of a timely education programme can reduce the resistance to change. Training needs to ensure that the new PMS is fully understood and integrated into the operational practices and procedures within the organisation.

Individuals need to have information which is timely and relevant and thus any training or education process needs to support the information needs. A general "What is performance measurement" awareness programme needs to be implemented and then a customised program for different rank levels and operational tasks needs to be presented. This means that short term viewing in middle management can be addressed by highlighting that performance management is a continuous process and that the changes will take time to phase into place and improvements made. The management skills of all employees will need to be increased if the PMS approach is implemented as

everyone within the ADP will require a basic understanding of management skills to enable them to develop as individuals. Also there is a need to ensure that there is good education about the long term strategy development through the PM and the need to improve quality of performance in line with the excellence model. Thus, further education is required into the role of Stakeholders and what is a good customer service experience. Currently, the officers are more concerned with reducing the number of customer complaints rather than increasing customer satisfaction. The reported delay and inability to access the same programmes that officers in headquarters had access to by regional officers could be a reason behind the "*us and them*" negative attitude which was perceived by the regional officers. Future training programs should be accessible by the appropriate staff at in a timely manner.

Communication about the existing training and education programmes needs to be improved so they adequately exercised. It is recommended that the Human Resource area review the existing communication strategy about providing course schedules and topic covered. Currently it is done using a paper based system and there appears to be issues about accessing information. The Human Resource training Division may need to consider the use of an internal website that provides all the documentation about the courses and their available online (Carrière and Bourque, 2009). If this site is regularly maintained some of the access issues that the regional staff reported could be overcome and also the access to the information could relieve some of the fear and tensions that was apparent in the interviewees (Carrière and Bourque, 2009). The existing training programmes need to undertake a review to ensure that they are as effective as the organisation requires them to be. At this stage there appears to be some perceptions amongst the regional staff that they are not appropriate for their contextual environment. Training and Education could address this concern by undertaking further research in the training needs of the organisation.

8.3.4 Communication

From the interviews it was observed that there are some communications issues in relation to the existing systems and the proposed strategy. To ensure

that whole organisation buys into the proposed changes it is recommended that the existing communication strategy be reviewed and breakpoints identified. A strong communication policy could improve the cohesion of units and departments and thus created a whole of ADP identity rather than the existing "us and them" mentality that is apparent. Also it is recommended that for future change processes such as the implementation of the new PMS that a strong communication process is developed which considers and address potential problems before they become fully blown internal operation issues. The ADP could use part of the performance indicators of the PMS to address communication within the organisation. The ADP with the use of PMS could develop a cohesive identity where the employees across all regions and locations buy into an excellence performance and communicate effectively within regions, departments and the whole agency. Employees need to understand the rationale of the change so that they can support to change and participate in developing new approaches for higher quality policing.

Another reason for addressing the communication within the organisation would be to ensure that the ADP when it implemented the new PMS has a robust data set if the organisation has some who are not committed to the process and procedures the data collected in the PMS activities could be incorrect or negative as the staff member completing the documentation or forms may be miscoding the data either out of ignorance or as an act of resistance. The negativity between the two groups potential could create dataset for the organisation which are not reliable and or valid.

8.3.5 Alignment

The ADP needs to improve the integration between policy and processes as there appears to be some conflicts between the workflows, policies and practices as interviewees report that there is not one overarching systematic approach for the organisation and the implementation of change. The new PMS approach is one method in which the ADP can ensure the greater alignment between the excellence model and the policy, practices, structures and procedures utilized in the organisation. Training needs to ensure that the new PMS is fully understood and integrated into the operational practices and

procedures within the organisation. When future programmes or changes occur, it is important for the organisation to use a whole organisational viewpoint so it must include participants from the regional and outstation locations in the development. This also means that the organisation needs to include not only top level management but also lower level staff in the development and alignment processes to ensure a mutli-layered and structural approach to align the activities of the ADP to current world best practices and the organisational excellence model. One way in which the organisation could ensure greater participation in the implementation of new processes such as the PMS would be to link the rewards and punishment system with the outcomes of the employee and unit reviews. If the scoring of the indicators were tied to the achievement of bonus payments employees and teams are more likely to be motivated to participate in the activities which the new PMS is aiming to embed within the organisation thus tying excellence to performance.

When implementing the new PMS approach the organisation needs to ensure that the system does not generate additional paper work and that information is easily maintained. This means that the data collection must be easily addressed from existing system processes if this cannot be done at the moment the ADP may need to invest in further electronic infrastructure that enables a robust data set to be developed from the existing systems.

8.3.6 Development of performance indicators

The new PMS system should use a range of PM which enables the ADP to not only focus on the traditional fiscal factors but also provides the conceptual partial intangible factors. To have an optimum PMS, according to Neely *et al* (2005), Mimba *et al* (2007), and Parida and Chattapadhyay (2007), the organisation needs to utilized financial and non-financial performance indicators.

It is recommended that one section of the performance indicators assess communication to ensure that the organisational communication strategy is being effective.

Another area which should also be considered in the performance indicators is how officers and departments are addressing customer service and thus the public perceptions about the organisation as a whole. The existing assumptions that PMS will help reduce the number of complaints rather than identifying that it is an opportunity to improve customer relations and citizen satisfaction could be addressed through the use of performance indicators that refocus the organisational attitudes towards best practice in customer relations and ensuring that officers act in a manner which the ADP wants them to do so.

In the development of PM, it is recommended that there is a cross section of employees who input into the development process from all regions and divisions in the organisation. By using a cross sectional approach which also covers the various hierarchical levels the developed performance measures can follow the SMART system: The wider participation will enable Specific, Measureable, Achievable, Relevant and Timely performance indicators to be developed and thus the continuous improvement strategy of the ADP can be supported with performance indicators that provide an opportunity to develop the performance of the organisation.

Due to the nature of the organisation the ADP needs to ensure that its PM are suitable for the activities it is undertaking and therefore should ensure that performance indicators are suitable for the nature of the role and not just generalised public sector ones. It has been found by other policing organisations according to Fryer *et al* (2009), Fleming and Grabosky (2009) Fleming and Scott (2008), Loveday (2008), Berry (2008) and Carvalho *et al* (2006) that general public sector performance indicators are not suitable to when applied to the policing or public safety organisation. They advise that it is crucial that performance indicators for policing organisation be contextually specific.

8.3.7 Participation

It is paramount to ensure that there is a strong training and communication programme to inform and encourage participation in the new PMS. Involvement by employees will also help the organisation to develop rational and realistic

performance indicators for the initial implementation which can later be raised as the performance within the organisation improves. To enhance employee participation in change the use of the new information systems can be used to communicate and provide timely information to employees about the implementation and development of the proposed PMS implementation (Carrière and Bourque, 2009).

8.3.8 Stakeholders/ Morale

If the ADP addresses the organisational issues that potentially effect morale and performance, then the organisation can develop better systems and increase positive customer experiences. Low morale amongst customer service agents such as police front counter staff or attending officers is known to have a negative impact on the interaction that employee has with the public. As the key stakeholder for the ADP is the citizen the interaction between the citizen and the agency needs to improve. Currently the attitude of officers appears that they are fulfilled with just lowering the amount of complaints while appearing to not be interested in the customer satisfaction levels.

8.3.9 Organisational Culture

It would benefit the ADP if there was a review activity undertaken to gather the current a clear picture of the current factors which are impacting on the organisational culture. This activity would enable the organisation to developed strategy which takes the factors into consideration and thus enable the organisation to address any negative factors before they have a profound impact on any new change programme such as the implementation of the PMS. Future planning and implementation could include contingency plans which address the organisational culture issues before they become actual problems which impact on the ADP.

The new PMS approach with the organisational cultural information could create a positive approach which the organisational issues are addressed through the use of education, communication and further strategic development.

8.4 Limitations

8.4.1 Access

Some of the resources which had to be utilized in this study are not available in English so therefore there could be difficulties for examiners and non-Arabic readers to access these sources of information. The researcher also encountered difficulties in accessing a translation service that could do interviews due to funding limitations. Since the interviewees did not allow the recording of interview meetings the use of a translator was not undertaken and the interview notes were made by the researcher. In future studies it would be recommended that were possible researchers utilise a professional translation service to do the transcription of interviews. Another problem encountered with the interview was the access to regional representatives. The interviews had a higher proportion of respondents from headquarters than from the regional areas and this was due to access difficulties due to distance and availability along with a lack of willingness amongst regional employees to participate in the interview process. The workflow of the potential regional participants was one of the factors why they could not be accessed easily. There was also a potential concern amongst regional employees that the interviewer/researcher who is normally based in headquarters was coming from headquarters to assess their performance and thus potential participants were reluctant to participate. To address the concerns about the interviewer in future studies for the ADP, it is recommended that a local or regional interviewer be recruited so that the potential participants have trust in the interviewer and are thus more likely to participate in the research process.

One of the key difficulties that the researcher encountered was gaining access to willing participants. This was primarily due to potential participant's concerns that the research process was a review of their performance within the organisation. In the future to address this greater preparation and pre-interview briefing of potential participants will be undertaken to address the concerns and the rationale why individuals did not want to participate. The participant's behaviour during the interviews was also affected by their access by their colleagues. The interviewer did not have the full access to the individual's

attention as they stopped the interview to answer phone calls and colleagues queries. In future research with this agency, it is recommended that the individual who is being interviewed is removed from their workplace environment and accessed in a neutral environment which does not make them readily available for distraction.

To gain access to the participants the researcher had to repeatedly address concerns about the purpose of the study and how the information collated in the study would be used. This concern over the use of information resulted in participants not allowing their interviews to be recorded. This desire not to allow interview recording could be a reflection of the participant's fears that the research answers could be used against them within the organisation. This fear could also have created biased verbal responses as the interviewee could have been attempting to please the interviewer. Some interviewees were reluctant to answer specific questions and the interviewer reassured them about the research process and how the data was going to be used as well as representing the question in alternative wording. While meeting notes were made in future studies it would be recommended to researchers to make a set of notes which are sent to the interviewee after the interview to gain confirmation and clarification if needed. With the questionnaire, although private mail was used to access participants they were accessed in their workplaces which potentially could have skewed or biased the results on some of the questionnaire responses due to respondents attempting to please the researcher due to his organisational associations. The access through the workplace via the private mail could have also created an opportunity were individuals did not respond with their full attention.

There were some questionnaires which were excluded based on their answering response including incompletion and set patterns of a single response to all questions (all answers with a value of 1). These incomplete or patterned forms were excluded from the statistical analysis. The smaller sample size while providing enough to enable statistical analysis may still be too small for the purpose of generalisation about the perceptions held within the organisation. The smaller sample size also creates a limitation in relation to

generalising to the rest of the public service agencies in Abu Dhabi as there are not enough to enable a representative study.

8.4.2 Methodology

For the questionnaire this time a private mail slot was utilised to access a large group. In the future due to the organisational usage of modern technology this questionnaire would be undertaken using a web site and survey. The rationale why the website is supported in future studies is that the information about the research process will be available so that individuals who have frequent concerns are readily able to access information about the research process and see the general fact sheets . It was noted that many participants lost the contact sheet and briefing notes and contacted the researcher through the organisational workplace email to gather additional information about the research process. In the future to ensure that independence of the research process if a website and survey form is used it should be hosted on a non-organisational website. If the organisational website had been used it could have created a situation where the respondent's attempted to please the researcher and not gather the true perceptions of the employees.

Advertisement and notification of the study may need organisational sponsorship through electronic notice boards, email, newsletters and internal mail but to maintain the concept of academic independence it is recommended that the website and briefing papers are not labelled or associated with the organisation in which the study is being undertaken. For the interviews, accessing participants in the various regions was difficult due to the lack of awareness about research philosophy and fears about the purpose of the study and how the information was going to be utilized.

Interruption was a constant problem in the interview and in the future it is recommended that a neutral location be used or better pre-interview briefing of the potential participants to ensure that there is little or no interruptions. It would also be recommended that a dedicated office location within each building is used and the interviewees have a scheduled appointment to attend at the office which is not their own. The use of the scheduled appointment and a before

interview briefing is recommended to enable concerns to be address and to ensure that the interview process flows more smoothly than encountered in this study. While appointments were made there were often repeat cancellations and this could have been to participant concerns about the research process. The interviewer may consider in future undertaking interviews outside of the workplace environment; however, this could created additional access difficulties as appropriate environments that are neutral, confidential and private may not be easily available or accessible by all parties in the research process. While participants are not willing to be recorded the summary of the interview should be used to gain clarification and ensure that all points are fully covered. The interviewee if they are able to review the summary can also assure themselves about the relevance and appropriateness of their responses and they may have additional clarification that they have thought of since the interview session that gives greater insight into their perceptions and reactions.

Overall within the organisation there were many concerns about the research process and this is probably due to a lack of previous experience and understanding about the purpose of research. To address this problem in the future studies it is recommended that greater awareness is developed in the organisation though education and training about the purpose of research and the ethos of research. Even though education was undertaken by the researcher there was still reluctance within the potential interviewee population to participate. At this stage with the limited experience of research within the organisation and the concerns of the potential participants is still a challenging barrier for any further research. To address these concerns in any studies undertaken in the ADP or Abu Dhabi public sector it is believed that there needs to be additional time in future studies set aside for the education and access of potential participants.

Generalisation from this study could potentially be an issue since it was focused on one organisation and had some limitations in relation to access due to distances, work flows, contact networks, time, research awareness and cost. The study potentially has the ability to be applied and generalised to other UAE public safety or public sector organisations but to ensure the future generalbility

to address the concerns that there is not enough a population in the study further studies in the UAE and Abu Dhabi public sector should be undertaken to confirm the generalisation ability of this study.

8.5 Areas for Further Research

8.5.1 Alignment

Further research is needed to identify how the ADP could make or should attempt to create an integrated system approach. Rees and Althakri (2008), Jones and Seraphim (2008), Elbanna (2008 & 2010) all identify that when change is undertaken in an organisation that this needs to be aligned with the overall planning and strategy of the organisation. How the ADP can or could attempt to align their PMS strategy throughout the organisation needs further research particularly in change management, development of organisational culture and integration with business excellence models and TQM. The ADP as an organisation participates in the Abu Dhabi Excellence Awards and how the organisation could use and align the proposed PMS to the excellence policies needs further investigation to support the ADCEC (2007) strategic goals for this government agency.

8.5.2 Regionality

Further research into the divisions between regional staff and headquarters is required as there was statistically proven difference in opinion and perceptions within the two groups. The full nature of what is causing the regionality is not clear from the interviews although there was some suggestion that it was linked to communication, access to education and training opportunities, the lack of recognition for regional staff, and the perception that there is a lack of involvement opportunities for regional staff to participate in new organisational developments. The failure to address why there are the differences between the groups needs to be address or it could potentially have a significant negative impact on the organisational morale and potential new structural changes such as the implementation of the new PMS as planned in 2012. Are the regional staff excluded from management decision making and is there a true communication breakdown within the organisation which the perceptions

report? With a greater understanding of the specific nature and causes, strategies can be implemented to ensure that they are overcome. The level of feeling that some of the participants expressed in the interview indicates that this division between the two groups could be a potentially complex issue and may create a number of negative effects upon the organisation. With a better understanding of the complex nature of this, the ADP will have a greater opportunity to reduce the issues and thus decrease the effect that resistance to change has on the organisation (Wahid and Corner, 2009; Cagnazzo *et al*, 2010).

8.5.3 Organisational Culture

Jones and Seraphim (2008) suggest that in general the UAE is likely to be an unfavourable environment for implementing change and similarly to Rees and Althakhri (2008); Hofstede (1991, 2010) Arabic nations have a strong masculine approach to power. From the study there were specific factors identified that impacted on the participants and it would benefit the ADP to develop a greater understanding of how the cultural and societal factors impact on the organisation and potentially any new change implementation. The PMS, without strategies to prevent the negative impact of a strong masculine society, could fail to meet is organisational objectives due to employee resistance. A formal study of the Jones and Seraphim (2008) factors for an unfavourable change environment may benefit the organisation with its future policy and strategy development particularly with the top management pressure from the Ministry of Interior to ensure that the current Abu Dhabi excellence model becomes entrenched within each public safety organisation.

They are a number of research opportunities within the ADP and other organisations in the UAE in relation to understanding the organisational culture of the Gulf States as this area has undergone rapid development and high levels of stability in the last thirty years. With greater understanding of the organisation and cultural influences on policing organisations (Fleming and Grabsky, 2009, Loveday, 2008; Carvalho *et al*, 2006), Arabic countries (Elbanna, 2008 & 2010; Hofstede, *et al* 1990 & 2008) and public and private sector organisations within the region (Jones and Seraphim, 2008; Wahid and

Corner, 2009;) the knowledge about organisational culture could help in future development of services, performance and quality initiatives within organisations.

8.5.4 Communication

The disparity between regional and headquarter staff in their attitudes and perceptions of change and policy has created concern about the long term implications that this communication issue could create for the organisation. The full extent and nature of the communication issue in the ADP needs to be investigated as it appears that there is a lack cross departmental communication in the same operational area and this could create severe workflow issues and, in the worst case, a failure for the ADP to protect and serve its citizen stakeholders. As part of the ongoing development of the ADP the nature of the communication needs to be investigated fully to ensure that specific uses that regional staff members have reported in this study are not having a detrimental effect on the organisation. The full extent of the issues is not fully understood and further investigation is warranted to ensure that ADP can develop appropriate strategy, policy and systems to address the concerns raised (Cagnazzo *et al*, 2010). Additionally, the initial study of the current communication status will provide a baseline point for future comparisons which the ADP would need to consider as part of the implementation of the new PMS. The base study would enable the effectiveness of the PMS approach to be assessed.

8.5.5 Stakeholders

With the implementation of a PMS approach that looks not only at the individual but also at the unit and departmental areas it is necessary for the ADP to have a better understanding of stakeholders current perceptions. It is necessary for the ADP to undertake a current status evaluation and then identify what needs to be improved (Wahid and Corner, 2009; Cagnazzo *et al*, 2010). These improvements can then be implemented into the PMS indicators and then reviewed at a later date to ensure that the new PMS is actually meeting the needs of the citizens and other key stakeholder groups. The current

perceptions of the general public is not fully understood and with the greater sophistication of the citizenship and higher expectation levels in the public service agencies that serve the UAE the ADP will have to respond to these demands (Siddaquee, 2010). The ADP does not currently have a clear understanding of what the existing perceptions are and will need this monitored to see if the organisational goal of being seen as regional example of best practice and policing excellence is to be achieved.

8.5.6 Development of performance indicators

This study has found a number of areas which need further investigation such as the customer satisfaction levels and regionality. Further studies are required to ensure that the nature of the issues are fully understood and by looking at best practice the ADP will be able to develop strategies to address the specific issues that they are encountering within the organisation internally and with external stakeholders such as citizens. The greater the understanding of the issues which need to be address the more appropriate performance indicators that the ADP can develop while ensuring that all levels within the organisation are working towards a unified strategic direction (Wahid and Corner, 2009).

8.5.7 Education and Training

The ADP as an organisation needs to further investigate what its training needs are and if the current training being delivered by the organisation is effective and efficient in addressing these needs. At this stage there appears to be some perceptions amongst the regional staff that the training they receive is not appropriate for their specific contextual environment. Additionally, the organisation needs to research if the staff members are familiar enough with the concept of PMS.

8.6 Final Conclusion

The development the NPM strategies and practices of the ADP will be enhanced with the implementation of a PMS that measures the individual and operational units. PMS is required to enable the organisation to undertake performance management and respond to stakeholder demands for improved performance (Cagnazzo et al, 2010; Wahid and Corner, 2009). The Abu Dhabi Central Executive Council (2007; ADP, 2008) wants to implement a whole agency PMS in 2012 and from the research it recommended for the ADP as a public safety and policing organisation that the Balanced Score Card Model should be used. The BSC has been utilised successfully in other policing and public safety agencies which the ADP benchmarks their performance against. A key factor from literature is that ADP should ensure that the measurement key performance indicators be developed and customised to the contextual environment in which the ADP operates. This is so that the performance indicators are specific, measurable, relative, achievable and timely [SMART] to the continuous development goals of the organisation.

Before any change or new organisational system is implemented within the ADP it is recommended that further research be undertaken to investigate the resistance and organisational culture features which may impact on the development. This study found that there are significant differences in perceptions amongst regional and headquarters employees. It is recommended to the ADP that they use the Organisational Culture Framework adapted from Gupta and Govindarajan (2000) and Al-Alawi et al (2007) to investigate the causes for resistance and communication barriers. This study found that there is a communication problem between the regions but the cause is unknown. The effect of this communication issue could impact on any future development within the organisation as well as operational activities between regions thus impacting on the organisational mission to protect and serve the Abu Dhabi citizen's security needs. Without addressing the underlying tension between the regional and headquarters based employees, the goal of world class recognition will not be achieved.

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Appendices

Appendices

Table of Appendices

Appendix 1 - Participant Information Sheet

LIVERPOOL JOHN MOORES UNIVERSITY

PARTICIPANT INFORMATION SHEET

Perception of public sector staff to an organisation performance measurement system: a case study of the Abu Dhabi police service

Mohammed Almansoori, Liverpool Business School, Faculty of Business and Law, Liverpool John Moores University

You are being invited to take part in a research study through completing the attached questionnaire. Before you decide it is important that you understand why the research is being done and what it involves. Please take time to read the following information. Please contact me if there is anything that is not clear or if you would like more information and please take time to decide if you want to take part in the survey or not.

Many public sector organisations in Abu Dhabi, including the police service, have introduced, or intend to introduce, a performance measurement system (PMS), with the aim of using the PMS to help improve their performance. As yet, though, there has been little research undertaken into the use of PMS in UAE, such as Abu Dhabi. Therefore, as part of my PhD studies, I am researching the role of PMS in the Abu Dhabi police service. I am specifically interested in understanding how staff working in the Abu Dhabi public sector perceives PMS, which is the purpose of the questionnaire enclosed. By undertaking the research it is hoped that a better understanding of how PMS can be effectively utilised in the Abu Dhabi police service will be achieved, which will be of benefit to staff working in the service.

The research will last 3 years, from 2007 – 2010, and will take the form of interviews with staff in Abu Dhabi police service and a wider staff survey, in the form of a questionnaire. The questionnaire, which you are now being asked to complete, should take no more than 30 minutes of your time. All data will be treated as confidential and no information that would enable identification of individuals will be published. Participation in the research is voluntary and it is up to you to decide whether or not to take part. You are free to withdraw at any time and without giving a reason. If you do so, all data collected from you will be destroyed.

Liverpool Business School, Liverpool John Moores University would like to thank you for agreeing to take part in this research.

Mohammed Almansoori

Liverpool Business School, Faculty of Business and Law, Liverpool John Moores University, John Foster Building, 98 Mount Pleasant, Liverpool, L3 5UZ.

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Appendix 2 – Consent Form

LIVERPOOL JOHN MOORES UNIVERSITY

CONSENT FORM

Perception of public sector staff to an organisation performance measurement system: a case study of the Abu Dhabi police service

Mohammed Almansoori, Liverpool Business School, Faculty of Business and Law

1. I confirm that I have read and understand the information provided for the above study. I have had the opportunity to consider the information, ask questions and have had these answered satisfactorily

2. I understand that my participation is voluntary and that I am free to withdraw at any time, without giving a reason and that this will not affect my legal rights.

3. I understand that any personal information collected during the study will be anonymised and remain confidential

4. I agree to take part in the above study

Name of Participant   Date   Signature

_____   _____   _____

Name of Researcher   Date   Signature

_____   _____   _____

Name of Person taking consent   Date   Signature
(if different from researcher)

_____   _____   _____

Note: When completed 1 copy for participant and 1 copy for researcher

Appendix 3 - Research Briefing (EC6) Sheet

LIVERPOOL JOHN MOORES UNIVERSITY

RESEARCH BRIEFING (EC6) SHEET

Title of the Study:

Perception of public sector staff to an organisation performance measurement system: a case study of the Abu Dhabi police service

Thank you for considering participating in my research study. Please keep this information sheet for your later reference if you wish to contact me again with any concerns, questions or further information on the outcomes of the research process.

Again I would like to reiterate that any participant in the research process has the right to withdraw from the study at any time without prejudice to access of services which are already being provided or may subsequently be provided to the participant.

Researchers Name: **Mohammed**   **Almansoori**

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Supervisor: Dr   David   Bryde, Liverpool   John   Moores   University Faculty of Business and Law.

Appendix 4- Questionnaire in English

Perception of Public Staff of an Organisation Performance Measurement System: a case study of the Abu Dhabi Police Service.

You are being invited to take part in a research study which I am undertaking as part of a PhD programme at Liverpool Business School, Liverpool John Moores University through completing the attached questionnaire. Before you decide it is important that you understand why the research is being done and what it involves. Please take time to read the following information. Please contact me if there is anything that is not clear or if you would like more information and please take time to decide if you want to take part in the survey or not.

Many public sector organisations in Abu Dhabi, including the police service, have introduced, or intend to introduce, a performance measurement system (PMS), with the aim of using the PMS to help improve their performance. As yet, though, there has been little research undertaken into the use of PMS in UAE countries, such as Abu Dhabi. Therefore, as part of my PhD studies, I am researching the role of PMS in the Abu Dhabi police service. I am specifically interested in understanding how staff working in the Abu Dhabi public sector perceives PMS, which is the purpose of the questionnaire. By undertaking the research it is hoped that a better understanding of how PMS can be effectively utilised in the Abu Dhabi police service will be achieved, which will be of benefit to staff working in the service.

The questionnaire, which you are now being asked to complete, should take no more than 15 minutes of your time. All data will be treated as confidential and no information that would enable identification of individuals will be published. Your participation in the research is voluntary and it is up to you to decide whether or not to take part and you are not obliged to complete the questionnaire.

If you wish to receive a summary of the research findings once the study is complete please contact me at the email address below.

Liverpool Business School, Liverpool John Moores University would like to thank you for agreeing to take part in this research.

Mohammed Almansoori

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Part One

Please indicate your agreement with the following statements about CSF in ADP and the Performance Measurement System (PMS)

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Supervisors are committed to their promises.	☐	☐	☐	☐	☐
Managers are committed to their promises.	☐	☐	☐	☐	☐
Supervisors are committed to their plans.	☐	☐	☐	☐	☐
Managers are committed to their plans.	☐	☐	☐	☐	☐
Leadership's commitment helps to improve organisation performance.	☐	☐	☐	☐	☐
Reviews of processes /procedures are done.	☐	☐	☐	☐	☐
Update of processes/ procedures are done.	☐	☐	☐	☐	☐
Training is an important priority in ADP	☐	☐	☐	☐	☐
The PMS does not motivate people	☐	☐	☐	☐	☐
Dealings between employees and leadership in the organization are harmonious.	☐	☐	☐	☐	☐
Employees are trained to operate new processes prior to implementation	☐	☐	☐	☐	☐
Employees are trained to follow changed processes prior to implementation	☐	☐	☐	☐	☐
ADP tries to improve employees' knowledge levels	☐	☐	☐	☐	☐
Learning is not an important objective in our day to day work.	☐	☐	☐	☐	☐

Part Two

Please indicate your opinion regarding how PMS enable ADP to meet targets.

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The PMS helps ADP to improve decision making.	☐	☐	☐	☐	☐
The PMS helps ADP to make correct decisions.	☐	☐	☐	☐	☐
The Performance Measurement System (PMS) covers short term goals	☐	☐	☐	☐	☐
The Performance Measurement System (PMS) covers long term goals.	☐	☐	☐	☐	☐
The strategic direction of Abu Dhabi Police Service (ADP) is clear to me.	☐	☐	☐	☐	☐
There is not a clear definition of the ADP mission.	☐	☐	☐	☐	☐
We do know what the department will look like in the future.	☐	☐	☐	☐	☐
There is not continuous investment in improving employees' skills.	☐	☐	☐	☐	☐
Performance measures are selected through discussion with people involved (customers, employees, managers)	☐	☐	☐	☐	☐
The PMS is considered the most important element of monitoring and control by ADP	☐	☐	☐	☐	☐
The reporting of PMS information has a direct impact on ADP.	☐	☐	☐	☐	☐

Part Three

Please indicate your opinion regarding the benefits of the PMS.

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The PMS helps make jobs easier	☐	☐	☐	☐	☐
The PMS helps make jobs comfortable	☐	☐	☐	☐	☐
The PMS reduces mistakes	☐	☐	☐	☐	☐
The reporting of PMS information has a direct impact on ADP.	☐	☐	☐	☐	☐
The Executing of PMS in ADP leads to benefits	☐	☐	☐	☐	☐
The level of employees participating in performance measurement team has increased i.e. work team.	☐	☐	☐	☐	☐
The capabilities of employees have not improved	☐	☐	☐	☐	☐
Behavior of employees have not improved	☐	☐	☐	☐	☐
The number of customers' complaints has decreased.	☐	☐	☐	☐	☐
The level of customers satisfaction has increased	☐	☐	☐	☐	☐
The speed of service delivery has increased.	☐	☐	☐	☐	☐
Employees feel they have job security.	☐	☐	☐	☐	☐
The PMS is considered the most crucial factor in ADP administration	☐	☐	☐	☐	☐
Employees believe they cannot have a positive impact on the ADP	☐	☐	☐	☐	☐

Part Four

What is your opinion of the following statements regarding working in ADP?

A: Management Style

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Management style in ADP is characterized by teamwork.	☐	☐	☐	☐	☐
Management style in ADP is characterized by consensus.	☐	☐	☐	☐	☐
Management style in ADP is characterized by Participation.	☐	☐	☐	☐	☐
The Management style is bureaucratic.	☐	☐	☐	☐	☐

B: Work Environment

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
The climate inside ADP is participative.	☐	☐	☐	☐	☐
ADP is not a very personal place.	☐	☐	☐	☐	☐
There is comfortable and related atmosphere within the ADP working environment.	☐	☐	☐	☐	☐
Management practices allow freedom in work.	☐	☐	☐	☐	☐
A scarcity of training impacts on the performance of the organisation.	☐	☐	☐	☐	☐
Within the ADP there are customers' services for dealing with complaints.	☐	☐	☐	☐	☐
ADP defines success on the basis of its development of human resources.	☐	☐	☐	☐	☐

C: Staff

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
ADP tries to improve employees' skills.	☐	☐	☐	☐	☐
Leadership's commitment helps to improve organisation performance.	☐	☐	☐	☐	☐
Employees are not encouraged by ADP to contribute to the development of strategies and plans.	☐	☐	☐	☐	☐
Employees work as part of a team	☐	☐	☐	☐	☐
Managers express concern about employee's personal problems.	☐	☐	☐	☐	☐
The ADP makes the best use of the employee skills to develop better services.	☐	☐	☐	☐	☐
Managers do not encourage the development of staff.	☐	☐	☐	☐	☐
They are no method to ascertain the satisfaction of the ADP staff.	☐	☐	☐	☐	☐

D: Process

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Work structures are not integrated with strategy.	☐	☐	☐	☐	☐
There are major constraints which interrupt the execution of the PMS in ADP.	☐	☐	☐	☐	☐
New ideas about work organisation are not encouraged.	☐	☐	☐	☐	☐
There is no clear future planning for each department.	☐	☐	☐	☐	☐
There is no clear future structure for each department.	☐	☐	☐	☐	☐

E: Communication

	Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree
Networks are strong between each department.	☐	☐	☐	☐	☐
Communication is effective between departments.	☐	☐	☐	☐	☐
There is a weak link between different departments.	☐	☐	☐	☐	☐
Some sections in ADP use old communication systems.	☐	☐	☐	☐	☐
There are approach and strategy used to identify strength and weaknesses in all departments in ADP.	☐	☐	☐	☐	☐

10   Part Five Personal Details

1- What is your grade in Abu Dhabi Police? Please tick one
   1- Police officer grade
   2- Police non officer grade
   3- Civilian
   4- Expert

2- What is your position in Abu Dhabi Police? Please tick one
   1- Normal employee
   2- Branch manager
   3- Section manager
   4- Direction manager
   5- Director general

3- Work experience, how long have you been employed in Abu Dhabi Police? Please tick one
   1- Less than 5 years
   2- 5-10 years
   3- 11-15 years
   4- 16-20 years
   5- More than 20 years

4- What is the level of your highest qualification? Please tick one
1- High school
2- Diploma
3- Bachelor
4- Master
5- Doctorate

5- What is your department's do you work?
1- The General Directorate for Security Affairs and Ports
2- The General Directorate for central operations
3- The General Directorate for Human Resources
4- The General Directorate for Financial and Services
5- The General Directorate for Policing Operations
6- The General Directorate for Installations Protection
7- The General Directorate for Headquarter Affairs

Any other comments, please write here

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Thank you for taking the time to complete the questionnaire.

Appendix 5- Questionnaire in Arabic

تصورات موظفين القطاع العام لنظام قياس الأداء

دراسة تطبيقية على شرطة أبو ظبي

أنته مدعوة إلى المشاركة في دراسة بحثية من برنامج الدكتوراه من جامعة ليفربول جون مورس في ليفربول من خلال الاستبيان المرفق. من المهم أن نفهم لماذا هذا البحث يجري وما تنطوي عليه. يرجى أخذ الوقت الكافي لقراءة المعلومات التالية. الرجاء الاتصال بي إذا كان هناك أي شيء غير واضحة أو إذا كنت تود الحصول على مزيد من المعلومات.

العديد من الدوائر المحلية في أبو ظبي، بما فيها شرطة أبو ظبي و التي تعتزم على تطبيق نظام قياس الأداء وذلك بهدف تحسين الأداء. حتى الآن لم يوجد سوى القليل من الدراسات و الأبحاث التي تمت بشأن استخدام نظام تقييم الأداء في دولة الإمارات، وخصوصا في أبو ظبي. ولذلك فان دراستي للدكتوراه ، تهدف للبحث عن دور نظام تقييم الأداء في شرطة أبو ظبي. أنا مهتم على وجه التحديد في فهم و معرفة ما هي   تصور موظفين شرطة أبو ظبي عن نظام قياس الأداء ، والذي هو الغرض من هذا الاستبيان. من خلال الاستبيان آمل في التوصل إلى فهم أفضل لنظام تقييم الأداء الفعالة الذي يمكن استخدامه في شرطة أبو ظبي .

الاستبيان لن يأخذ سوى 15 دقيقة من وقتك و ستحظى إجاباتك بكل التقدير و الامتنان. كما أؤكد بان الإجابة على هذا الاستبيان سوف تستخدم لأغراض أكاديمية فقط و سوف تحاط بسرية تامة و مشاركتك في هذا البحث هو تطوعي و متروك لك لتقرر ما إذا كنت ترغب في المشاركة أو عدم المشاركة ، وأنت لست ملزما لاستكمال الاستبيان.

إذا كنت ترغب في الحصول على ملخص لنتائج البحوث بمجرد الانتهاء من الدراسة يرجى الاتصال بي على العنوان الالكتروني أدناه.

محمد عيسى الشدي المنصوري

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القسم الأول: يرجى الإشارة برأيك بخصوص الأسئلة التالية عن نظام تقييم الأداء و شرطة أبو ظبي

غير موافق بشدة	غير موافق	محايد	موافق	موافق بشده	
☐	☐	☐	☐	☐	• يلتزم المشرفين في شرطة أبو ظبي بوعودهم.
☐	☐	☐	☐	☐	• يلتزم المدراء في شرطة أبو ظبي بوعودهم.
☐	☐	☐	☐	☐	• يلتزم المشرفين بتنفيذ خطة أبو ظبي الإستراتيجية.
☐	☐	☐	☐	☐	• يلتزم المدراء بتنفيذ خطة أبو ظبي الإستراتيجية.
☐	☐	☐	☐	☐	• التزام القيادة يساعد على تحسين و تطوير أداء شرطة أبو ظبي.
☐	☐	☐	☐	☐	• يتم مراجعة الإجراءات و العمليات التي يتم انجازها.
☐	☐	☐	☐	☐	• يتم تحديث الإجراءات و العمليات بصفة مستمرة.
☐	☐	☐	☐	☐	• يعتبر التدريب من أهم الأولويات في شرطة أبو ظبي.
☐	☐	☐	☐	☐	• نظام تقييم الأداء لا يساعد على تحفيز الموظفين.
				☐	• التعامل بين الموظفين و المدراء يتصف بالتوافق.
☐	☐	☐	☐	☐	• يتم تدريب الموظفين على تشغيل البرامج والعمليات الجديدة قبل تنفيذها.
☐	☐	☐	☐	☐	• يتم تدريب الموظفين على متابعة البرامج بعد تطبيقها.
☐	☐	☐	☐	☐	• تقوم شرطة أبو ظبي على تحسين مستوى المعرفة لدى الموظفين.
☐	☐	☐	☐	☐	• التعليم ليس هدفا مهما في العمل.

القسم الثاني: يرجى الإشارة برأيك بخصوص كيف يقوم نظام تقييم الأداء على تحقيق أهداف المنظمة (شرطة أبو ظبي)

غير موافق بشدة	غير موافق	محايد	موافق	موافق بشده	
☐	☐	☐	☐	☐	• نظام تقييم الأداء في شرطة أبو ظبي يساعد على تحسين عملية صنع القرار.
☐	☐	☐	☐	☐	• نظام تقييم الأداء في شرطة أبو ظبي يساعد على اتخاذ القرارات الصحيحة.
☐	☐	☐	☐	☐	• نظام تقييم الأداء يغطي الأهداف على المدى القصير.
☐	☐	☐	☐	☐	• نظام تقييم الأداء يشمل أهداف على المدى البعيد.
☐	☐	☐	☐	☐	• اتجاه الخطة الإستراتيجية لشرطة أبو ظبي واضحة بالنسبة لي.
☐	☐	☐	☐	☐	• ليس هناك تعريف واضحة و مفهوم لمهام شرطة أبو ظبي.
☐	☐	☐	☐	☐	• نحن لا نعرف ما ستبدو علية القسم أو الإدارة علية في المستقبل.
☐	☐	☐	☐	☐	• ليس هناك استثمار مستمر في تحسين مهارات الموظفين.
☐	☐	☐	☐	☐	• يتم اختيار مقاييس الأداء من خلال المناقشات التي تجري مع الأشخاص المعنيين (العملاء\الموظفين\المدراء).
☐	☐	☐	☐	☐	• يعتبر نظام تقييم الأداء من أهم عناصر التحكم و التوجيه في شرطة أبو ظبي.
☐	☐	☐	☐	☐	• تقارير و المعلومات المترتبة على نظام تقييم الأداء لها تأثير مباشر على شرطة أبو ظبي.

القسم الثالث: يرجى الإشارة برأيك بخصوص فوائد نظام تقييم الأداء

غير موافق بشدة	غير موافق	محايد	موافق	موافق بشده	
□	□	□	□	□	• نظام تقييم الأداء يجعل العمل أكثر سهولة.
□	□	□	□	□	• يساعد نظام تقييم الأداء على جعل العمل أكثر راحة.
□	□	□	□	□	• يقلل نظام تقييم الأداء على تخفيض أخطاء العمل.
□	□	□	□	□	• تسعى شرطة أبو ظبي على تحسين مهارات الموظفين •
□	□	□	□	□	• تقارير و المعلومات المترتبة على نظام تقييم الأداء لها تأثير مباشر على شرطة أبو ظبي.
□	□	□	□	□	• تطبيق نظام تقييم الأداء يؤدي إلى تحقيق مكاسب و فوائد كبيرة.
					• نظام تقييم الأداء لا يطور قدرات الموظفين
□	□	□	□	□	• نظام تقييم الأداء لا يحسن سلوكيات الموظفين
□	□	□	□	□	• انخفاض عدد الشكاوي من قبل المراجعين.
□	□	□	□	□	• ارتفاع مستوى رضاء العملاء.
□	□	□	□	□	• يتم تقديم الخدمات بشكل سريع.
□	□	□	□	□	• يشعر الموظفين بأنهم يملكون الأمن الوظيفي.
□	□	□	□	□	• يعتقد الموظفين بأنهم لا يمكن بأن يكون لهم دور ايجابي في العمل.

القسم الرابع: ما هو رأيك بخصوص ثقافة المنظمة (شرطة أبو ظبي)

نمط الادارة

غير موافق بشدة	غير موافق	محايد	موافق	موافق بشده	
☐	☐	☐	☐	☐	• أسلوب الإدارة في شرطة أبو ظبي يتميز بالمشاركة الجماعية
☐	☐	☐	☐	☐	• أسلوب الإدارة في شرطة أبو ظبي يتميز بتوافق الآراء.
☐	☐	☐	☐	☐	• طبيعة العمل في شرطة أبو ظبي يتصف بالمشاركة.
☐	☐	☐	☐	☐	• أسلوب الإدارة في شرطة أبو ظبي يتصف بالبيروقراطية.

طبيعة العمل

غير موافق بشدة	غير موافق	محايد	موافق	موافق بشده	
☐	☐	☐	☐	☐	• أسلوب الإدارة في شرطة أبو ظبي يتميز بالمشاركة الجماعية
☐	☐	☐	☐	☐	• في شرطة أوظبي لا يعتبر المكان الشخصي
☐	☐	☐	☐	☐	• طبيعة العمل في شرطة أبو ظبي يتصف بأنها مريحة
☐	☐	☐	☐	☐	• شرطة أبو ظبي تسمح بحرية العمل.
☐	☐	☐	☐	☐	• يوجد نقص و شح في التدريب مما يؤثر على أداء شرطة أبو ظبي
☐	☐	☐	☐	☐	• نقص في التدريب يؤثر في أداء شرطة أبو ظبي.
☐	☐	☐	☐	☐	• يوجد قسم خاص في شرطة أبو ظبي لتلقي الشكاوي.
☐	☐	☐	☐	☐	• شرطة أبو ظبي تعرف النجاح على أنه أساس لتطوير العمل.

الموظفين

غير موافق بشدة	غير موافق	محايد	موافق	موافق بشده	
☐	☐	☐	☐	☐	• تستفيد شرطة أبو ظبي من مهارات الموظفين لتقديم خدمات أفضل.
☐	☐	☐	☐	☐	• التزام القيادة يساعد على تحسين و تطوير أداء شرطة أبوظبي
☐	☐	☐	☐	☐	• يعتبر الموظف جزء من فريق عمل متكامل.
☐	☐	☐	☐	☐	• شرطة أبو ظبي لا تشجع موظفيها على المشاركة و المساهمة في وضع الخطط الإستراتيجية
☐	☐	☐	☐	☐	• يهتم المدراء إزاء المشاكل الشخصية للموظفين.
☐	☐	☐	☐	☐	• تقوم شرطة أبوظبي باستغلال مهارات الموظفين في تقديم خدمة أفضل.
☐	☐	☐	☐	☐	• المدراء لا يشجعون على تطوير أداء الموظفين
☐	☐	☐	☐	☐	• ليس هناك طريقة لتأكد من رضاء الموظفين في شرطة ابو ظبي.

العمليات

غير موافق بشدة	غير موافق	محايد	موافق	موافق بشده	
☐	☐	☐	☐	☐	• طبيعة العمل في شرطة أبو ظبي غير متوافقة مع الإستراتيجية العامة.
☐	☐	☐	☐	☐	• توجد بعض قيود في تطبيق نظام تقييم الأداء في شرطة أبو ظبي.
☐	☐	☐	☐	☐	• لا يتم تشجيع الأفكار الجديدة في شرطة أبو ظبي.
☐	☐	☐	☐	☐	• ليس هناك هيكل تنظيمي واضح لكل قسم في المستقبل.
☐	☐	☐	☐	☐	• ليس هناك تخطيط واضحة لمستقبل كل قسم.

	غير موافق بشدة	غير موافق	محايد	موافق	موافق بشده	
•	☐	☐	☐	☐	☐	الاتصالات فعالة بين الإدارات.
•	☐	☐	☐	☐	☐	قنوات الاتصال بين الإدارات تتصف بالقوة.
•	☐	☐	☐	☐	☐	بعض الأقسام في شرطة أبوظبي تستخدم وسائل اتصالات قديمة
•	☐	☐	☐	☐	☐	بعض الأقسام في شرطة أبو ظبي تستخدم وسائل اتصالات قديمة.
•	☐	☐	☐	☐	☐	توجد خطط و استراتيجيات تستخدم في تحديد نقاط القوة و الضعف في مختلف الإدارات.

القسم الرابع: البيانات الشخصية

1- ما هي وظيفتك في شرطة أبو ظبي؟

1- ضابط شرطة

2- صف ضابط

3- موظف مدني

4- خبير

2- ما هو منصبك الحالي في شرطة أبو ظبي؟

1- موظف

2- مدير فرع

3- رئيس قسم

4- مدير إدارة

5- مدير عام

3- كم هي سنوات خبرة عملك في شرطة أبو ظبي؟

1- أقل من خمس سنوات

2- 5 إلى 10 سنوات

3- 11 إلى 15 سنوات

4- 16 إلى 20 سنوات

5- أكثر من 20 سنة

4- ما هي مؤهلات العلمية؟

1- ثانوية عامة

2- دبلوم

3- بكالوريوس

4- ماجستير

5- دكتوراه

5- في أي من الأقسام تعمل؟

1- الإدارة العامة لشؤون الأمن المنافذ

2- الإدارة العامة للعمليات المركزية

3- الإدارة العامة للموارد البشرية

4- الإدارة العامة للخدمات والمالية

5- الإدارة العامة للعمليات الشرطية

6- الإدارة العامة لحماية المنشاة

7- الإدارة العامة لشؤون القيادة

أي ملاحظات أخرى يرجى كتابتها هنا

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شكرا لجهودكم وتعاونكم

Appendix 6 – Interview Questions in English

Interview questions to prompt discussion of the topic. These themes were used for all interviews

- How is PM defined in the ADP?

- What are the CSFs of a PMS in ADP?

- What are the effective and important aspects of a PMS?

- How are the benefits of a PMS perceived?

- What is the nature of organization culture within the ADP?