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Human Resources' Capacity to Drive Organizational Change in Ghana

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Walden University
2020

Abstract

Human Resources' Capacity to Drive Organizational Change in Ghana

by

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MPA, Ghana Institute of Management and Public Administration, 2013

BA, University of Ghana, 2000

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

Doctor of Philosophy

Public Policy and Administration

Walden University

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Abstract

Human Resource Management Departments (HRMDs) drive organizational change by implementing effective and efficient policies. This study explored staff perceptions in Ghana's Nursing and Midwifery Council (N&MC), a public-service institution, regarding the extent to which their HRMD could stimulate change by implementing the Human Resource Management Policy Framework and Manual (HRMPF&M). May and Finch's theory of normalization propelled this qualitative case study, which consisted of interviewing 23 purposively selected participants and examining secondary data from the N&MC, the Public Services Commission, HRMPF&M, other relevant legal documents, as well as relevant literature on the subject. The data analysis generated themes which were analyzed via inductive data analysis. The themes centered around effectively implementing the HRMPF&M to foster organizational change and the challenges surrounding the process. The findings revealed that participants believe the HRMPF&M improves human resources management and reduces staff litigation. This outcome aligns with the theory of normalization, which enhances the N&MCs incremental development of human resource tools. Implications for social change concern policy guidelines that the N&MC must develop to guide the council's decision-making. The HRMPF&M when revised may advance the continuous improvement of public-service delivery. In addition, the HRMPF&M can guide subregional organizations to develop similar manuals for their countries.

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Dedication

This dissertation is dedicated to God Almighty; my strong pillar, my source of inspiration, wisdom, and knowledge. He has been the source of my strength throughout this academic journey and on His wings only have I soared. I also dedicate this work to my husband, Richard Jinks Bani, for his motivational words, for believing in me, and for giving me the opportunity to explore my full potential. Thank you for inspiring me to believe in myself. To my children and my mother, I say thank you for your prayers and support in diverse ways. I cannot quantify my love for you all. God bless you.

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Chapter 1: Introduction to the Study

Background of the Study

Effective and efficient policies are potential principal factors for innovations in the processes of service delivery in the public service. In a report on public service delivery, PricewaterhouseCoopers quoted Oosterom (2010) stating, “The public sector is, collectively, the world’s largest service provider” (p. 1). Any incremental enhancement of public services at the national level in a country affects millions of people. In harmony with Oosterom (2010), in the current customer-centric world, citizens progressively expect their needs to be met speedily and flawlessly. Many citizens are expecting innovative service from government bodies and institutions (BizConnect, 2019). Again, in the public sector, current economic circumstances have caused governments from various countries to streamline the processes of revenue collection and their distribution on the principle of performance and economic efficiency (Mihaiu, Opreana, & Cristescu, 2010). Similarly, Manzoor (2011) indicated that one imperative of public administration is the attainment of efficiency at all levels. Clearly, public institutions are responsible for providing citizens of their countries with the necessary public goods and services without discrimination. Manzoor explained that public administration is traditionally grounded in the achievement of efficiency in the provision of public goods and services by public officials.

Many researchers and organizations have identified human-resource-management (HRM) policies and practices as an important and critical framework for the efficient and effective running of institutions (Altarawneh, 2016; Jayasinghe, 2016). An effective

HRM practice greatly improves organizational financial and operational performance when the organization adopts the right policy framework. This appropriate policy framework should contain the following ingredients:

- organizational design and human resource (HR) planning,
- staffing and capacity,
- total compensation,
- training,
- development and learning,
- use of employment tests,
- linking compensation to job performance, and
- employee attitude surveys and formal employee communication programs

(Sikora & Ferris, 2014).

Human Resource Management Departments (HRMDs) possess the power or capability to effect or drive organizational change through the implementation of an appropriate HRM policy (Sikora & Ferris, 2014). This need for HRMDs to drive change results from the demand for improvement in service delivery, especially in an era with much advancement in technology and the need to introduce efficient and effective policies to lead process transformation (Adeniji, Osibanjo, & Abiodun, 2013). This assertion describes the notion that bureaucracy without policies is ineffective in managing human resources (Sikora & Ferris, 2014). Some processes outlined by Adeniji et al., (2013) include personnel management, training, development, welfare issues, and performance-management gender-related issues. The implication of the awareness is that

most organizations still using these traditional processes have become less effective in delivering services (Dadzie, C. A., Winston, & Dadzie, 2012).

Many organizations in Ghana have poorly managed and practiced the concept of HRM, including the roles and purpose of HRM and thus continue to face challenges (Abdul-Kahar & Sulaiman, 2017). However, Ghana's policies, systems, structures, and programs of HRM practices continue to evolve (Adam, 2018). For this reason, Ghana requires much revision to gain effective HRM practices (Adam, 2018). Likewise, in nearby Nigeria, using traditional and bureaucratic processes to perform tasks at the organizational level has now become obsolete and inadequate to address the complex HR issues of this modern age (Adeniji et al., 2013). Public-sector institutions need to continuously thrive to be effective and efficient through capacity building (Nwekeaku & Obiorah, 2019). Public service is the major machinery through which governments implement policies. Training and retraining programs should be available for public servants to improve service delivery (Nwekeaku & Obiorah, 2019).

HR issues in the public services in Ghana need to be more streamlined if the desired stakeholder satisfaction is to be attained. Public and political leaders should establish policies, systems, and laws with a well-designed generic policy framework, thereby building trust among stakeholders (Adam 2018). In a sensitization workshop by the Public Services Commission (PSC) on the Human Resource Management Policy Framework and Manual (HRMPF&M), presenters explained that streamlining has become an issue of great concern following the repeal of the General Orders, the

legislation that had guided the operations of the public services until Ghana attained independence.

Essentially, the expansion of the Ghana public services since the mid-1960s has resulted in the development and implementation of varying HRM policies, rules, regulations, guidelines, procedures, processes, and collective agreements by public service agencies. These policies, however, brought about (a) inconsistencies in the way people are managed at the workplace; (b) lack of cohesion, coordination, and uniformity of HRM policy guidelines and their usage; (c) inadequate clarity of roles, responsibilities, and accountabilities; and, (d) ineffective monitoring and evaluation mechanisms. For example, scrutinizing HRM policies in institutions such as the Ghana Standards Authority and Electricity Corporation of Ghana revealed these policies were tailored toward their collective-bargaining agreements and conditions of service. Stakeholders in individual organizations altered policies to benefit only their own organizations, which challenged adherence to general basic public standards.

To curb some of the litigation that arose from inconsistent and inefficient policies, the Parliament enacted the Industrial Relations Act, 1965 (Act 299) to guide conflict resolution and avoid the eruption of labor unrest. However, the Act did not yield its intended purpose nationwide because issues sometimes resulted in intense strike actions. The Industrial Relations Act 1965 gave legal status to strike actions in circumstances where unhealthy relationships between employees and employers existed after independence. Despite the existence of the Act, it did not protect employees or achieve its purpose. For example, 2,000 employees of the Cargo Handling Company Limited were

locked out in 1968 for embarking on a strike action. The increasing labor unrest as well as the action of the then, Progress Party (PP) regime which dissolved the Trade Union Congress (TUC) by an Act of Parliament in 1971 were dissatisfying (Nimoh, 2016). The ineffectiveness of the Act therefore led to the repeal of the Industrial Relations Act of 1965 (Act 299). The Labor Act of 2003 (Act 651) replaced the Industrial Relations Act, providing a new regulatory framework. This later Act largely replicated the provisions of the repealed Industrial Relations Act (Act 299). However, the meaning of certain terms in the new Act differed from the repealed Act. For example, the Industrial Relations Act regulated relations between the unions and employers. The Labor Act, in contrast, consolidated almost all laws relating to industrial relations in the country. Alongside differences in definition, the two Acts provided different benefits to workers. In addition, the Labor Act makes available a prescribed implied duty of reciprocal trust and confidence between the employer and employee. Essentially, in case of a disagreement, employees are expected to exhaust the adjudication resolution mechanisms provided for in the agreement, before going to court.

Though Part II of the National Labor Act clearly expatiates when and under what circumstances strike actions are illegal or legal, misunderstanding issues in addressing strike actions makes labor unrest difficult to address such disagreements between employers and employees. Therefore, HR managers must ensure that policy frameworks intended to improve employee satisfaction and performance are followed, because the labor laws are not entirely effective in addressing labor unrest. To avoid labor unrest, top managers and directors have realized the need to design HRMDs capable of handling

welfare and other HR issues and to help build the capacity of personnel in the organization. These endeavors are expected to help employees appreciate HR principles and issues, thereby avoiding unnecessary litigation that could affect performance.

These policy deficits in managing employees in the public services created a major challenge to public-service providers and are clearly a source of concern to the PSC, which is the constitutionally mandated body established to be responsible for the management of HR in Ghana's public services. To manage Ghana's public services, the PSC developed a comprehensive HRMPF&M intended to achieve a necessary paradigm shift from inward-looking, inflexible systems and procedures, attitudes, and dependence on long service toward client-focused and skilled personnel for improved service delivery. The HRMPF&M aims to recognize public service based on merit and performance; provide a public service that operates its mandate skillfully, clearly, and uprightly; and requires public servants to account for their actions (PSC, 2019). Additionally, the HRMPF&M is the product of extensive consultation with, and collaboration among, local and international experts, and received legal review and advice from the Office of the Attorney General and Ministry of Justice. The HRMPF&M also received cabinet approval for implementation.

In this study, therefore, I examined the perceived experience of the human-resource management department (HRMD) of a public-service institution in Ghana to drive change in the organization through the implementation of the HRMPF&M.

Statement of the Problem

Researchers largely attributed the failure of organizational-change initiatives to factors such as poor performance management, inadequate gender mainstreaming, implementation challenges, and the employment of people who did not possess the right capabilities (PSC, 2010). Aligned with Adeniji et al. (2013), effective and efficient policies lead to process transformations. In the same vein, HRMDs with comprehensive policy guidelines can positively impact public service delivery. However, very little research has been conducted to assess the capacity of the HRMDs in driving organizational change in the public sector with guidance from comprehensive policy (Choi & Ruona, 2011). In a study of organizational changes, more than 60% of attempted changes in organizations yielded no positive result for various reasons, including inappropriate HRM policies (Fullan, 2014).

Many researchers showed that HRMDs could be used as drivers for organizational change through the implementation of policy frameworks and effective HRM practices (Adeniji et al., 2013; Callahan et al., 2012; Jayasinghe, 2016; Matthew, 2014). Bratton and Gold (2012), for example, explained that HRM is the process of connecting the HR function of an organization with the strategic objectives of the organization to improve performance. The Centre for Learning and Development was established by the Public Service Secretariat's article as a guide meant for leadership and management in the core public service. The Centre's view is that learning is critical to the development of a vibrant staff. The purpose of the guide for leadership and management development strategy, among other aspects, was "To develop critical knowledge and

skills needed to improve organizational and individual effectiveness and performance” (Centre for Learning and Development, 2009, p. 3). In the same vein, the PSC developed the HRMPF&M to serve as a guide for management and HR officers in the Ghana Public Services.

At the time of this writing, the HRMPF&M had existed for about 5 years and was made available to all public-sector institutions in Ghana. Despite this effort by the PSC to make HRM more practical and easier to manage, using the handbook, as suggested by Ohemeng and Anebo (2012) in their study, these organizations still faced challenges (such as litigation issues, understanding of the HRMPF&M, developing HR tools to efficiently and effectively manage employees, and so on) that the HRMPF&M was expected to resolve (Ohemeng & Anebo, 2012). For instance, the divisional report, (the report of the Human Resource Policy Division of the PSC responsible for petitions, appeals, and grievances, among other responsibilities) for August 2018 recorded about 40 petitions ranging from unfair termination of appointments to problematic placements and promotional issues. This figure is assessed by the PSC to be unacceptably high considering the availability of the HRMPF&M since 2015. These petitions are clear evidence of the challenges confronting public services in Ghana.

The implication of these challenges is that the continued existence of unsatisfactory HR issues identified above could be explained by the notion that HR officers may not be sufficiently competent to handle these issues, perhaps because the demands of the roles of HR officers have been underestimated by organizational managers. Also, these challenges may have resulted in insufficient attention to building

the capacities of these HR officers. The leadership of the PSC believes the capacity of HR officers in the HRMDs should be built with the necessary skills potentially acquired in sensitization workshops to enable these officers build their capacities in HR issues to become more strategic, and to handle litigation at the organizational level (Workable, 2019). The assumption therefore is that building the capacities of HR officers will introduce initiatives that will ensure effectiveness. The officers would also be more conscious of the need for documentary evidence to guide their operations. Consequently, HRMDs would develop policy manuals that will facilitate the smooth running of their organizations. Clearly, HR officers can be change agents, if the political appointees who head these public service institutions can segregate politics from administration.

Additionally, a theoretical gap exists in determining how HR officers can become change agents. Most researchers have focused on using theories such as institutional-analysis theory (Scott, 2004), policy-feedback theory (Pierson, 1993), and force-field analysis (Lewin, 1951). Conducting this investigation using a different theoretical framework bridged the theoretical gap, allowing me to appreciate the issues from another perspective. For this reason, I chose normalization-process theory (NPT), proposed by May and Finch (2009), to explain how HRMDs and their practices (policies and frameworks) can enable organizational change. To fill the theoretical gap, as well as provide ample insight on the responsibility of HRMDs to be a force for change, the present study explored the experience of the HRMD in the Nursing and Midwifery Council of Ghana (N&MC), a public-service institution, to drive change through the implementation of the HRMPF&M. This exploratory study augments the current

literature regarding the perceived extent to which comprehensive frameworks guide an organization's HRMDs and therefore contribute to the success of the organization's HRM practices.

Nature of Study and Research Question

I used a qualitative case study approach for this research. A case-study research design is appropriate for an empirical study that seeks to be a comprehensive investigation into a contemporary phenomenon, usually in a real-life context (Yin, 2013). Furthermore, in this study, I addressed the roles played by management of the N&MC and PSC in the implementation and relevance of the HRMPF&M. The main research question the study sought to explore was, what were the perceptions of N&MC staff on the extent to which the HRMD implemented the HRMPF&M to drive change in the organization? The rationale was to conduct an exploratory analysis to identify the extent to which the HRMPF&M aids the practices of HRM in the selected organizations. This was supported by two subquestions:

1. What is the relevance of implementing the HRMPF&M in Ghana's public services?
2. What roles do the management of the N&MC and the PSC play in implementing the HRMPF&M in the N&MC?

Sampling was done purposively and semistructured interviews were the source of primary data. Documents reviewed were the source of secondary data. Both types of data were coded for thematic analysis using the NVivo software.

Purpose of the Study

Based on the problem statement, the primary focus of this study was to explore the perceptions of staff of the N&MC, a public-service institution, on the extent to which the HRMD drove change through the implementation of the HRMPF&M. The PSC is a constitutionally mandated public service organization established to regulate Ghana's public services. Ghana's constitution states, "There shall be a Public Services Commission which shall perform such functions as assigned to it by this Constitution or by any other law," (The Constitution of the Republic of Ghana, 1992). Again, Article 196 conferred on the PSC powers to make regulations stating, "The Public Services Commission may, subject to the approval of the President, make regulations, by constitutional instrument, for the effective and efficient performance of its functions under this Constitution or any other law," (The Constitution of the Republic of Ghana, 1992). The varied HRM policies in public service organizations, built on various collective agreements, distorted HR management in public services. To address this risk, the commission developed a document to serve as a reference point for the public service organizations in HRM. The commission's objective was to ensure uniform standards. I reviewed selected literature on HRM and collected data involving face-to-face in-depth interviews from one public service organization in Ghana. I also reviewed the HRMPF&M to appreciate its simplicity for easy implementation at the N&MC. I identified challenges encountered by the selected organization (N&MC) and made possible recommendations for review of the HRMPF&M in the near future.

Theoretical Framework

Researchers have used several models and approaches to demonstrate how HRM could be used to drive organizational change guided by policies. Some theories I considered relevant to this research problem include institutional-analysis theory (Scott, 2004), policy-feedback theory, and force-field analysis (Lewin, 1951). However, for this study, I adopted the NPT (May & Finch, 2009) because, unlike the other theories, the latter researchers used their theory (NPT), which was also my intent, primarily to examine the social processes that affect the acceptance of new ways of working. In this study, the focus was on aspects of individual and collective behavior that may be important in the implementation processes of the HRMPF&M.

Normalization could be viewed as the work that stakeholders do as they engage with some ensemble of activities, such as implementing new or innovative ways of doing things, (for example, a policy framework driving change, ways of thinking, organizing and acting). This innovative way eventually becomes a routine, improving or doing away with the traditional ways of performing activities within an organization to yield better organizational performance. These activities can become routinely embedded in the existing social patterns, knowledge, and practices (May & Finch, 2009). In this context, I used the NPT to explain how stakeholders could use HRMDs to enable transformation and to amend processes in an organization through the adoption and implementation of the HRMPF&M in public institutions in Ghana.

Operational Definitions

Framework: An essential supporting structure of a building, vehicle, object, or the processes and people in this circumstance (Marcelino-Sádaba, González-Jaen, & Pérez-Ezcurdia, 2015).

Human resource: The personnel of a business or other organization, regarded as a significant asset in skills and abilities (Armstrong & Taylor, 2014).

Human-resource management (HRM): Formal systems devised to manage people in an organization (Bratton & Gold, 2012).

Human resource policies: Policies adopted or implemented by an organization to manage people in the organization (Brewster & Hegewisch, 2017).

Organizational change: The processes of change of an organization's strategy, business processes, organizational structure, or cultural changes in an enterprise or organization (Mourfield, 2014).

Policy: A course or principle of action adopted or proposed by an organization or individual (Green, Camilli, & Elmore, 2012).

Strategic HRM: Formed and executed HR policies meant to enhance employees' skills and abilities, to enable companies to achieve their targeted goals (Armstrong & Taylor, 2014).

Assumptions

One assumption of this research was that I would be able to secure sufficient numbers of key personnel and officials at the N&MC as a target population to participate in the research. I also assumed these people would each be willing to spare approximately

45 minutes of their time to take part in an interview, would be honest, and would openly share their views on the subject matter. Another assumption was that the selected public institution, the N&MC, would have adopted and implemented the HRMPF&M by the time the study was conducted.

Scope and Limitation

I conducted the study at the N&MC, which has adopted the HRMPF&M. I chose this institution based on the assumption that this organization would be accessible and willing to offer information. Additionally, the N&MC saw the need to have documentary evidence to guide the operations of the HRMD. Accordingly, the PSC was consulted to assist the N&MC in the development of their HR tools such as policies and conditions of service. The PSC, having observed the manner in which the N&MC embraced the use of the HRMPF&M, was optimistic that useful lessons would be learned from them that would be relevant in making recommendations to other public services. However, as this is a case study, the findings cannot be generalized, as the sample size is small, which is a limitation of this study. Additionally, the study did not include all public-service institutions in the country. Of the 457 public service institutions existing in Ghana at the time of this study only one was used as a case study. This study also did not include all HR managers and management staff in the entire selected organization. Instead, I selected the participants based on their levels of decision making in the implementation of the HRMPF&M in the N&MC.

Significance of the Study

With this study, I added to existing literature on the capacity of HRMDs to drive organizational change, especially in developing countries, where awareness of the essential nature of HRM policies and how these policies could be used to effect organizational change was being raised at the time of this writing. The study may also provide insight in addressing challenges faced by the N&MC in the implementation of the HRMPF&M.

In addition, findings from this study generated useful lessons to guide possible review of the HRMPF&M by the PSC to determine the challenges and areas not covered by the HRMPF&M. The PSC continues to become more sensitive, identifying issues that would assist in the review. My recommendations may play a vital role, contributing to the development of a more efficient public sector in Ghana after stakeholder engagements and when policies are reviewed or developed in the various public service organizations. Finally, this study will aid in fine-tuning existing policies and guidelines by the PSC.

Implication for Social Change

The HRM department is considered the backbone of any organization, addressing all aspects of personnel from recruitment to retirement, as well as wages and welfare. Presently, workers are increasingly willing to acquire knowledge and skills to improve their performance in the workplace. The most valuable resource of an organization is its human capital (meaning the resources, talent, and expertise of its workforce; Mayhew, 2017). The HR officers/managers in any organization need to be equipped with the necessary competencies to perform these personnel functions. HR policies are critical in

providing workplace structure and guidelines for the most effective use of human capital. By providing better appreciation for the use of policies and guidelines, the results of this study present useful knowledge to public-service organizations of the need for a framework to guide the development of policy guidelines.

I am hopeful that implementing the revised HR policies could be the appropriate use of human capital for optimum productivity. Policies, principles, and regulations must guide HRMDs, equipping them with the necessary skills and competencies to manage the staff professionally and ethically. Again, I am confident that by providing a reviewed comprehensive HR guide, developed on the bases of practical experience and consultations with relevant stakeholders (HR officers and management), the results from this study will guide the evaluation of current policy guidelines enshrined in the HRMPF&M for adoption by public-service institutions. Organizations are equally able to manage their mandate with effectively and strategically well-trained and resourced staff. Building the capacity of personnel would be the least costly area of potential swift transformation (Wafa, 2015).

Again, the implementation of the recommendations could assist institutions to conduct their business efficiently and fairly and to hold public servants accountable, where necessary. This HRMPF&M also addresses the management of people in organizations with principles and standards that would increase uniformity and encourage good and healthy working environments, helping clients of the public services gain more confidence in public-service organizations.

The findings from this research are likely to have positive social implications when published educating institutions that hitherto were not guided by policy guidelines. In the same vein, from the results of the study, revised or new policies may become more suitable for handling HR issues that will confront society, as many organizations may be able to improve their HR tools. Sharing these recommendations with other public services in the subregion of West Africa may help guide central management agencies in these countries to develop similar guides to streamline HR matters.

Summary

In this qualitative case study, I used semistructured interviews as the source of primary data with 23 participants. I purposely selected those participants to answer the following research questions:

1. What are the perceptions of staff of the N&MC, a public-service institution, on the extent to which the HRMD drove change through the implementation of the HRMPF&M?
2. What roles do management of the PSC and the N&MC play in the implementation of the HRMPF&M at the N&MC?
3. What is the relevance in implementing the HRMPF&M in the public services in Ghana?

I studied selected literature on HR, HRM, strategic human resource management (SHRM), policy, and organizational change. The literature reviewed provided a solid background to the study, even though the review identified a gap in information and analysis with regard to how the HRMDs could drive positive changes in their

organizations. I identified that, despite the existence of the HRMPF&M in the public-service institutions in the country at the time of this writing, most institutions have not consistently implemented the HRMPF&M; therefore, they continue to face challenges, such as litigation, and are consequently unable to drive the desired organizational change. The major sections of this chapter include, the background of the Study, problem statement, purpose, research questions, theoretical framework, methodology, research design and approach, population and sample size, and sampling technique and sources of data. The section also includes the data analysis method, ethical considerations, scope of definition, limitations, and significance of the study, and implications for social change. To fully address the problem, I provide a theoretical framework and an in-depth literature review in Chapter 2.

Chapter 2: Literature Review

In this study, I investigated the perceptions of staff of the N&MC, a public-service institution, about the extent to which the HRMD drove change through the implementation of the HRMPF&M. Personnel of the PSC in Ghana developed the HRMPF&M to equip public institutions with the necessary materials to handle their HR issues. Many researchers have argued that organizational change initiatives do not yield the required result, mainly due to poor HRM policies (Adeniji et al., 2013; Callahan et al., 2012; Fullan, 2014; Jayasinghe, 2016; Matthew, 2014; Public Service Commission, 2010). These authors further showed that HRMDs could be used as drivers for organizational change through the implementation of policy frameworks and efficient HRM practices (Adeniji et al., 2013; Callahan et al., 2012; Jayasinghe, 2016; Matthew, 2014). Bratton and Gold (2012), for example, explained that HRM is the process of connecting the HR function of an organization with the strategic objectives of the organization to improve performance.

Organizations face some challenges in their quest to improve performance (Armstrong & Taylor, 2014). Organizations continue to encounter issues of ineffective HRM, an absence of HR tools to effectively manage employees, a lack of understanding of HR manuals or frameworks that contain policies on how to effectively manage HR issues in an organization, and a high rate of litigation. These challenges hinder development of the kind of organizational change managers of HRMDs would desire in an organization (Armstrong & Taylor, 2014).

However, previous investigations have not evaluated exactly under what circumstances HRMDs fall short as useful drivers for organizational change. To identify the actual reason for this underperformance, Ghana's PSC officials rolled out the developed HRMPF&M to guide HRMDs in performing their functions. At the time of this study, the HRMPF&M had been in existence and accessible to all public service organizations for about 5 years. In spite of the effort by the PSC to make HRM practical and simple with the development of the HRMPF&M and the organization of workshops to train HR officials on the HRMPF&M, these organizations continue to encounter difficulties (Workable, 2018). The challenges organizations face suggest that the HRMDs are not making use of the HRMPF&M to achieve the desired organizational change.

Literature-Search Strategy

To review the related and relevant literature on the topic, I used several library databases, including the Walden library and some search engines, to search for articles. Some library databases I accessed included JSTOR, EBSCOhost, Science Direct, Emerald, and Cambridge Journals online. The primary search engine used was Google Scholar. I also ensured that I accessed, downloaded, and reviewed only current and relevant literature for this work.

Similarly, I reviewed documents from the selected public organization, N&MC, and working documents from the PSC and the HRMPF&M. I also studied the National Labor Act and the 1992 Constitution of the Republic of Ghana, as well as the PSC Act, Act (482) of 1994. Other documents include journal articles on HRM in Ghana, and newsletters from the Institute of Human Resource Practitioners. Several keywords were

pertinent to the search, including *HR, organizational change, organizational performance, employee assessment, employee performance, and personnel training*.

I began the review with the definition of a policy framework. I then proceeded with the aims and functions of HRM, SHRM, and the relevance of the HRMPF&M to Ghana. I also studied some selected policies from the HRMPF&M, and the perceptions of staff of the N&MC—a public-service institution—about the extent to which HRMDs could drive change through the implementation of policies enshrined in the HRMPF&M. I also described the role of the PSC in providing initiatives to HRMDs and to equip them with the needed capacity to drive organizational change. The theoretical framework adopted for the study, the conceptual framework, and empirical review were equally discussed. These concepts were selected to assist in addressing the research questions.

Policy Framework

A policy framework, according to the business dictionary is “a set of principles and long-term goals that forms the basis of making rules, and guidelines.” According to the definition, policy gives overall direction to planning and development of the organization (Policy framework, 2019). Policy framework describes an organized policy document that has a logical structural group and categories, making it easy for staff to read through and understand policy issues raised (Organization for Economic Co-operation and Development, 2015). The framework intends to help organizations develop and plan policies to implement their goals toward improving their organization. The framework provides guidelines for investment in areas deemed necessary for organizational change, such as the development of HR for personal and organizational

skills, knowledge, and abilities, as well as strategies to attract workers with the best skill sets (Organization for Economic Co-operation and Development, 2015).

This study agrees with the definition of policy framework of the United Nations Conference on Trade and Development (United Nations Conference on Trade and Development, 2015), which indicated that a policy framework refers to a set of long-term goals and principles serving as the foundation for guidelines, rules, and directions for the development and planning of organizational change. United Nations Conference on Trade and Development also emphasized the need to invest in the various implementation processes required to achieve the aims of the policy framework.

Human-Resource Management

Ideally, HRM encompasses committed professionals working supportively with other talented organizational members to attain the organization's vision, mission, goals, and values (Daly, 2012). HR managers operate as a service division for other operational units of the organization. HR endeavors to develop policies, plans, programs, and initiatives that improve other working units' human capacity to deliver high-quality services to stakeholders, and citizens (Daly, 2012).

The principles of HRM are contemporary in situations in which globalization and the application of innovative technologies in diverse fields continue to require different employee skills (Anyim, Ekwoaba, & Ideh, 2012). An efficient and effective performance of a corporate organization hinges on the individual performance of the employees. HRM begins with planning. HR planning is the practice of predicting the future human-resource needs of an organization and deciding how the current human-

resource capability of the organization can be developed to fulfill these needs and desires (Juneja, 2019). Therefore, every organization needs to put in place strategies to recruit the most effective people at the appropriate time. Failure to develop suitable strategies for the right activity to be performed or for hiring less effective people can be costly (Osemeke, 2012).

Employee recruitment and selection in public and private firms gained recent attention not only in Ghana, but globally. Osoion and Zaharie (2014), in the article “Recruitment for Competencies in Public and Private Sectors,” explained that “the ability to attract highly skilled human resources depends on the employee recruitment process implemented by organizations” (p. 1). Further, selecting potential candidates without following a policy framework can result in acquiring a workforce with less performance and increased cost for the company, if appropriate measures are not taken to get the best employee for the job (Osoion & Zaharie, 2014).

Djabatey (2012) clarified that the quest for high performance explains why companies are paying significant attention to the HR of their institutions. Having skilled personnel is in harmony with the study conducted by Osibanjo and Adeniji (2013), who indicated that having skilled personnel should begin by recruiting people with the relevant expertise. Osibanjo and Adeniji (2013) addressed the ability to conduct a good recruitment and selection process for employees with high-performance skills to increase the overall performance of an organization. Selection by HR personnel begins by identifying people with the most effective skills for the job, whereas recruitment involves “all the processes required to determine and attract candidates that have the potential

from outside and within the company to be considered for employment” (Ekwoaba, Ikeije, & Ufoma, 2015, p. 28) The need persists to use relevant processes, such as comprehensive job analysis, and to clearly designate the kind of attitude, behavior, skills, competencies, and experiences needed for the vacant position. The analysis establishes the relationship between the job and the overall structure of the organization.

Djabatey (2012) revealed that changing social trends and globalization, as well as technological advancement in organizations, have introduced challenges in HRM practices. Companies must use objective judgment in recruitment and selection processes (Doldor, Vinnicombe, Gaughan, & Sealy, 2012). Organizations must hire and promote the most competent applicants for the job while preparing to upgrade their skills through capacity-enhancement programs, such as training and development, to improve their abilities for effective operational activities. In a study on recruitment and selection practices in the public sector of Pakistan, Ashraf (2017) found that job analysis is the most essential part of HR activities. The hiring process in the public sector is deficient due to poor job analysis that eventually affects the performance of public-sector organizations in Pakistan (Ashraf, 2017). After taking appropriate steps to select the right caliber of employees, an organization then needs to decide to organize orientation, onboarding, or training programs for them as soon as feasible. Proper onboarding is vital to retaining, engaged talented personnel (Maurer, 2015). Onboarding is the process of incorporating a new employee into a community and its culture, as well as giving the new hire the tools and information needed to become a creative member of the team. The onboarding process should be a strategic one that lasts at least one year. The rationale for

this process to last for this long is based on staffing and HR experts saying that how employers handle the first few months of their employees' experience is crucial to ensuring high retention (Maurer, 2015). To adopt management principles and retain employees in companies, HRMDs perform the following four primary functions.

- Provide services that help align managers to complete work on schedule or serve other departments; build industrial and labor relations; organize staff welfare programs, training, and development sections; manage compensation, recruitment, selection, and placement; and plan research.
- Advise staff on matters concerning HR, safety at work, morale, honesty, integrity, productivity, management, and career path.
- Develop and execute policies that are well documented into a policy framework for all staff members through circulars or employee handbooks.
- Fully control HR initiatives by ensuring effective monitoring and evaluation of regulatory frameworks deemed appropriate for organizational change. These initiatives should be completed in collaboration with principal stakeholders (Anyim et al., 2012).

Indeed, the scope of HRM is extensive, as it ensures a system that not only attracts, but motivates, develops, and retains new recruits while maintaining a functional system of strategic objectives. New trends identified by scholars in the field of behavioral sciences show that the scope of HR functions in recent times has expanded. Jiang, Lepak, Hu, and Baer (2012) provided the following range of HRM functions: *Industrial relationships* ensure disputes are prevented and resolved on time, grievances and

disciplinary measures are undertaken to curb misconduct in the workplace, and union engagements and collective bargaining also take place. *Welfare* issues consider the working environment and amenities, such as medical assistance, rest and lunchrooms, houses, bus transportation, cars, insurance, sick leave, and controlled stressful environments. The *personnel aspect* considers the incentives, productivity, remuneration, promotion, placement, transfer, recruitment, selection, layoff and retrenchment, workforce planning, training, and development functions. HRM can engage five areas to make employees “fall in love” with the company: treating everyone well, providing appropriate rewards, developing talented people, training, and improving skills (Franklin, 2018).

Motivation is an essential HR function, which entails “the emotional forces that determine the direction of a person’s behaviour in an organization, a person’s level of effort, and a person’s level of persistence” (Jones & George, 2019, chapter 3). To achieve organizational goals and objectives, strategies must be developed and well-implemented with the effective use of all skilled resources (Koberg, Boss, Senjem & Goodman, 1999). Companies that put their personnel at the centre of operations maintain a positive and strong relationship, persuading these personnel to fulfil tasks effectively (Adi, 2000; Rothberg, 2005). If personnel are not well-focused, business productivity and effectiveness decline. Unless and until employees are motivated and satisfied, an organization cannot foster success (Manzoor, 2014).

In summary, motivation is important to individuals and the organization. Motivation is related to employee satisfaction. Also, motivation inspires people to widen

their knowledge, exploring and unleashing their full capabilities and potential (Korth, 2017). Correspondingly, from the organizational perspective, motivation leads to a positive attitude in the workplace, easy adaptation to changes, and greater creativity. The more motivated employees are, the more contribution they make leading to the success of the business (MSG Experts, 2017).

Equally critical to the performance of an organization is training and development of workforces and managers (Briscoe, 2015). Well trained and developed employees, when fully used by the employing organization, benefit the organization as well as themselves. Organizations often use training and development to close the gap between current performances and expected future performance. Training and development is an important function of HRM (Weil & Woodall, 2005). Therefore, for an organization to grow and survive in today's global and fast-changing environment these organizations would need to develop systems and programs that elicit the needed effort, attention, creativity, and general innovation of employees on teams.

Additionally, HR managers work to use staff salaries more efficiently to enhance organizational performance. Based on the type of service provided by the institution, the operations of the organization continue to require various HRM policies to deliver services effectively and efficiently. HRM processes include various concepts such as compensation, performance management, and succession planning (Watson, 2019). Compensation and benefits require effective administrators in the HR department. The HR team is expected to manage the payroll and bonus and benefit schemes for the organization. (Watson, 2019). In a similar vein, Organization for Economic Cooperation

and Development (OECD, 2019) indicated that compensation of government employees is a key element in strategic HR systems that affects the attractiveness of government positions (OECD, 2019). HR is designed to manage various processes in the organization including employee benefits. Benefits may include nonwage compensation provided to employees in addition to their normal wages or salaries (Wikipedia, 2020). Significantly, employee turnover impacts the total cost and performance of organizations, especially when key employees leave the company because they are dissatisfied with compensation and other forms of motivation. In a study of the Guinness Company in Nigeria, Osemeke (2012) asserted that the company's HR practices, and especially remuneration, are essential to its effective performance.

Syed and Jamal (2012) affirmed that the HRM team develops initiatives to drive organizational change toward a positive direction in areas such as talent management, knowledge management, and creating a healthy work environment for individual employee performance. Syed and Jamal identified the following key statements as constituting the objectives of HRM:

- to meet staff development goals and career expectations through training activities and study leave in courses that would benefit the company;
- to create work conditions for the total quality concept and for stimulating teamwork and innovation;
- to guide employees in a way to maximize output;
- to unify HR strategies and organizational plans, and to develop and sustain a corporate culture;

- to convince employees to remain committed to achieving organizational goals. (Syed & Jamal, 2012).

The HRM system becomes much more complex when it relates to other external environments and internal departments of the company while adding new areas of work schedules. Due to these dynamics, researchers have diverse views on the purpose or aims of the HRM system. However, the principal purpose of HRM is to ensure the HR of organizations is well-managed (Syed & Jamal, 2012).

HRMDs have the task of developing initiatives that drive organizational change in a positive direction. Poor working environment, excessive stress, inadequate employee satisfaction, and welfare issues usually lead to labor unrest and declining performance in the workplace (Nyakwara & Gongera, 2014; Nyakwara, Shiundu, & Gongera, 2014). Dating as far back as 1965, the Ghanaian social legislation passed by Parliament has been somewhat helpful in providing the required regulatory framework to guide organizations. The regulatory framework has equally been helpful in the processing and the resolution of conflicts, as well as other influential factors for decision-making.

Various kinds of company services can be grouped into public services, nongovernmental services, and private services. Usually, private companies aim to make a profit and the public sector aims to satisfy the public's needs, whereas nongovernmental institutions are (by nature) not profit-, service-, or development-oriented organizations, either for the benefit of its members or other members of the community. These nongovernmental institutions aim to satisfy the public's needs while performing activities similar to those of public institutions (Kepha, Mukulu, & Waititu, 2014). Again, NGOs

play a vital role in the socioeconomic development of Ghana by complementing the state's determinations in providing sustainable development to a particular group or community. NGOs provide umbrella services including the promotion of equality and human rights, legal services, and education and training programs. NGOs also fill development gaps where government support is inadequate (Gyamfi, 2010). Such examples in Ghana include Jobberman which assists in the recruitment of talented personnel into organizations. Jobberman has been in Ghana for the past eight years, advertising on sites such as those hosted by Ghana Yello (2020). Another example is Prime Care Network, which is a nonprofit organization that promotes socioeconomic development in Ghana. They offer volunteering/internship placements in Ghana ranging from the field of education to healthcare (Ghana Yello, 2020). An example of an international NGO is World Vision International, with a focus on building a better world for children, their families, and the community as a whole (World Vision International, 2020). However, the three categories of services outlined above have the common purpose of providing quality services through HR, despite differences in focus.

All three sectors mentioned above need their own HR function to run the organization. If the HR function is not performing as expected, by building the capacity of the personnel working in the institution, no matter how progressive the company is regarding its ability to organize financial resources, the organization will still not perform excellently (Kepha et al., 2014). Having inadequately qualified employees may hinder the organization in achieving its goals and objectives over time (Kepha et al., 2014). This aspect directly affects the cost and the general performance of the organization. A

workforce that is talented is crucial in a competitive and technologically advanced environment.

Also, important as an HR function is the management of employee performance. Performance influences the sustainability and development of public institutions. Watson (2019) identified performance management as a broad term and indicated that every organization approaches it differently. Emphatically, one factor has often proved effective: “keeping your employees engaged, making sure they are able to see how their achievements contribute to the success of the business and showing them where they could further add value” (Watson, 2019, para. 28).

HR determines the success of every business (Djabatey, 2012). Nonperformance can be attributed to employees using poor skills, requiring appropriate efforts be made to build employees’ capacities. Failure to do so can lead to unnecessary cost (Osemeke, 2012). Thus, proper staffing is crucial for public institutions to improve performance and be viable in the sector (Djabatey, 2012).

Strategic Human-Resource Management

SHRM is a practice comprising the use of an all-encompassing method in the advancement of HR policies, incorporated into the overall goal of the organization (Cania, 2014). These strategies delineate objectives and procedures connected to general organizational concerns, including the effectiveness of the institution. Precisely, these strategies also engender the phases of managing people—resourcing, learning, and developing, as well as rewarding and managing employee relations. SHRM emphasizes activities that differentiate the organization from its competitors (Purrell, as cited in

Cania, 2014). Unlike HRM which is responsive in nature, SHRM is a preemptive management function. Again, whereas HRM regards managing an organization's HR, SHRM emphasizes aligning HR with the organization's overall objective (Difference between HRM and SHRM, 2014). The essence of this distinction is to indicate that in SHRM, a relationship exists between organizational strategy, HR policies, and performance. The importance of HR policies in driving organizational change is the focus of this study. Thus, the link between these concepts is vital to this study.

Several HR procedures are nonetheless often regarded as strategic: opportunities for career-development, career prospects, formal training systems, appraisal methods, profit sharing, and job definition (Delery & Doty, 2016). The HR of an organization is abstractly respected in relation to the premeditated role it plays in the accomplishment of organizational goals, worth considering in the field of SHRM studies (Delery & Doty, 2016). The authors saw a connection between SHRM and HRM, suggested by Boxall (2009) and Boxall and Purcell (2009). The studies of Wright and McMahan (1992) described SHRM as "the pattern of planned human-resource dispositions and activities projected to enable the organization to achieve its goals" (Wright & McMahan, 1992, p. 301).

SHRM aims to improve institutional performance through people management using the appropriate policies. Therefore, the approach to effectively and efficiently manage these human resources to be able to achieve the anticipated goals and objectives depends on the success of the HRMD. Effective HRM will translate into better performance of the organization (Cania, 2014). SHRM also "focuses on the internal

factors (the HR) in the organization rather than external factors that influence organizational performance” (Cania, 2014, p. 374). Organizational competitiveness depends on the resources of organizations, which suggests that “a firm should look inward at their resources as a critical source of strategy for its effectiveness” (Barney, 2015, p. 101). An organization’s resources contribute to its sustained competitive advantage; resources that are valued, not easily imitated, and unique will lead to competitive advantage (Barney, 2015). In the scenario of the public sector, strategic resources would be the personnel who needed to be creative and innovative to improve service delivery. The HRMDs can only succeed if there are policy guidelines to guide HR functions. Employees cannot achieve effectiveness and efficiency without the appropriate policy guidelines to shape HR functions. The focus of this study is to explore how the HRMPF&M guided the HRMD of N&MC to improve its effectiveness.

The uniqueness of a resource refers to the notion that “it is difficult for other institutions to copy or otherwise reproduce the resources for their own use, while non-substitutability means that other resources cannot be used by competitors in order to replicate the benefit” (Barney, 2015, p. 102). The public sector is broad, providing various types of services ranging from health care delivery to the provision of basic social services. The government is responsible for the provision of these services through public services. It is imperative that these service providers be trained adequately to deliver these services. It is a matter of capacity development: “The integrative approach of strategic HRM practices and sustainable competitive advantage approach are rooted in appropriate theories such as resource-based view, behavioral based view and social

exchanges theory” (Emeagwal & Ogbonmwan, 2018, para. 1) The insights gained on HRM practices provide the perspective of human-capacity development and employee commitment. (Emeagwal & Ogbonmwan, 2018).

The resource-based view has become the guiding model on which practical SHRM research relies (Wright, Dunford, & Snell, 2015). Organizations must be more focused on the most effective approach between the general practice of HRM and the organization’s strategies (Wright, 2009). Researchers need to address the inadequacy of empirical findings in the literature to support outcomes in the practice of HRM, which includes skills, behaviors, and other resources.

Although some literature outlined several HRM practices, topics that have emerged repeatedly require further identification. In this sense, a study by Gerhart and Milkovich (1990) revealed the possibility of observing the perspectives that focus more on practices than theories. These HRM practices including the notion of variable compensation, are oriented to reinforce the abilities of employees. Some measures, such as person specification used in the recruitment and selection process, were developed to match the activities and policies of HRM (Terpstra & Rozell, 2014). These measures can provide a clearer overview of organizational strategy; viewing the people of the organization as a strategic resource (Cania, 2014); or employing these tools to achieve performance (Borman, 2015). Based on this perspective, the impact of these sets of practices on the performance of organizations serves as a cumulative approach.

The problem is that a gap exists between these HRM practices and the performance of these organizations. Interest has recently shifted from long service toward

aspects much more related to commitment and participation of the workforce, the consensus on problem-solving, teamwork and work incentives, job redesign, or the establishment of new mechanisms of compensation (Youndt, Snell, Dean, & Lepak, 2016).

Several scholars studied the viewpoint of the configuration of the HR system. Based on the propositions of Devanna, Fombrun, and Tichy (1984), Guest (1989); Jackson and Schuler (1995), Tichy, Fombrun, and Devanna (1982), and Wright and Snell (2015), organizational functions comprise three interrelated elements: HR strategy, HR policies, and HR practices. HR strategies set out what the organization plans to do about its HRM policies and practices and how they should incorporate into the institutional strategy and each other (Politeknik NSC, 2015, Ch 3). In contrast, HR policies are the formal rules and guidelines that organizations put in place to hire, train, assess, and reward their employees (Inc., 2020a).

Practices are limited to more concrete functional areas, whereas policies are placed at an intermediate level because they describe the coordination of two or more practices to achieve objectives, such as employee involvement, security, or the improvement of communication channels within the workforce. (Guest, 1989, pp. 49, as cited in Walton, 1985, para. 16–19)

Sapra (2012) explained the link between strategy and performance-appraisal systems. Sapra was of the view that strategic HR decisions establish standards for each job role to define its competencies. Performance management systems measure employee achievement relative to those competencies. Managers use performance management

systems to assess and reward the behavior of their employees. Additionally, a strategic human resource management function handles the recruiting, interviewing, hiring and development of all personnel required to ensure the company achieve its goals. The relationship between performance management and strategic planning links day-to-day operations with a company's vision. (Savannah Technical College, 2020).

SHRM is integrated into an internal framework defined by the organizational environment and principles (Ferris et al., 2009; Hendry & Pettigrew, 2010), and also by the firm's size and structure, its productive technology, orientation to innovation, and the diverse interests of involved stakeholders (Jackson & Schuler, 1995). The vital role of HR policies and practices in the organization's success in relation to the strategies for optimal performance relates well to the focus of this study.

Figure 1 shows the relationship among HR strategy and other organizational performance characteristics.

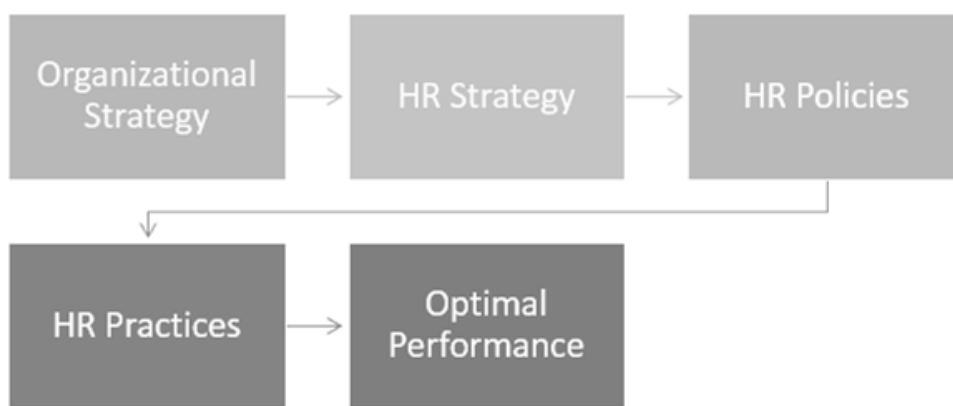


Figure 1: Relationship among HR strategy, policies, practices, and organizational performance. HR policies and practices are the focus of this study.

Policy Statements

The Business Dictionary defined a policy statement as a “Formal document outlining the ways in which an organization intends to conduct its affairs and act in specific circumstances” (Policy statement, 2019, para. 1). In the same vein, Duff (2017) explained that policy statements are meant to clarify an organization’s intent. These statements safeguard an organization from misinterpretations that might lead to unapproved conduct (Duff, 2017). For this reason, each policy guideline ought to embrace its purpose, terms, the statement itself, and how to implement it.

Policy on Training and Development

Training and development is defined as the official continuing efforts made in organizations to improve the performance and fulfillment of employees through a diversity of educational methods and programs. (Inc., 2020b). Policy usually also includes intent to act (planning) and implementation. Policies in specific HR programs have become necessary in the modern competitive environment, which calls for employees to replenish their knowledge and acquire new skills to do their jobs more effectively, thereby benefitting the employee and the organization. Skill improvement is meant to make employees feel confident about improving efficiency and productivity, as well as finding new ways to develop personally and achieve success (Workable, 2019).

Although policies are applicable to specific groups, policy guidelines should be sound, reasonable, and flexible, and provide a guide for thinking about future planning and action (Policy, 2019). Additionally, policies should provide restrictions about which decisions organizations must make (Policy, 2019). The HRMPF&M provided some

policy guidelines, encouraging organizations to stimulate a culture that inspires and permits organizational and individual learning aligned with existing and future organizational requirements and departmental/divisional objectives (PSC, 2015).

The training program should communicate not only the explicit needs identified through the organization and individual calculations, but also the overall goals of the institution (Inc., 2020b). Policy guidelines comprise statements and recommendations for use. Management and HR should collaborate to build a continuous professional development culture (Workable, 2019). Such a culture could mean maintaining one's professional membership in, or registration with, a professional body, or a license to operate in that field. To achieve a successful and effective culture, employees must seek new learning opportunities, management must coach their teams and identify employee-development needs, and HR must facilitate staff-development activities and processes. Policy guidelines should clearly define the various types of expected training that can be useful for an organization, such as formal training sessions (individual or corporate), employee coaching and mentoring, participating in conferences, on-the-job training, job shadowing, or job rotation (Workable, 2019).

The Asia Pacific International College (2016) also recognized the significance of training and developing its staff and understood that its employees are crucial to the success of the college. The college outlined their policy, explaining what employees should do, and what the organization should do. In terms of training, for instance, Asia Pacific International College delineated the requirements for undertaking specific training

related to one's current position, or as a prerequisite for performing in a different position (Asia Pacific International College, 2016).

Again, training and development are the components of HR capacity building program, which has the capability to build and strengthen the work-related attributes of employees in a specified period of time (Nadler & Nadler, as cited in Kumpikaite & Sakalas, 2011). In this sense, training and development provide the platform to develop and strengthen the roles of HR in an organization. Thus, training and development are logical and organized approaches to improving the skills, knowledge, and attributes required to enhance the effectiveness of employees to fulfill their job roles.

Policy on total compensation. The PSC, in its HRMPF&M, explained that such policy statements should reflect the employers' recognition and commitment to the rigorous management of the total compensation of public servants as a critical factor in the operational management of personnel in the public sector of Ghana. Total compensation consists of salary and non-salary elements (PSC, 2019). The HRMPF&M stated, "The purpose of this policy is to provide for an impartial and consistent application of both salary and non-salary elements of total compensation and to define the requirements for the administration of compensation for public servants" (PSC, 2015, p. 58).

The policy is meant to ensure that competent employees can be encouraged to enter public service, be retained, and be rewarded while controlling costs, among other issues. As another example, the Georgia Institute of Technology also shares in the view of the PSC in its stated objective on compensation: the aim of policy is to "attract, retain,

and motivate employees by providing total compensation practices which are competitive with outside market pay levels for similar jobs and aligned with the institution's needs" (Georgia Tech Policy Library, 2019, para. 1). In the same vein, Bessette (2014, as cited in Radant, Colomo-Palacios, & Stantchev, 2016) agreed with the PSC's notion that total compensation may be defined as "the package of quantifiable rewards that an employee receives for his or her labors" (p. 1).

Policy on performance management and recognition. In its policy statement, the PSC saw performance management as a fundamental part of the HRM system, ensuring that public-service organizations would deliver on their respective mandates. An effective performance-management system is one of the most significant ways to build a work environment that strives for professionalism, rewards high performance, maximizes flexibility, and encourages employee professional growth and development. Such a system integrates the principles of clear and regular communication, effective work planning, employee development, resource allocation, feedback, recognition and reward, and fairness and transparency (PSC, 2015). The objective of a performance-management policy is to make available a reliable system for employee-performance feedback by connecting job performance with the goals of the department (Case Western Reserve University, 2019). The PSC outlines three essential steps needed in the system to make it more effective: setting objectives, midyear review, and year-end assessment of the performance compared to those objectives.

The justification for effective performance management is that the tool assists "supervisors and policy-makers in learning from performance statistics, enhancing their

ability to make more coherent resolutions for the future, grounded in observed data” (PSC, 2015). Managing performance is, therefore, a key HRM tool to ensure employees become aware that “training, development, and learning are based on competencies, and encompass worker and career development, coaching, mentoring, knowledge transfer and leadership development at all levels” (PSC, 2015, p. 15).

It is vital for HRMDs to understand the process in order to synchronize the timing of steps to align with appropriate events. For this reason, supervisors are encouraged to meet and discuss objectives and performance at other times, whenever warranted or desired (Case Western Reserve University, 2019). Furthermore, a performance-management system is meant to assist employees to have a clear appreciation of their expected work and to receive constant feedback concerning their performance in comparison to anticipations of their performance. A performance-management system is also meant to help allocate rewards accordingly, to recognize development opportunities, and to address performance that does not meet expectations (Georgia Tech Policy Library, 2019). The use of performance management is critical and prevalent (Nunn, 2012). Public services resources have become increasingly inadequate with a consequential growing prominence on proving the impact of public services mediations to achieve value for money (Nunn, 2012).

The Relevance of Implementing the Human Resource Management Policy Framework and Manual for the Public Service

The PSC (2015) asserted that the following principal factors account for the relevance of implementing the HRMPF&M for public service:

- implementing the HRMPF&M in the public sector would help to overcome the challenge whereby personnel managers are not able to use the maximum potential value of employees;
- attributing merits to the excellence of similar HRM policy frameworks adopted by some private companies motivated interest in developing a public-sector policy framework;
- helping increase effectiveness in service delivery in the Ghanaian public sector to achieve a competitive advantage;
- implementing the HRMPF&M is necessary to meet more demands of workers in the public sector. (In some instances, labor unrest or strike actions in Ghana required increases in salaries and concerns for general welfare in the form of improved working conditions, but these requirements for better working conditions did not influence decisions made by government authorities);
- maximizing output while reducing costs with a growing increase in effective service delivery by the public, coupled with globalization and technological changes; and
- meeting HRM requirements, such as motivation, commitment, and participation sourced from behavioral patterns and cultural perspectives, which need a strategic management direction.

Roles of the human resources department in driving organizational change.

The work environment is highly competitive due to globalization, innovations, and a dynamic society with complex issues (Ullah, 2012). These complexities place greater

pressure on management to provide initiatives for improvement (Ullah, 2012). Change in a positive direction has become the order of the day, supporting the survival and sustainability of companies. In the public sector, in particular, satisfying clients through effective and efficient service delivery is key. These changes in the external environment, due to competition, for some critical and highly skilled staff have made the functions of HRMDs very challenging (Nunn, 2012). HR personnel must respond and adapt to the changes emerging from society.

Changes in the external environment may trigger a different form of response, large or small, and it is the duty of the HR department to ensure fewer gaps arise between management and employees (Ullah, 2012). Furthermore, the HR officers must understand that management has different challenges than employees. The duty of the HR officer is to reduce dissatisfaction between management and staff (Ullah, 2012).

HRMDs need to explain to employees why changes in policy must be implemented and show them how to achieve those changes. At the same time, HRMDs must provide prior notice to management concerning changes in policy direction, such as, increases in salaries, changes in dress codes, training in specific areas, and availability of studies in a particular field that would benefit the organization.

Lewin's (1951) theory of change contended that every organization can follow three main steps to achieve positive change: unfreezing old ways of performing activities, then embracing new changes adopted by implementing new directions, and refreezing to become the new normal. Replicating the theory in this scenario means HR officers, as change agents, should perform at every stage of the process. In the planning stage, HR

officers should be transformational leaders, leading the stage of implementing new HR policies, aiming to reposition the organization in a more effective direction (Ullah, 2012). According to the theory, as soon as organizational modifications have been made and the structure has regained its effectiveness, everyone's energy must be put to fortifying, or as Lewin puts it, refreezing these positive changes and ensuring the new organizational format becomes the standard.

Moreover, HR Officers should aim to articulate the most effective vision for the organization that will boost the interest of employees to commit to their work. Another significant function of HR officers is to maintain good communication among staff members, to prevent misunderstandings, especially concerning the desired change. Effective communication in the process of implementing a new policy direction can help encourage the players to undertake the new trend for change (Filippone, Youden, Pennington, & Fersht, 2012). In this context both management and employees should play their roles since communication is both ways.

The extent of implementation of the human-resource-management policy framework & manual in public-service institutions. The HRMPF&M for the Ghanaian public sector was adopted in 2015; although, in 2019, it may be too early to assess the scope of implementation in the public sector, the implementation of the HRMPF&M began showing some positive signs. The PSC (2015), in charge of monitoring and evaluating the HRMPF&M, assessed the implementation process of the HR-policy framework for the Ghana public services in November 2016, and found the level of awareness was high and key stakeholders understood the importance of the HRMPF&M.

In the PSC's assessment, 67% of the key stakeholders considered the HRMPF&M quite relevant to their work performance, and about 82% indicated that they were aware of the HRMPF&M. However, some issues were identified to be critical omissions: for example, the commission did not clearly indicate in the HRMPF&M the number of days that should be considered as a "vacation of post" if an officer absented himself or herself from duty (PSC, 2015).

The HRMPF&M indicated that a qualified medical doctor from a recognized hospital might grant a public service employee sick leave for up to a period of one year with paid salary. How the one year should be staggered was not clearly spelled out. Again, the HRMPF&M did not clearly specify procedures on the secondment of public service employees to international organizations. The Commission received a request for advice on how to handle a particular case with which the organization was confronted and noted the HRMPF&M did not provide the procedure for handling such issues. Secondment is a term used in public service in Ghana to describe the unique means of filling positions briefly when organizations are in serious need of particular skills to enable the organizations to function optimally (PSC, 2019). The commission relies on the HRMPF&M to organize training activities and, as such, should incorporate the basic issues that result in litigations. Training normally involves new courses on topics such as HR auditing, leadership, governance, performance management, organizational development, and developing the scheme of service for organizations (Workable, 2018).

The PSC revealed that the courses selected were carefully chosen to build the capacity of personnel in the public sector. These capacity-building trainings are usually

organized after assessing the needs of workers in the public sector. The HRMPF&M for the public sector aims to develop the capacity of employees through training sessions, learning programs and courses, mentorships, and performance management. Therefore, it is necessary to capture critical HR issues, especially when the HRMPF&M becomes a reference point (Workable, 2018).

Moreover, a general perception exists in Ghana that people's attitudes to work in the public sector are influenced by their political affiliation, leading to difficulties in drawing a line between partisan activity and professionalism (Gyimah-Boadi & Brobbey, 2012; Ohemeng & Anebo, 2012). In Ghana, the president has the final authority in the country, and by law, presidential appointments are final; however, some appointments may not be professional, if due process is not followed. Aligned with the constitution, which is the highest legal document of the land, the president appoints Chief Executives and their Deputies to head public service organizations for specific terms, indicated in their respective laws, in consultation with the Council of State or the Governing Councils/Boards, on the advice of the PSC (Constitution of the Republic of Ghana, 1992). Political decisions change with each new government and this instability affects appointees who head public service organizations in their ability to ensure implementation of HR policies initiated by the previous administration.

Decisions on financial, human, and material-resource provisions in the public service also change when a new government takes office. Politicians are not mandated to abide by the legislated rules to check promotions, recruitment, selection, and placement, and this lack of mandate affects the smooth implementation of the policy (Workable,

2018). As enshrined in the constitution under article 195, the mandate of the Commission is to make recruitments/appointments and retain the power to advise the president concerning political appointments into the public-service institutions (Constitution of the Republic of Ghana, 1992).

The PSC, therefore, provides a guide to ensure that principles, standards, and best practices are followed. The rationale is to improve service delivery with the availability of the necessary policy guidelines, as well as to guarantee that everyone is treated fairly. Some challenges have occurred since the implementation of the HRMPF&M in 2015 (PSC, 2015).

Despite the sensitization workshops organized by the PSC, the Commission continues to receive requests seeking advice on some areas identified as ambiguous, as well as in areas not previously addressed. Issues of unfair treatment and petitions by organizations and individuals remain a major challenge for the Commission, and some of this continuous defiance is often attributed to political interference. Political heads in some institutions recruit on a political rather than a merit basis, negatively impacting the performance of the organizations (Workable, 2018).

Despite the challenges encountered in the implementation processes, public service institutions are, at the time of this study, still using and implementing the HRMPF&M. The PSC (2015) specified that the HRMPF&M had provided specific objective guidelines for public institutions to adopt in their daily operations. These goals and principles consist of ethics and values advanced by the commission for the public sector to follow.

These objective statements in the HRMPF&M provided particular guidelines for employees in the public sector to follow. Gradually, the implementation of HR policies helped various HRMDs to establish the performance-management systems required to determine whether the organization was meeting its goals. Based on these performance standards, employees who are doing well are encouraged to keep up the good work.

If employees in the public sector have a collective commitment to implement the task given them, based on HR policy manuals, objectives can be achieved (Sinha & Thaly, 2013). Thus, public-service institutions under every Ministry, Municipality, Metropolitan, and District Assemblies, as well as other public agencies, need to align their strategic objectives with the overall aims of the HRMPF&M. This alignment would help achieve the general aims of the HRMPF&M. It could encourage each institution to use this HRMPF&M as a general guide, situated within each organization's specific needs.

I share the opinion of some scholars, such as Osemeke (2012) that the jobs for employees of public-service institutions set by management/HRMDs should be clear, achievable, and aligned with the policies in the HRMPF&M. The task or assignment for employees should be consistent with the objectives of the organization, and members should be motivated to accomplish such responsibilities (Osemeke, 2012). Public-service institutions working for successful implementation of the policy should identify complex tasks that need to be handled with care, especially to avoid conflicts in instances where new policies are implemented (Nyakwara et al., 2014).

Furthermore, in implementing policies in ways advocated in the HRMPF&M for public-service institutions, organizations and employees have distinct roles to play, defined by HR Officers/Management. In my opinion, these roles in addition to being clear be understood by all. Interpersonal, organizational, and personal expectations influence employees' work (Chuang, 2013). Management and HRMDs should be able to explain the task assigned to employees to increase performance while ensuring that such roles are flexible and interchangeable. One way to enact this assurance is through effective leadership. Effective leadership skills, such as effective management of people, strategic thinking, effective planning and delivery, effective communication, persuasion, and influencing employees to participate in achieving organizational goals, are all necessary and required of every leader (Prestwood & Schumann, 2002).

Organizations can consider four themes as strategies to integrate into their leadership: selection, development, succession planning, and engagement processes (Glatzhofer, 2017). HR leaders must play a vital role to encourage top organizational leaders to appreciate how these themes emerge in poor management or how leadership can rapidly disrupt midlevel leaders and impede organizational success (Glatzhofer, 2017). The study explored the role PSC and N&MC leadership played in successfully implementing HRMPF&M. It is therefore appropriate to discuss literature on leadership effectiveness. Effective leadership is essential and positively affects the outcome of an organization. In the same vein, leading change involves using various established means of communication to convey suitable messages, ask for reactions, and build willingness for change (Gilley, McMillan, & McMillan, 2009). Management and HR officers in

charge of personnel of public institutions should show excellent leadership skills during the implementation process, providing guidelines for employees to follow. Leaders who understand their roles should have a vision, values, charisma, and be able to know how to motivate the behavior of others. A leader's capability to influence others to work in a shared course of action shows the talent to motivate (Gilley et al., 2009). The implication is that using these strategies would motivate staff to perform better.

The quality of service improvement through staff motivation helps improve job satisfaction. The organization can better retain employees due to the high interest triggered by motivation (Sapra, 2012). Motivation means internal and external influences that encourage the willingness and dynamism in people to be persistently interested and dedicated to a job, role or subject, or to be determined to accomplish an objective (Motivation, 2019). Two types of motivation are intrinsic (which involves interest or pleasure) and extrinsic (which involves reinforcement contingencies; Morgenroth, Ryan, & Peters, 2015).

Successful implementation of the HRMPF&M in the public sector essentially requires effective communication. Active implementation of public policy on HR can improve if employees adopt the social relationships required to minimize disputes. At this stage, employees can use three conceptual dimensions to analyze social relationships for organizational change: cognitive, relational, and structural (Inkpen & Tsang, 2016).

The cognitive dimension describes "resources for shared representations and systems of meaning, interpretations, among employees." The relational aspect encompasses cooperation and trust, and "concerns the types of personal relationships

existing among the people based on interactions in the past.” However, the basic dimension describes the functional basis of social capital (Inkpen & Tsang, 2016, p. 581). The structural component refers to how network interrelationships exchange relevant information and resources (Sanchez-Famoso, Maseda, & Iturralde, 2014). These relationships imply that employees receive information based on the trust that HR officials share with them.

Training is yet another significant tool that would be useful for the successful implementation of the HRMPF&M. Training methods for employees can be classified into two main areas: off-the-job training, which requires employees to be moved away from the workplace for training sessions, and on-the-job training, which allows managers to organize training at the workplace (Afshan, Sobia, Kamran, & Nasir, 2012). On-the-job training includes coaching and mentoring, job rotations, and transfers. Off-the-job training consists of conferences and role-playing, among others. In my opinion, management should allow more experienced personnel to handle training sessions in public institutions. Employees may then take such training seriously due to the experienced level of trainers. Other training techniques that HR managers can employ include the following:

- cross-function programs;
- applying different kinds of training methods necessary to address a particular identified problem;
- effective styles of leadership; and

- the development and planning of intervention activities (Yeow, Min, Chin, Kavitha, & Koe, 2012).

Management must identify employees who will improve in their job functions and the specific areas required for training. This identification of such staff will enable management to organize training that will be beneficial to employees. Adequate training may enhance the skills of employees and improve their problem-solving capability. Such training is likely to help achieve organizational goals or enhance the organizational context in which members perform their tasks (Afshan et al., 2012).

In addition, processes that need much attention during the implementation phase comprise managements' decision-making processes, performance feedback, cohesion among staff members, effective communication, coordination and organization, social relationships (relational relationships), training of members, and conflict management. Organization and coordination refer to the processes required to arrange parts of the different activities carried out by different people (Osifo, 2012). Carrying out these activities in an organization should be flexible, aiming to achieve the objectives set by the company.

Achievement of a set of objectives rests on a standard of measurement (Al-Nsour, 2012). The standards of the company describe the measures that are effective and correspond with the policies intended to be implemented (Burgess & Ratto, 2003). The standard of performance required can be defined based on the demands of the company and its desired strategic HR objectives (Al-Nsour, 2012).

To be able to satisfy employee needs, managers must be able to supply accurate feedback, based on performance-management systems. The performance-management system adopted by public-sector institutions to assess progress should include graphic scales to rate individual employee performance (Aggarwal & Thakur, 2013). In implementing the policy manual, institutions should consider the capacity of employees to perform their duties, cooperate with other workers, provide effective leadership skills, commit to work, display responsibility, and show the ability to solve problems.

The role of management in the implementation of the human-resources management policy framework and manual. As stated earlier, management's effective leadership skills are necessary for successful implementation of the HRMPF&M for public institutions. The implementation of strategic HRM policy depends on the participation, cooperation, and commitment of management (Anderson, 2014). HR officers develop the initiatives required for implementation, whereas other line managers ensure initiatives are carried out successfully (Zehra, 2016). Line managers in every department have the duty to work with HR to ensure a policy manual is well implemented (Anderson, 2014).

One primary challenge in implementing the HRMPF&M aligns with reaching equilibrium between decentralization and centralization. *Decentralization* is the orderly delegation of authority to some level of management staff across an organization. *Centralization*, in contrast to decentralization, is a process whereby power in decision making at the top of the organization's hierarchy (Management Study Guide, 2020). Thus, how the various responsibilities and roles are shared among the central HR

organization and the individual corporate institutions in the public sector can positively or negatively affect the extent to which HR can operate. Decentralization encourages managers to build corresponding competencies and address HRM matters (Burma, 2014); having the authority in a decentralized organization means HR managers have a great deal of responsibility to ensure successful delivery of policies.

Management has a limited amount of authority and must collaborate with HR managers/officers who have the overall function of developing initiatives to improve the performance of employees (Deutsche Bank, 2015). Collaboration helps in implementing policy frameworks effectively. Furthermore, politicians and top management of public institutions need to ensure HR policies are successfully implemented. For instance, change in governments should not necessarily prevent qualified workers (especially HR) already at posts from continuing to work in their positions as they were before such changes. Rather, management should ensure that those appointed to public office in charge of policy should be professionals who will encourage the process, and not impede the policy-implementation processes (Deutsche Bank, 2015). In the same vein, Muhammad (2014) noted that the public sector is gigantic and multifaceted. In the article “Leadership, Governance and Public Policy Implementation Competencies in the Broader Public Sector,” Muhammad (2014) indicated that the importation of good administrative/management practices have unsuccessfully impacted positively on developing states in their pursuit of development. Muhammad recommended that public-policy implementation capabilities, supported by appropriate public leadership and public

governance as mechanisms to address developmental goals locally, continentally, and globally, is the way forward.

The Public Services Commission's Role in the Relevance of the Policy

Framework principles serve as a guide in handling HRM, governance, and the development of HRM policy in the public sector (PSC, 2019). The PSC intended these principles to guide and facilitate the management of people. Also, the HRMPF&M serves as a framework based on the context of the provisions of Article 195 (1) in the Constitution of Ghana that vest power in the president to appoint people to hold or act in an office in the public service.

In a similar vein, Article 195 (2) of the 1992 Constitution of Ghana provides that the president can delegate some HR responsibilities to governing bodies and to other public servants. Article 196 of the Constitution describes the mandate of the PSC, whereas Section 4 of the PSC Act, 1994 (Act 482) specifies the functions of the Commission. In these provisions of the PSC Act, organizations can be held liable for noncompliance.

The PSC has the constitutional mandate to address breaches in the law, supported by the following terms enshrined in the act:

A public office who without reasonable excuse fails to appear before the Commission when notified to do so, or who fails to comply with any request lawfully and properly made by or on behalf of the Commission or who obstructs the Commission or any member or officer of the Commission in the performance

of his functions under this section shall be guilty of misconduct. (Section 12, Public Services Commission Act, 1994; Act 482)

Deriving authority from the Constitution, the Ghana PSC is one of the commissions regarded as being independent in Africa. Despite the fact that the PSC derives its authority from the Constitution, the PSC is not completely without influence from politicians in high offices with regard to appointments, which is one of the functions of HR managers (Workable, 2019). Aligned with the Constitution, the president makes appointments into some high categorical positions, but these appointments need to be in consultation with the governing boards/councils on the advice of the PSC. The central responsibility of the PSC is to provide regulatory, supervisory, and consultative services relating to personnel in public service institutions (Constitution of the Republic of Ghana, 1992).

Other PSC functions include the following:

- offering advice to the President on the criteria for appointing personnel to the public sector;
- ensuring accountability, integrity, and efficiency in the public services;
- providing relevant procedures and systems for effective management of HR in the public services; and
- promoting, exploring, and identifying the recruitment and selection of personnel into public services. (PSC, 2015)

As stated in Article 190 of the 1992 constitution, public services consist of the Immigration Service, the Police Service, the Internal Revenue Service, the Education

Service, the National Fire Service, Excise and Preventive Service, the Civil Service, the Statistical Service, the Customs, the Health Service, the Judicial Service, the Prisons Service, the Parliamentary Service, the Audit Service, the Legal Service, and others established by law.

However, the PSC undertook some relevant and appropriate initiatives to build institutional performance. These initiatives to upgrade institutional performance included professionalism, comradeship, trust, and performance-management systems (PSC, 2019). The PSC in Ghana developed new performance systems for the public services in January 2012 in collaboration with the University of Ghana, the Australian Public Service Commission, and other relevant stakeholders. The PMS policy framework helps check the performance of the public services (PSC, 2019).

Standards of Effective HRM

The Ghana PSC's development of the HRMPF&M to guide HRM in public institutions is a major achievement in working to make HR practices effective and efficient.

In order to get the full complement of HRM practice within a country with a well-designed generic policy framework/model. With this, it will show respect and trust among one another since this is the only way a country can improve upon its Human Capital Development. (Adam, 2018, Abstract)

Working from the apex body that handles HR issues in the country, the experience of the PSC had not been pleasant after the repeal of the General Orders. References could only be made to the various circulars and guidelines issued on various areas of HRM. These

policy documents, emanating from the different central management agencies as contained in circulars, were scattered, which delayed work. Achieving collective agreement among the various institutions was almost impossible at times; however, now these documents have been systematized into a comprehensive HR policy framework manual that provides guidelines. For instance, in addition to the development of the HRMPF&M for the Ghana PSC (2015), the *Corporate Governance Manual* published in 2015 was also developed to streamline systems and structures in the public services.

The History and Culture of HRM in Ghana

In a sensitization workshop on the HRMPF&M for Chief Executives and their Deputies in the public service in Ghana, the Vice Chairman of the PSC, L. Kannae (personal communication, October 26, 2017) explained the background of the development of the HRMPF&M. Before Ghana obtained independence, the public services were regulated by general orders, (a set of rules and regulations that guided the public service during the colonial rule and after independence). When general orders were revoked after independence in 1957, coupled with the expansion of the Ghana public services after the mid-1960s, many more public service institutions emerged alongside those stated in the Constitution, with various HRM policies, rules, regulations, guidelines, procedures, processes, and collective-bargaining agreements. The implication was that irregularities existed in the way people were managed in the workplace, lacking consistency, coordination, and standardization of HRM policy guidelines and their usage, among other omissions.

These irregularities created a significant challenge to the public services and became a source of concern for the PSC, which is the constitutionally mandated body established to oversee the supervision of the HR of the Ghana public services. To address this situation, therefore, the PSC had to formulate this comprehensive HRMPF&M with the rationale of standardizing HRM policies in the public services. For example, following the enactment of a legislative instrument in 1961 (LI 1961) and the Local Government Service Act in 2003 (Act 656), the decentralized departments at the metropolitan, municipal, and district levels began operations as departments of the various assemblies. These laws reassigned the staff of the decentralized departments of the metropolitan, municipal, and districts, who were previously part of the civil service, to the local government service (LGS, 2013).

The implication of the Local Government Service Act of 2003 (Act 656) was that the LGS was responsible for managing these employees. To be able to handle these staff and to achieve its mandate, therefore, the LGS, in 2013, developed an HRM policy and operational manual. This manual aims to guide the management of these staff of the LGS. The manual was also meant to be a reference point for the staff of LGS, particularly HR managers and leaders assigned to manage staff (Local Government Service, 2013). The LGS manual, however, was restricted in scope regarding the public services, because it was developed mainly to address the conditions of service, scheme of service, code of conduct, and other relevant legislation of the LGS.

Policies of the public service institutions are inconsistent, and Ghana's policies, systems, structures, and programs, regarding HRM practice continued to evolve (Abdul-

Kahar & Sulaiman, 2017). Continuous work is required for Ghana to benefit completely from the provisions in the Constitution to form the basis of HRM policies. The policy framework should emanate from the constitutionally mandated organization, the PSC (Abdul-Kahar & Sulaiman, 2017).

Developing individual HRM policies of various organizations means using policy frameworks from constitutionally mandated institutions, such as the PSC, indicating the need for the HRMPF&M (Abdul-Kahar & Sulaiman, 2017). In this context, public officials and politicians require policies, systems, and laws about restructuring existing procedures and directives. These policies and procedures would assist the politicians/management to gain a sense of balance in HRM practice in Ghana with a well-designed general procedural framework/model. Streamlined policies would generate respect and trust among organizations and encourage human-capital improvement in Ghana (Abdul-Kahar & Sulaiman, 2017).

These authors are of the view that, establishing reasonable practices and procedures is not enough to generate the needed trust in organizations. In addition to creating these principles, institutions must abide by them in the designed generic framework/model without government intrusions. Otherwise, managers' dishonesty will make a difference (Abdul-Kahar & Sulaiman, 2017). Politicians need to differentiate between politics and administration and allow knowledgeable public officials to continue to work, including through regime changes. These policies, rules, and regulations should not contradict the Ghanaian Constitution (Abdul-Kahar & Sulaiman, 2017). As stated

earlier, aligned with the 1992 Constitution of the land, the president is the appointing authority of the public service. The Constitution provides the following structure:

- Article 195 (1) stipulates that, subject to the provisions of this constitution, the power to appoint people to hold or to act in an office in the public services resides in the president, acting with the advice of the governing council of the service concerned in consultation with the PSC.
- Subsection (2) states that, aligned with conditions the president finds appropriate, the president can delegate some functions to the governing council concerned or to a committee of the council, or to any member of that governing council, or to any public officer.
- Subsection (3) indicates that the power to appoint people to hold or act in an office in a higher education, research, or professional training institution, rests in the council or other governing bodies of that institution (*Ghana's Constitution of 1992, 2013*).

Article 196 vests the PSC with such powers to:

Exercise supervisory, regulatory and consultative functions as Parliament shall, by law, prescribe. This mandate also includes, as may be applicable, the supervision and regulation of entrance and promotion examinations, recruitment and appointment into or promotions within the public services, and the establishment of standards and guidelines on the terms and conditions of employment in the public services. (*Ghana's Constitution of 1992, 2013*)

It is in this vein that the PSC developed the HRMPF&M as a generic framework.

Theoretical Framework

This section describes the theory underpinning the study. A theoretical framework can be viewed as a collection of interrelated concepts (Trochim, 2006). A theoretical framework illustrates why a particular approach is selected to answer a research question. It also provides a clear basis for interpreting and understanding the significance of study findings (Vinz, 2019). The theory explains what the researcher is thinking and concepts guiding the research to determine what to measure and which statistical relationships to examine. A theoretical framework makes available a well-supported rationale to conduct a particular study. This theoretical framework offers the reader a better understanding of the researcher's perspective (Trochim, 2006). It was quite important to adopt a theoretical framework for this study as it clearly delineates the underlying explanation for how HR managers could drive organizational change.

Normalization Process Theory

The theoretical perspective of the NPT describes a theory of sociology required for implementation, integration, and embedding of new technology or innovative policies for organizational change (May & Finch, 2009). By building a program theory, May and Finch (2009) contributed to the field of technology and science, contributing to the NPT initially postulated to explain social activities leading to the adoption of new policies (May, 2006; May & Finch, 2009). The NPT emphasizes *agentic contributions*: the activities of a group of people or individuals required to adopt new ideas, technologies or

policy frameworks through modified innovations or initiatives to influence positive behavior.

NPT clarifies that integration, embedding, and implementation processes take place when all stakeholders carry out activities or new policy frameworks in a sequential order, aiming to achieve a set objective and to sustain the performance of that sector. Even though the implementation processes encountered some challenges, the NPT focuses attention on the manner in which stakeholders contribute and invest in the implementation process of policy frameworks. Hence, for this study, the NPT describes the work key stakeholders—HR managers, management including, directors, politicians, and line managers, and employees—should do to implement the HRMPF&M. The assembled team of HR professionals and collaborators should work to change modes of thinking and behaving in the organization to improve the proficiency of public institutions.

Four key constructs of NPT are: coherence, cognitive participation, collective action, and reflexive monitoring. The research literature on NPT suggests these constructs emerge sequentially over time, with coherence being the first step and reflexive monitoring being the final step (May et al., 2018). Coherence refers to the structure of the new policy itself. Cognitive participation refers to buy-in from all stakeholders in implementing new policy. Collective action refers to the actual process of implementing the policy. Finally, reflexive monitoring refers to perpetual checking of whether new practices align with the policy. Again, these phases are understood to emerge one after the other in a linear manner.

Choice of NPT

In this study, I adopted the NPT as the theoretical foundation to explain how HRMDs could drive change in organizations. The choice of this theory is suitable for this study because it demonstrates clearly how HR enables change and can drive changes in an organization through the adoption and implementation of the HRMPF&M in all public institutions, especially from the perspective of the role HR managers can play. Furthermore, the theory examines the social processes that affect the acceptance of new ways of working, especially in the HRM in the public sector (May & Finch, 2009). The interest of researchers in the past years has been in the development and evaluation of multifaceted interventions to improve health (Murray et al., 2010). Such interventions could only have substantial effect when they are tested to be effective and can be widely implemented and normalized into routine practice. A gap persists between research and implementation (Murray et al., 2010). In this context, I am trying to fill a theoretical gap in the sense that the NPT, makes the implementation of a new phenomenon easier through its incremental approach to implementation. Alongside the theoretical gap is the methodological gap. For this reason, I am using a qualitative approach since most of the conducted research used a quantitative approach. Again, relative to methods of data collection, undoubtedly a range of typical qualitative methods are available to draw on, ranging from face-to-face or telephone interviews to focus groups and nonparticipant observation. NPT is useful and can be applied across a wide range of institutions in the public sector. The NPT addresses the factors needed for successful implementation and incorporation of intervention into routine work (McEvoy et al., 2014).

Additionally, the development and assessment of the HRMPF&M since its introduction was intended to ensure a multifaceted intervention that includes the development of HR tools from the policies enshrined in it, leading to improvement of HRM in public sectors in Ghana. The PSC and other stakeholders believe this HR policy manual could substantially impact HR and its management in all public institutions, if these policies are proven to be useful through verification. Such verification would lead to their implementation as standardized routine practices in these organizations.

However, some public officials continue to report challenging gaps in the application of the HRMPF&M in their organizations. Most of these officers outlined challenges, such as lack of understanding and inability of management and employees to embrace changes, as the main problems preventing the implementation of this policy framework (Workable, 2018). To be able to address these issues, the NPT is considered appropriate as it seeks to discourse factors needed for the successful implementation and integration of interventions that would be regarded as routine practices (normalization).

Furthermore, the NPT offers management and employees, especially HRMDs, new interventions to promote effectiveness and efficiency. In this case, the NPT can guide HR managers and other stakeholders on how to use the HRMPF&M as a framework to understand the policies, develop HR tools, and evaluate and improve implementation possibilities.

Additionally, HR managers and other stakeholders could also adopt the tenets of the NPT to identify factors that encourage or hinder the routine integration of complex interventions in HR practices. HR practitioners could use the factors identified to explain

how interventions work, the processes involved, the challenges to be overcome, how to avoid these challenges, and so on, thereby introducing HR policies beyond intervention. The dynamics of implementation processes are complex. For example, the NPT helps new-policy implementers understand the changing phases of doing new things by concentrating on the mechanisms through which participants emphasize and contribute to them. NPT reveals “the work that actors do as they engage with some ensemble of activities” (Wikipedia, 2019, para. 2). HR practitioners could examine how these interventions could be normalized as routine practices in these organizations. Building the capacity of HR managers would enable them to drive needed positive change in an organization (see Figure 2).

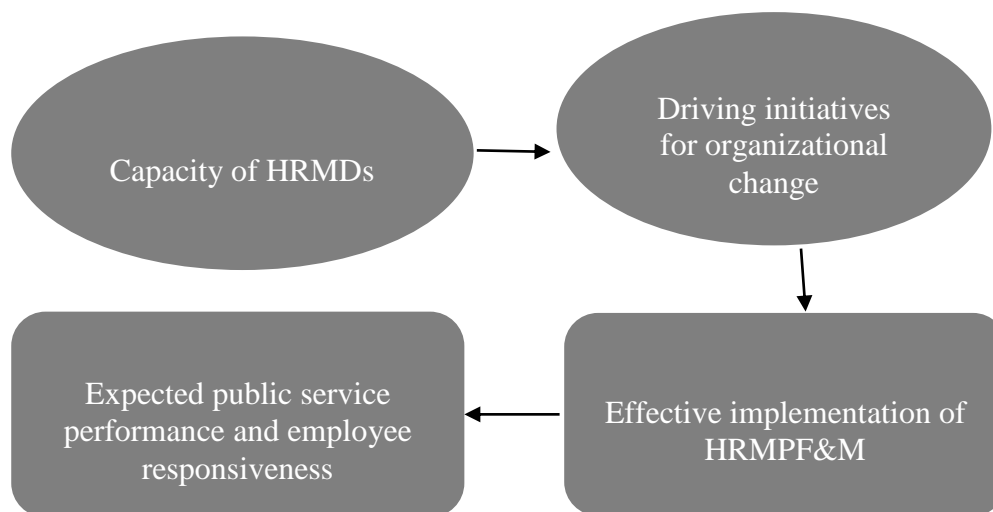


Figure 2: Conceptual framework.

Figure 2 shows that building the capacity of HRMDs without political interference could help departments develop initiatives and HR policies that could drive public-sector institutional change. Appropriate efforts, such as the HRMPF&M

developed by the PSC, provide a guide that, when efficiently implemented, could enhance public service performance and employee responsiveness.

Empirical Review

The management of HR is vital in today's continuously evolving society to maximize organizational performance (Cania, 2014). Some unrealized core goals in improving organizational performance include cost reduction, achieving sales levels, increasing the number of customers, increasing the market percentage, increasing product quality and innovative products, and improving productivity. These indicators used to monitor performance are done through the HR of the organization. Various standards allow an organization to measure performance, such as the form of production achieved in comparison with expectations, expressed as objectives, inputs, and values. The workforce helps keep the company viable (Cania, 2014).

Achieving organizational performance directly correlates with the behavior of employees in an organization (Cania, 2014). An organizations' policies and practices directly influence employee behavior, and those policies and practices, aimed at inspiring employees, directly impact organizational performance. Organizational performance is a function of many variables including employee ability, coupled with people's motivation and the career-development opportunities they are afforded (Cania, 2014). Examples of such policies and practices include HR planning, recruitment, selection, training and development, compensation, performance management, and employee relations (Cania, 2014). Such management policies must focus on developing a flexible and continuous process to ease implementation. Most organizations are aware of the concepts of

organizational performance and strategic management of HR. Understanding of SHRM directly transpires in efficient implementation of these policies as all organizations have specific strategies for managing their personnel (Cania, 2014).

In a study by Cania (2014), only a small percentage of organizations (16.7%) have not implemented the HR strategy in line with the overall strategy of the organization. This finding from Cania's study is an indication that only minor improvements had been registered as a result of not implementing the HR strategy in those organizations. Further, only a small percentage of respondents in the studied organization by Cania (13%) were unfamiliar with the implementation of the organization's concepts and thus lacked an HR strategy. A vast majority of organizations noticed a marked improvement in their performance through the implementation of SHRM (Cania, 2014). This finding was confirmed by a study conducted by the Commission on the Awareness and Implementation of the HRMPF&M in the Public Services, in which about 70% of respondents indicated great improvement after adopting the HRMPF&M (PSC, 2016).

Similarly, Bruns (2014) assessed the reasons for the association between the HRM and organizational change. Bruns employed a multiple-case-study approach using a capability and resource-based method. Research findings showed that HR policies were significant in distinguishing HR activities required for organizational change in six local government organizations in Germany. Hassan and Mahmood (2016) assessed the association between HRM practices and employee commitment levels in the various institutions in Pakistan. The researchers used quantitative methods to collect and analyze

data from 50 employees. Also, the researchers used Pearson correlation and regression methods to assess relationships. Hassan and Mahmood concluded that HRM practices positively influence the commitment level of employees in an organization.

Hassan and Mahmood (2016) found a positive relationship among HR practices, such as compensation, performance appraisal, training, and development. The authors indicated that employees who show satisfaction with their organization's HRM practices show more commitment to the organization. They also found that compensation proves a more critical variable than HR practices in nurturing the organizational commitment of employees. Formal and informal training strategies adopted by organizations were supportive in developing committed and professional employees. Performance appraisal was an important factor, having a clear bearing on employees' organizational commitment (Hassan & Mahmood, 2016).

Reviewed studies underpinned the vital linkage between HRM and employee behavior/commitment and how HRM reflects on organizational performance. The studies I evaluated also underscored the strategic importance of factors such as HR planning, recruitment, selection, training and development, staff appraisal, and employee relations on employee commitment and performance. Cania (2014) showed that a good understanding of the ideas of organizational performance and strategic management of HR can transform into the efficient implementation of these policies. Bruns (2014) also showed the significance of HR policies in distinguishing HR activities required for organizational change. Cania and Bruns advocated that adequately executed HR

strategies and policies translate into higher organizational performance and effective organizational change.

Moreover, Abdul-Kahar and Sulaiman (2017) explored the history and practice of HRM in Ghana's policies standpoint in improving public-sector administration for effective governance. To fully realize the benefits and the essence of HRM especially in the public sector, the government of Ghana needs to encourage HRM in all areas and encourage the improvement of social policies and systems. The concept of HRM, including the roles and objects of HRM in Ghana, was poorly managed and practiced, and, as a result, organizations continue to face some challenges. In other words, the culture and tradition of the people working in Ghana, and, more specifically, in the HRMDs, seem to be ill equipped or unready to embrace a new HRM framework or model (Abdul-Kahar & Sulaiman, 2017).

In another study, Agyemang (2013) also outlined how the organizational culture and tradition of many organizations in Ghana lack full understanding and capacity to embrace the concept of HRM. Agyemang recounted that many people in various organizations in Ghana are used to traditional ways and feel more comfortable continuing modes of behavior used in the past. This culture means that, in the event that management of the organizations decides to make changes in policies or learning to improve performance, a majority of employees tend to oppose the change. Even the personnel of the HRMDs demonstrate this behavioral trait. Agyemang outlined the traditions and culture employed in most HRMDs in Ghana. These HRMDs have become

used to old and traditional practices of HR and most HRMDs find it difficult to adjust to new methods advocated in HRM practices (Agyemang, 2013).

In a study by Dadzie, Winston, and Dadzie (2012), the authors investigated how institutional setups of most Ghanaian organizations are negatively impacting these institutions with regard to embracing new technologies, new policies, and new ways of performing their tasks to ensure performance and to increase productivity. Most organizational setups do not allow expansion or new ideas, due to traditional or cultural practices in the organization. This behavior makes it difficult for employees and even management to embrace new changes. From the perspective of HRM, Dadzie et al. (2012) reported issues such as resistance to change and lack of understanding of the practices in the new HRM framework as the main challenges most HRMDs in organizations in Ghana face. Based on the assertion by Dadzie et al., it can be inferred and confirmed that most organizations in the public sector of Ghana are yet to implement fully the HRMPF&M in their organizations, despite the introduction of the policy in 2015.

Summary

In this chapter, I described the literature review I conducted to understand HRM practices in institutions. HRMDs could drive positive changes in their various organizations with the appropriate policy guidelines. HRMDs should equally be in continuous communication with management and staff for flow of information. Literature also indicated that, the scope of HRM had expanded in recent times including welfare

issues. Strategic HRM covers the use of all relevant methods in the advancement of all HR policies that would be included in the overall organizational goal.

The focus of this study was to explore the perception of staff of the N&MC, a public service institution, about the extent to which HRMDs drove change through the implementation of the HRMPF&M in the N&MC. Further, this study investigated the extent to which this HRMPF&M guides the HRM practices of the Council in Ghana. The literature reviewed revealed that the HRMPF&M was launched in April 2015 and made available to public service institutions. By November 2016, awareness of the HRMPF&M in the public service institution reached about 67% after a survey conducted by the PSC. Despite this awareness, the PSC continued to receive HR grievances for redress. I also sought to discover the role played by the PSC and the Council to ensure the HRMPF&M was efficiently implemented. The PSC continually organized sensitization workshops to build the capacities of HR Officers and management staff of the public service organizations to enable them to handle their jobs effectively. Literature identified effective leadership as necessary for actual implementation of the HRMPF&M. The study again explored how relevant the HRMPF&M had been to the N&MC and guides their HR operations. HRM practices in Ghana had been identified as being at the formative stage and the need existed for a compressive manual from a constitutional body to guide the public service institutions in formulating their policies. This was discovered from literature read regarding the study of HRM in Ghana.

Literature reviewed further revealed that researchers used quantitative techniques, such as regression and correlation, to conduct their studies. This quantitative approach to

studies enabled the authors to draw empirical linkages between the various factors considered, such as HR policies and strategies and between organizational performance and commitment. Data associated with HR practices can use qualitative and quantitative approaches. For this study, I used a qualitative approach to explore and gain an in-depth appreciation of the extent of the implementation of the HRMPF&M. In this chapter, I defined the theoretical framework that guided the study and discussed the literature relevant to this study. I also discussed the history and culture of HRM in Ghana, followed by empirical research performed by some scholars. In Chapter 3, I discuss the study methodology in detail.

Chapter 3: Research Method

This study explored the perceptions of N&MC staff on the extent to which the HRMD drove change through the implementation of the HRMPF&M in the organization. I also explored the roles played by the PSC and N&MC to investigate the extent to which the HRMPF&M has been a relevant guide for the HRM practices of this public institution in Ghana. Some HR policies discussed in the manual include organizational development, recruitment and selection, training and development, total compensation, and performance-management policies. In this chapter, I provide an overview of the methodology I employed in collecting data from the field.

Furthermore, I divided this section into subtopics such as research design, research approach, research population and sample size, research-sampling technique, data-collection procedure, data management, and data-analysis procedures. In the chapter, I further present my specific role as the researcher, indicating measures I took to ensure participants were protected, instruments I used, and issues of trustworthiness and ethical considerations I took into account.

The Ghanaian PSC, together with other relevant stakeholders, introduced the HRMPF&M to all public service institutions, with the hope of curbing and eliminating challenges faced by management and HRMDs, so as to ensure improved organizational performance in these institutions. However, this effort has not yielded the expected results, as most public institutions continue to face issues of litigation, lack of understanding of the HRMPF&M and lack of relevant HR skills and capabilities to manage employees effectively and efficiently.

To adequately address the issues raised in the preceding sentence, I adopted a qualitative case-study approach to investigate some challenges and successes in the adoption and implementation of the HRMPF&M in the selected public-sector organization—the N&MC. I chose a qualitative study because this method allowed me to gain in-depth information on the issues challenging the successful implementation of the HRMPF&M and how the HRMD drove organizational change.

Research Questions and Design

Research Questions

The study was guided by the main research question: What are the perceptions of N&MC staff on the extent to which the HRMD drove change through the implementation of the HRMPF&M in the organization? This main question was supplemented by two subquestions:

1. What is the relevance of implementing the HRMPF&M in Ghana's public services?
2. What roles do the management of the N&MC and the PSC play in implementing the HRMPF&M in the N&MC?

As already indicated, the assumption is that operationalizing the HRMPF&M in Ghana at all levels of implementation without political interference can lead to greater efficiency and effectiveness of service delivery in the public services.

Research Design and Approach

A research design is a pattern for collecting, organizing and integrating research data to unearth research findings (Yin, 2013). A research design is the logical sequence

that connects empirical data to a study's initial research questions and, ultimately, to its conclusions (Yin, 2013). In this section, I present the research design and the qualitative case study approach. I describe in detail the justification for the choice of the qualitative research method and how this choice derived from the problem statement. Subsequently, I examined other qualitative research paradigms (grounded theory, ethnography, narrative, and phenomenology) and this informed my choice of a qualitative case study. A common research approach is the use of a case study in which the researcher seeks to perform an in-depth investigation into a contemporary phenomenon, usually in a real-life context (Yin, 2013). Researchers conduct a study when the boundaries of the background and the event are not evident. Usually, this type of research focuses on particularization and not generalization (Yin, 2013). Furthermore, a case study concentrates on providing answers to studies questioning *how* or *why* a particular social phenomenon or event occurs or works (Hancock & Algozzine, 2016). The exceptionality of the approach makes it possible for probable feedback from an intervention or practices and review of various aspects of the practices. This uniqueness of the case-study approach equally makes the case study appropriate for this research. Essentially the case study approach would be useful in determining the extent of the implementation of the HRMPF&M in the selected public service institution. Based on these arguments, and on the premise that the case study is a research design that proposes understandings that might be difficult to achieve using other approaches, it emerged as the most appropriate design (Rowley, 2002). The case study method is suitable for the initial exploration stage of a research project (Rowley, 2002). This study, examining the extent of the implementation of the

HRMPF&M, is considered a new area, and for this reason, I undertook a case-study design for the study. The design's ability to answer the why and how questions made it appropriate for use in exploratory, descriptive, or explanatory research work.

As stated earlier, the purpose of this research was to explore and discover the perceptions of N&MC staff on the extent to which HRMD drove change through the implementation of the HRMPF&M in the organization. Focusing on a single public service organization inspired the present case study design. This organization was the bounded system and target of this case study. I chose the case study design over other designs following consideration of specific factors including the types of questions to ask. Additionally, the case study approach uses a variety of evidence from various data sources such as interviews, questionnaires, and documents. I examined the HRMPF&M's HR tools and the selected HRM literature to appreciate the link between these documents. The HRMPF&M was useful in accepting the HR tools' contents and structures. Case studies are empirical investigations because they build on knowledge and experience and involve data collection and analysis. I analyzed the N&MC's HRMPF&M implementation by restricting the area of study to a small number of units, in this case, one of the various public service organizations. Researchers prefer to use case studies in the following situations (Yin, 2009): When, how, or why questions are asked and when the researcher has little control over events. I focused on a contemporary phenomenon, the implementation of the HRMPF&M, and its impact on HRM practices at the N&MC.

In the words of Creswell (2007):

Case study research is a qualitative approach in which the investigator explores a bounded system (a *case*) or multiple bounded systems (cases) over time, through detailed, in-depth data collection involving *multiple sources of information* (e.g., observations, interviews, audiovisual material, and documents and reports) and reports a case *description* and case-based themes. (p. 73)

The flexibility to use a variety of data-collection methods provides added justification to choose from a variety of data collection instruments. This approach also allowed me to tease-out information from HR officers, supervisors, and other top-management staff on their impression of the HRMPF&M and how this HRMPF&M facilitates their work. This approach also helped investigate if this HRMPF&M reduces any form of unfairness or injustice and whether it helps streamline many HR issues, thereby improving service delivery.

Role of the Researcher

I was the sole researcher, responsible for information gathering and was in direct interaction with the participants. I established a rapport with the research participants and created an environment of trust and collaboration to facilitate the acquisition of relevant information that was crucial to answering the research questions. The interactions involved interviewing and probing participants to elaborate on their responses and seek any necessary clarification of the information provided.

As the investigator, I needed to maintain the precision and reliability of the various aspects of the research, since it is the qualitative researcher's responsibility to ensure the integrity of the research. I built my capacity using the tools of data collection

and analysis to provide reliable results. I also believe the experiences shared in the classroom with colleagues, coupled with tutoring from the research committee chair, was very helpful in building my capacity.

Again, in developing my ability, I assessed my interviewing skills, not by conducting a mock interview as proposed, but with my competencies in interviewing as an HR official and mentorship with my previous supervisor in research, I had the confidence to conduct the interviews. I was also open and honest in all my dealings. For example, two professionals I approached complained about their promotion issues, which should have been handled by their parent organizations because they were on secondment. From my experience, I knew they could be biased in their responses. For this reason, I confirmed with them their willingness to be part of the interview process and they responded in the negative. I also did not want to be affected by personal prejudices. Additionally, as a researcher in a qualitative study, where the possibility of my ideas and knowledge may introduce bias that may subsequently be sources of error, I had to monitor these perceptions of mine. For example, my questions were reviewed by my Committee Chair before I administered them. To reduce bias in impacting the study, I monitored and reduced the interpretation of responses or data collected to confirm preconceived ideas, knowledge, and expectations for the study. I also developed my capacity in the analytical software used, as well as my competence in writing, so that the presentation would be devoid of ambiguities. The Walden University Writing Center was an asset in this regard.

My role as the researcher, therefore, included information gathering through direct interaction with respondents. During this research, I obtained permission from the N&MC, as well as the participants, for access, coordinated and communicated with participants, built trust, and sought a good partnership with members of the N&MC, where I collected the data. Furthermore, during interaction with the respondents, I interviewed and probed respondents to elaborate on their responses, with hopes of gaining comprehensive data on the subject matter.

The interview questions were semistructured to allow me to investigate further to obtain detailed information on the subject matter (see Appendix A). To counteract bias as a result of personal beliefs, attitudes, and personal experiences, I posed the same questions to each participant and reported the outcomes of the interviews accurately and faithfully. These questions were open-ended to help reduce the possibility of respondents' simply answering "yes" or "no" without further explanations (Sarniak, 2015). Again, as the Walden University guide suggests, reporting the speaker's actual words in a factual context helped me to portray respondents' views as they were stated by them.

Consequently, I reviewed the HRMPF&M to better appreciate its complexity or simplicity and why HRMDs in the public sector complain of ambiguous areas on some issues addressed in the HRMPF&M. I also examined and transcribed data collected from the field. I recorded the data using a small audio recorder and transcribed them into Microsoft Word for analysis. I further reviewed the data before feeding the transcribed data into the data-analysis software NVivo. Finally, I analyzed the data collected from the field and employed a thematic context analysis, coding the data into themes and

subthemes to highlight current trends and patterns in the subject matter. I also reviewed online articles to help support my findings and my research and ensured I reviewed only relevant, related, and current articles.

Gaining Access to Participants

To gain access to respondents to be included in this study, I followed the guidelines provided by the Walden University Institutional Review Board (IRB). The IRB requires that, because the study participants are humans, I needed permission before conducting the research. The IRB provides processes to be followed, including completing the IRB form after an oral presentation of the proposal. First is completion of the required human-research-protection training. This certificate appears in Appendix B. Second is the submission of the proposal containing details of the procedures of the research, presented to the IRB for review and approval before conducting the research (see Appendix C). These processes conformed to suggestions from Creswell (2007). To ease data collection, I familiarized myself with the rules, regulations, and laws of the N&MC. I also acquainted myself with key personnel in the organization.

After gaining approval from the IRB (NO. # is 10-09-18-0557037), I proceeded with the data-collection process. First, I sought permission from the N&MC to enable me to have access to the organization. Then, I collaborated with the principal HR officer who discussed the probable interview dates with colleagues and arranged for me to contact other HR and key officials. I contacted these prospective respondents through e-mails, WhatsApp, and phone calls to seek their cooperation and voluntary willingness to participate in the study. I made direct contact with study participants who I was unable to

reach by e-mail to discuss the research and sought their acceptance to participate. I handled these face-to-face meetings with care to avoid influencing participants' subsequent responses to the study questions. Furthermore, I requested each respondent to sign a consent form that stated the purpose of the study and guaranteed their privacy and confidentiality (see Appendix D). The consent form included participants' protection, benefits, and risks of participating in the study, as well as the right to opt out of participating in this research (Creswell, 2014).

Due to the qualitative nature of the study, it was imperative for me to develop an excellent rapport with the respondents to facilitate a smooth collection of data from them. Through the initial personal contact with each respondent through e-mail, WhatsApp, and phone calls, I built relationships and trust between myself and the respondents, as well as communicated the importance of the research to them. During the development of rapport, I informed each respondent that the reason for their selection was based on their specific skills, positions, and experiences in HRM, as well as their role in the implementation of the HRMPF&M. I assured them of the protection of their privacy, and confidentiality to facilitate a smooth collection of data.

Participant Selection

The target population was the entire group of individuals or objects from which researchers are interested in generalizing their findings (Ritchie, Lewis, Nicholls, & Ormston, 2013). I cannot generalize the findings because this research used a case study research design. I only focused on one public service institution out of the 457 that existed at the time of the study. The target population usually exhibits diverse

characteristics and is known as the general population (Denscombe, 2014). The general population consists of a total number of elements or units from or about whom survey information is collected. For this study, the proposed target population is the personnel of the N&MC, which is one of Ghana's public service institutions. The choice of this organization was based on its significant strides in the implementation of the HRMPF&M. While implementing the HRMPF&M, the N&MC used the HRMPF&M to guide the development of HR documents. The HR documents developed include the scheme of service and the conditions of service, and HR policies aiming to help the Council smoothly handle HR issues. Another reason for selecting this population was the assumption that data would be available and respondents would be willing to participate in the study. Fundamentally, the choice of the organization was based on the purpose of the study, the research questions, the theoretical framework, and most importantly, accessibility.

Sample Size

Although saturation regulates many sample sizes in qualitative studies, other factors are also pertinent (Mason, 2010). One such norm is the aim of the study, which drives the design and the sample size. Other potential factors that may influence sample size in a qualitative study, according to Mason (2010), include the heterogeneity of the population, scope of the study, nature of the topic, quality of data, study design, and instruments used to collect the data. Many researchers are cautious of suggesting a sample size; however, other researchers find it unsatisfying not to propose specific numbers of participants. Establishing a sample size is meant to direct the study and focus

the researcher on a targeted number of respondents. For a small project, 25 participants is an appropriate number (Mason, 2010). Considering the nature of my topic and the research design, I initially proposed 25 participants as my study's sample size but was able to interview only 23, owing to the lack of availability of some members of the N&MC, due to their busy schedules.

The guiding norm in deciding on a study's sample size is the notion of saturation (Mason, 2010). The rationale is that in qualitative research, the primary concern centers on the meaning rather than on developing generalized hypothetical statements. In a specific study, participants will have varied opinions, requiring a large sample size to cover relevant information. However, the sample size should not be too large to avoid repetition and gathering unnecessary data. Therefore, researchers need to commit to the concept of saturation (Mason, 2010). In this study, I did not insist on interviewing the 25 originally targeted participants but committed to determining when I received no new information from additional respondents. My goal was to gain an indication that I had attained the point of saturation. For the 23 respondents, I selected four regional staff of the N&MC rather than the proposed three. My goal was to augment the number of respondents with staff from the headquarters, thereby adding to the collection of relevant information.

Sampling Technique

I adopted a purposive-sampling technique for the study. The purposive-sampling technique involves selecting participants who portray essential characteristics or elements with the potential of yielding the appropriate information available for the study (Ritchie

et al., 2013). Sargeant (2012) explained participant selection in qualitative research is purposeful; participants are selected who can best apprise the research questions and enrich the understanding of the phenomenon under study. Therefore, one of the most significant responsibilities in the study design stage is to recognize appropriate participants. Decisions regarding selection rest on the research questions, theoretical perspectives, and evidence informing the study.

In line with this, I selected respondents based on their function and level of knowledge about the HRMPF&M under study. Other criteria for participation in the study included willingness to voluntarily participate in the study. I targeted them purposely because I believed these respondents held essential information that was useful for the study.

For the study, I selected management, HR Officers and supervisors from the headquarters of the N&MC and I chose regional officers who also play HR roles in addition to their supervisory roles. My goal was to determine if HR practices were uniform throughout the organization that is, at headquarters and at regional offices. In total, I selected 11 general staff members and 12 professional staff, including the registrar, one deputy registrar, and other senior officers. These selections were based on participants' supervisory roles in their professional category. The professionals are the clinical staff and the general staff and other categories of staff like administrators, finance, HR, and procurement staff who assist in the effective operations of the Council.

Data Collection

In this section I discuss the two main data sources in this study and the data-collection instruments and procedures I used. Yin (2009) indicated various sources of data exist for case study and discussed the six major sources, particularly documents, archival records, interviews, and physical artifacts. Yin (2009) encouraged the use of evidence from two or more sources to increase the case study's quality. Creswell (2007) indicated that deciding which technique to use for data collecting requires assessing the practical methods that yield the required information to answer the research question. In this study, I used two of the six major sources of evidence Yin proposed to gather data: interviews and documentation. Similarly, research instruments are tools that gather data. Tools include questionnaires, interviews, observations, and documents (Curran, Bauer, Mittman, Pyne, & Stetler, 2012). Researchers must ensure their selected tool is valid and reliable; in other words, the approach must yield the required information (Curran et al., 2012).

The sources of data for this study include primary and secondary sources. The primary source of data was the use of the semistructured interview guide developed by me as the researcher, allowing for probing, whereas the secondary source of data was documents. These included collection and review of articles, books, the HRMPF&M, and relevant HR websites, as well as reports, scheme of service, the conditions of service and manuals both from the PSC and the N&MC, and other legal documents, like the 1992 constitution of Ghana, The Labor Act, and the HRMPF&M.

Instrumentation can be viewed as a measurement device that usually takes the form of a questionnaire or interview guide (Taylor, Bogdan, & DeVault, 2015). The instrument depends on the approach the researcher is using, enabling the development and using a series of questions that lead to answering the objectives and research questions of the study. When using a quantitative-research approach, the best instrument to use is the questionnaire, which usually contains closed- and opened-ended questions, whereas for qualitative research, an interview guide is more appropriate. To be precise, the primary instrument I used for the study was an interview guide developed by me, with a set of questions that were modified during the interactions. The interview guide can be structured or semistructured, reflecting the nature and depth of information required by the researcher (Taylor et al., 2015).

This tool was ideal because of its flexibility and the casual interview environment, which allowed me to gather more information than would have been possible using another instrument like a survey. In all instances, I framed the interview questions to answer the main research question and two sub-questions.

Additionally, an interview guide allowed participants to express their opinions on the subject matter without restrictions. Using a semistructured interview guide also allowed me to probe further to gain a better understanding of responses (Curran et al., 2012). Interviews are one of the most important sources of information in case study research (Yin, 2009). In-depth interviews allow direct contact with the research participants and therefore provide an opportunity to gather data conveyed in person, as well as to observe nonverbal cues exhibited during the interview. Interviewees can

provide factual information and share their personal views about issues being discussed (Yin, 2009). Such interviews have the benefit of allowing the interviewer to ask follow up questions or seek clarifications from participants (Patton, 2002) and insights gathered may lead to further inquiry (Yin, 2009). Yin cautioned against overreliance on informants and suggested using other sources of evidence to mitigate the informants' personal influence. I was able to probe for in-depth answers during the interview sessions, using the semistructured interview guide I developed. I took notes and recorded the sessions, which facilitated my data reporting and analysis. Moreover, during the interview session, I created a friendly atmosphere, which was vital to the success of the interview interactions (Curran et al., 2012; Taylor et al., 2015).

I collected data for 3 weeks. This timeframe afforded me enough time to sort and store data appropriately and also made it possible for me to travel to regional offices to collect data. I interviewed an average of eight participants each week; interviews lasted approximately 45 minutes per participant, on average. In addition, subjects were given the opportunity to review transcripts of their own interviews to check its validity. If they believed any part of the transcripts did not align with what they intended to communicate in the interview, they informed me of the discrepancy to ensure correct data. I also examined documents, which were my second source of evidence. The documents include articles, books, the HRMPF&M, relevant HR websites, reports, and scheme of service, the conditions of service and manuals from the PSC and N&MC, and other legal documents including the 1992 Constitution of Ghana, The Labor Act, and the HRMPF&M) to augment the individual interviews.

Data Analysis

This study used an inductive approach to begin data collection and analysis to determine data patterns and the development of explanations (theories) for those patterns. This approach generated meanings from the accrued data set and identified patterns and relationships to build a theory. Inductive reasoning relies on learning from experience which had been the case in this study. Patterns and resemblances and regularities in experience (premises) were observed to reach conclusions. (Dudovskiy, n.d.).

Prior to data analysis, I ensured that data collected was adequately and appropriately recorded and transcribed. Then, I analyzed and interpreted the data qualitatively. Data analysis is the process of deriving meaningful information from the data, processed through interpretation (McNabb, 2008). During qualitative analysis, researchers analyze data, identifying themes and subthemes (McNabb, 2008). Patton (2002) explained qualitative data analysis is an iterative and reflexive process that begins as data collection starts rather than after data collection ceases. I read the transcripts to formulate ideas about the meaning of the text and its possible relation to other issues. This process continued throughout the data collection process. Patton (2002) explained that next to the researcher's field notes or interview transcripts, the qualitative analyst wrote down ideas about the meaning of the text and how it might relate to other issues. This process of analyzing and interpreting the data continues throughout the project. Patton (2002) describes this process as progressive focusing. In-line with the recommendation above, initial data analysis began at the same time as data collection, which guided the data collection and management process.

After collecting data, I generated a list of all the accrued data encompassing documents, interview audio records, and transcripts to facilitate data management. During my data management process, I labeled all data with details such as dates and location, as well as interviewee identification information. I subsequently stored the data on laptops and kept backups to avoid data loss. I also locked interview notes and audio tapes in a filing cabinet to which only I have access. I also kept computer files, including anonymized records, to share only with the participant's consent. This process is a critical stage during the data-management process as it ensures all data are appropriately categorized and easily identified for data analysis (Patton, 2002). I will destroy the data after a minimum of 5 years; I will shred paper data and erase hard drives, overwriting files to ensure they are successfully disguised and inaccessible (as in Harding, 2013). Babchuck (2019) outlined a 10-step process for guiding qualitative data analysis. The 10 steps are as follows:

- (1) assembling data for analysis, (2) refamiliarizing oneself with the data, (3) open or initial coding procedures, (4) generating categories and assigning codes to them, (5) generating themes from categories, (6) strategies of validation, (7) interpreting and reporting findings from the participants, (8) interpreting and reporting findings from the literature, (9) visual representations of data and findings, and (10) strengths, limitations, delimitations. (Babchuck, 2019, p. 1)

As I read through the documents and the transcribed data, I wrote down and coded the assisted generating categories. I engrossed myself in the data to establish what was important (Patton, 2002). I revised the initial code list, derived from the conceptual

framework and research question generated before data collection, developed new codes, and added the codes as I reviewed the data.

Furthermore, I used several types of coding methods. In the first cycle of coding, researchers seek to organize the raw data. However, I found it useful to match some of these coding types (as suggested by Harding, 2013). Numerous coding methods overlap in various ways and can be used in conjunction to organize raw data. For this study, I began with attribute coding to help in recording “cover page” evidence of participants, the site, and other elements of the study. Analysis based on attribute coding can disclose sequential planning in the data (Patton, 2002). In addition, I performed structural coding, using the questions to quickly access data likely to be relevant for a particular analysis from the larger data set. The rationale to add structural coding was the usefulness of the coding to explore inquiries to identify significant categories or themes (Harding, 2013).

I performed thematic content analysis. This method involved transcribing data and processing it, seeking inconsistencies. I then captured the transcribed data into the NVivo software, in which themes were derived to reveal issues or trends in the data. The NVivo software allowed sorting, classification, and arrangement of collected data and other information.

Computer software can be used to facilitate data analysis (Patton, 2005). Such software allows a researcher to perform the activities of storing, coding, retrieving data, and creating links between and among generated themes. However, performing efficient data analysis does not depend on the use of software alone (Patton, 2005). Data

description, classification and interpretation followed as no new perceptions emerged from the respondents.

Ethical Considerations

One critical aspect of every study that needs consideration is moral concerns. Researchers should be concerned about the various stages in conducting research to sustain an ethical approach (McNabb, 2008). These stages include planning, data-collection, analysis of the data, and dissemination of information. Further, adopting an ethical approach when conducting research is important (Creswell, 2014). I ensured the IRB consent Form was completed which specified the purpose of this study and the guaranteed their privacy and confidentiality. The consent form included participants' protection, benefits, and risks of participating in the study, as well as the right to opt out of participating in this research (Creswell, 2014). Some significant ethical issues to be considered include informed consent and voluntary consent. Specific guidelines need to be followed. The process of ethical consideration involves seeking permission from the university, the organization under review, and the respondents (McNabb, 2008). These may be preceded by completion of the required human-research-protection training and obtaining the certificate (see Appendix B). For this study, I sought permission from the university after submitting proposal containing details of the procedures of the research, presented to the IRB for review and approval before conducting the research IRB (No. 10-09-18-0557037). I also sought permission from the governing council and the top management of the selected institution. I assured them that I would abide by all appropriate standards and guidelines before gathering data.

Furthermore, I sought consent from the respondents of the study and assured them of confidentiality. I also informed them that they were under no obligation to participate. In addition to signing consent forms, because I recorded the interviews, I secured oral consent from all participants, so they understood that they were voluntarily participating in the study. I sampled the approved age of human participants for the study. I also ensured that I reduced personal bias, by objectively reporting the answers from the respondents which were reviewed and accepted by all the respondents as true reflection of their statements before data analysis, as explained in Chapter 4. Participation was voluntary and participants were debriefed prior to their exit to assure the security of their information. No information security issues occurred. I was mindful to ensure that my background as an HR officer did not influence the data collected.

Reliability and Trustworthiness

To ensure the study's quality, I decreased subjectivity by phrasing the questions appropriately, as stated on my semistructured questions, and established a connection between the research questions and questions administered during data collection. I also developed a case study database during data collection to safeguard data reliability. Similarly, I followed case-study etiquette during data collection such as adhering to ethical guidelines and protecting human subjects' field procedures by ensuring participants' privacy and guaranteeing information confidentiality, as well as protecting participant identities. Ethical guidelines also involve developing case study protocol with guidance from others (Emerald Publishing, 2020).

I also avoided questions that elicit simple *yes* or *no* answers. The credibility of a qualitative study hinges on some diverse but connected investigative features (Patton, 2005). This credibility included organized, in-depth fieldwork that yielded high-quality data. Long-term participant observation and interviews provide more complete data about specific situations and events than any other method (Maxwell, 2012).

Purposive sampling, which facilitates high-quality, well-considered interviews, enhances data credibility. Subjects were allowed to validate their own interview transcripts, which improved the study's trustworthiness.

Respondent validation is the single most important way of ruling out the possibility of misinterpreting the meaning of what participants say and do and the perspective they have on what is going on, as well as being an important way of identifying your own biases and misunderstandings of what you observed.

(Maxwell, 2012, p.32)

Efficiently analyzing data also ensures credibility (Patton, 2005). Thus, I used all relevant evidence for data analysis. In addition, I ensured that I coded and identified relevant patterns throughout the study. Both the supporting and discrepant data were thoroughly examined and represented in the study's conclusion.

Furthermore, the researcher's experience and status are equally important in ensuring the study's credibility (McNabb, 2008). I objectively analyzed important aspects of the data using my expertise and knowledge of the HRMPF&M. This study's strategy involved triangulation: gathering information from a range of individuals and locations using a variety of methods. This strategy sampled four categories of officers:

management, HR manager, supervisors, and regional officers, as well as different documentation. This strategy reduced the risk associated with systematic biases due to a specific method and allowed a better assessment of the generality of the developed explanations.

Summary

In this chapter, I examined the methodology I used for the study. I discussed the research design. I selected the qualitative-case-study approach as the best research approach to align with the purpose and nature of this study. I rejected other research approaches such as ethnographic, grounded theory, phenomenological, and narrative research methods. I chose the case-study design as the appropriate method to examine how the HRMD can drive organizational change in the public sector under review.

In Chapter 3, I further examined the procedures for gaining access to information aligned with IRB requirements, as these procedures are a prerequisite for approaching or contacting potential or prospective respondents and for the sampling technique used. Additionally, I decided to use an interview guide as a tool for primary data collection from respondents. The interview guide had semistructured questions that allowed me to ask further probing questions to gather comprehensive data for analysis. I conducted face-to-face interviews after purposively selecting the respondents and observed all protocols. Documents were the source of secondary data.

I analyzed collected data using NVivo, after transcribing audio recordings of interviews. Data analysis involved transcription, coding, and organization of data through themes and subthemes. Finally, I adhered to all ethical concerns needed to conduct

research using human subjects. I achieved this consideration by giving the approved forms from the Walden IRB to the N&MC. I assured respondents of their confidentiality. Chapter 4 is dedicated to the analysis of the data collected from the field.

Chapter 4: Results

The overarching aim of this study was to investigate the perceptions of N&MC staff on the extent to which the HRMD drove change through the implementation of the HRMPF&M in the organization. At the time I conducted this study, Ghana had 457 public service institutions; however, I selected only one organization as the target population: the N&MC. The study aim was to investigate the extent to which this HRMPF&M guided the HRM practices of the selected public institution in Ghana. The rationale was to conduct an exploratory analysis to identify the extent to which the HRMPF&M aided in the practice of HRM in the selected institution. In a bid to achieve this goal, I employed a qualitative-case-study method, using the N&MC as the sampling location. This approach facilitated retrieval of valuable information from the study site through in-depth interviews.

I interviewed 11 general staff members, including four HR managers, and 12 professional staff, which also included the regional officers. I consulted relevant records and articles in peer-reviewed journals to bridge the gap identified at the outset regarding the implementation of the HRMPF&M. More importantly, I thoroughly examined the HRMPF&M to appreciate the contents better and gain insight into the concerns of members of the N&MC on some ambiguous areas that they claimed needed amendment.

This approach enabled me to gain much insight into the underlying issue related to the implementation of the HRMPF&M in the N&MC. Further, this approach facilitated a satisfactory understanding of the regulatory roles of the PSC and the collaborative efforts of the management of the N&MC regarding implementation of the HRMPF&M.

The knowledge and insight gained was instrumental to resolving the three-pronged research questions: (a) What are the perceptions of N&MC staff on the extent to which the HRMD drove change through the implementation of the HRMPF&M in the organization? (b) What roles do the management of the N&MC and the PSC play in the implementation of the HRMPF&M in the N&MC? and, (c) What is the relevance of implementing the HRMPF&M in Ghana's public services?

The case-study approach to the research facilitated the retrieval of conceptually relevant information from participants in the study. These participants provided first-hand information regarding the suboptimal phase of their working experience, when management relied solely on discretion and on an outdated manual. Participants further explained that no available policies or legal documents existed in certain circumstances to guide and regulate service delivery. Participants underscored that the HRMPF&M improved productivity and staff working conditions, but clearly delineated sections of the manual in need of revision. In this chapter, I present the findings of the study.

The structure of the chapter is as follows: The first section addresses participants' demographics and characteristics. The second section thoroughly describes how I elicited, garnered, recorded, and collated reliable data for the study. The third section entails vivid description of the approach I employed in tracking and collating data, so as to readily identify emerging themes and perspectives relevant to the resolution of the research problems. The last section presents the research findings.

Demographics

This section presents the demographic characteristics of the participants included in this study. Gender status, educational background, rank, age, and the number of years the respondents worked at the N&MC were some of the data collected from participants. Further interactions with them to ascertain their level of education revealed the least educational qualification attained by a participant was the first university degree, confirmed by five respondents who had the initial degree whereas the majority of participants (18) had attained a master's degree as their highest educational qualification. I also ensured that the three regional offices proposed were included in the study. I chose the workforce of the N&MC, which is a public service institution, as the target organization. I chose the N&MC because of its significant strides in implementing the HRMPF&M, as the N&MC used the HRMPF&M as a guide to develop other relevant documents to address HR issues with guidance from the PSC. The development of HR tools, guided by the HRMPF&M, was meant to ensure improved working conditions and effective service delivery in the organization. Although I planned to enlist 25 N&MC staff members, I interviewed 23 participants, comprising 11 men and 12 women rather than the proposed 25. The interviews reached the saturation point with the participation of these 23 staff members in the N&MC from whom I was able to garner valuable information adequate to answer the research questions and achieve the objective of the study.

I purposely selected participants based on their positions as management, supervisors or HR officers in the organization. They possessed valuable attributes

suitable to reaching the goal of the study, with the majority (13) having working experience ranging from 6 to 10 years' meritorious service and occupying positions that earned them supervisory roles. These respondents possessed deeper insight than staff members who were not supervisors regarding the implementation of the HRMPF&M. One of them, a regional officer, had 14 years' working experience and made laudable contributions toward the result of the present study. Participants brought much experience and informed perspectives regarding the manual's relevance and inadequacies. The participants' wealth of experience, knowledge, and understanding enriched the findings of the study.

Data Collection

Upon receipt of IRB approval (No. 10-09-18-0557037), I sought approval from the N&MC and subsequently received the list of supervisors and managers with their contact details, I communicated with 35 staff members of the N&MC using e-mail, to seek their approval; however, only three responded and agreed to participate after I sent the email. I decided to contact 35 more than my proposed figure of 25, to ensure sufficient data in case some staff members decided not to participate in the study. I was advised to use WhatsApp Messenger rather than sending e-mails. I followed up the consultation on WhatsApp Messenger and telephone calls to each of those invited and discovered that the 32 who had not responded were either very busy at the time or were unaware of the invitation. Hence, I decided to meet them in person and formally invite them with letters of invitation. I did this with caution, so as not to pressure them into participating in the study. I followed up with all those who agreed to participate, and

reached consensus with them on the date, time, and venue for each interview. I provided them the opportunity to select the most convenient date, time, and venue for the interviews.

In all, I interviewed 23 participants comprising 11 men and 12 women using semistructured questions who are staff members of the N&MC. Two professionals decided not to participate in the study. Unlike the proposal, in which I sought to concentrate on those at the professional level (15 professionals and 10 general staff), in reality I was able to interview 12 professionals and 11 general staff.

Each interview was preceded by the provision of two copies of the consent form. I offered an adequate explanation and gave participants ample time to ask questions concerning the nature of the interview and what the study was about. The goal of this pre-interview session was to ensure that participants were fully aware of what was required of them as participants and what was required of me as the researcher. They were also informed that it was not mandatory for them to continue with the interview. If they were uncomfortable with some of the issues being discussed, they could withdraw from the interview at any time. All participants signed the two copies of the consent form, kept a copy of the form, and gave me the second copy for my records.

I conducted semistructured face-to-face interviews. To engage the participants, I traveled to their workplace or any other location of their choice where necessary. As a result, the interviews were conducted over a period of 3 weeks from November 30 to December 20, 2018. With the approval from the Head of the N&MC, I was allocated a small conference room, to give me a setting devoid of distractions. During my interview

sessions at the headquarters, two of the staff from the regional offices that were on official assignment at the headquarters were interviewed at the head office. This reduced my cost of travelling and saved me some time in data collection. I interviewed a total of four regional Officers instead of the original plan of three. Interviewing more than three was my Plan B though. Due to the busy nature of the participants' work schedules, certain emergencies emerged as personal priorities, so I had to reschedule the dates for some interviews. I made a concerted effort to be laconic in my expressions during the interview, to pave the way for participants to freely express themselves. Hence, most interviews lasted between 45 and 60 minutes. With approval from each participant, I recorded the interviews with a digital voice recorder and transcribed the recorded items for data analysis. I spent an average of 6 hours transcribing the information garnered from each interview. To reduce any misunderstanding and ensure accuracy of transcription, I forwarded the interview transcripts to each of the participants for their review and acceptance of the responses as a true reflection of what transpired and requested their go-ahead with the process. All 23 participants agreed with my transcripts and allowed me to proceed with data analysis with no corrections.

I supplemented information from the interviews with a thorough review of the HRMPF&M and other relevant documents including reports, manuals, and articles on HRM in Ghana, HR tools from the N&MC, and other HR articles available online. Information from these documents corroborated participant responses to the research question, helped study the HRMPF&M's wording, and ascertained their relevance in resolving several issues associated with decision-making subjectivity. I reviewed the

HRMPF&M to gain insight into the contention surrounding certain clauses. I noted that N&MC followed the templates and guidelines designed for developing HR tools.

Reviewing the HRMPF&M and other relevant documents helped me holistically view the HRMPF&M structure and its adequacy in meeting HR needs. I aimed to understand if gaps exist in the HRMPF&M. I consulted reputable sources such as peer-reviewed journals, books, and media reports on HRM.

I corroborated results of the review with the transcribed data to answer the three-pronged research questions: (a) What are the perceptions of N&MC staff on the extent to which the HRMD drove change through the implementation of the HRMPF&M in the organization, (b) the important roles played by the management of the N&MC and the PSC regarding the successful implementation of the HRMPF&M and (c) the relevance of adopting the manual in the N&MC.

Data Analysis

To enhance my personal data management and maintain an order in data analysis, I created a list of all data collected comprising, including the audio recordings, transcripts of the interviews and other documents such as the HRMPF&M, the manuals, scheme of service and conditions of service, legal documents like the Acts establishing the N&MC, and the 1992 Constitution of Ghana. I described items on the list to indicate particular information involving dates and places. Each list item was assigned a generic title; for example, information regarding the first participant was labeled HRMResponse 1, whereas the last participant was titled HRMResponse 23. With each data item identified,

I made a provisional code list, on the basis of indicators derived from the research question that were identified prior to the data collection shown in Table 1.

Based on indicators derived from the research questions identified before data collection, I read the transcribed interviews several times with particular attention to information that would help in contextualizing and clarifying the focus of the study (Creswell, 2014; Harding, 2013; Patton, 2005). In harmony with Harding (2013) and Maxwell (2012), the critical appraisal of transcribed interviews helped me note emerging themes, categories, and patterns useful in the resolution of the research problem. As soon as I noted categories, themes, and patterns recurring in the transcribed interview, I highlighted these using markers with different colors for the different themes that were responding to the research question.

The use of the qualitative-data-analysis computer software QSR NVivo aided in detecting themes, patterns, and categories in the data. The software used word and the prevalence frequencies of certain phrases and expressions in the data to highlight emerging themes, trends, and patterns. Word frequencies often led to phrases relevant for the study. For example, because certain questions required *yes or no* word count, the software brought up *yes* and surrounding words, when participants respond *yes* to questions such as, “Is the HRMPF&M easy to use” or “Has your organization adopted the HRMPF&M”? It is easy to know the answer by counting words, because the context in which *yes* was used was shown. Hence, it was useful to decipher whether the HRMPF&M guided the HR function or whether the manual was easy to use. In certain situations where word-count was ineffective, phrases of words were helpful, as explicated

below. I cross-referenced the highlighted themes, categories, and patterns that I discovered during manual examination of the data with those produced by QSR NVivo and noted some differences that I incorporated into my notes to ensure reliable and comprehensive results for the study.

Table 1
A Priori Indicators/Initial Codes

Indicator/ Initial code	Selected excerpts from transcripts	Participant
Scope of Implementation of the HRMPF&M in Nurses and Midwifery Council of Ghana	Given direction in the management of HR in terms of building capacity and assigning jobs in the organization.	HRMResponse 23
	The manual was used to develop the council's corporate policy manual including policies on leave, promotions, interviews, transfers, and performance appraisal. Anytime the council needed some clarification on any HR issue, the manual was used as a reference.	HRMResponse 10
	Useful in identifying the gaps in the HR systems and taking the initiative to develop such documents to assist effective management of staff. Conditions of Service (CoS), for instance, spells out what the employer's responsibilities are and what is expected of staff.	HRMResponse 13
	It gives a detailed narrative of each phase of the Performance Management Cycle.	HRMResponse 14
Relevance of implementing the HRMPF&M in Nurses and Midwifery Council of Ghana	The entire HR system was disorganized, promotions had not been held for nearly years, and there was the need to bring rationality. Staff were not really being guided by any rule and discretion was the order of the day. Every good organization should have policies as a source of guide.	HRMResponse 12
	This was necessitated by five issues. The need to improve performance, competencies, morale, motivate staff, and the integrity of the council as a whole. The HR manual provides necessary guidelines the council needed to come up with its HR tools.	HRMResponse 13
	Staff attitude towards work and operations were not really structured. It was as if we were in Babylon where things are in disarray, but now because of the HR documents that serves as a reference point in decision-making we are in Zion where things are organized.	HRMResponse 7
	Lessened the perception of favoritism that characterized the performance assessment process. Better understanding between non-HR managers/supervisors and HR managers/PSC on performance management.	HRMResponse 14
Roles of Management of Nurses and Midwifery Council of Ghana in the implementation of the HRMPF&M	Mobilized relevant stakeholder. The chairman of the council, the Ghana Health Service, Ministry of Health and the various departmental heads for their input.	HRMResponse 21
	Played key role in providing resources both financial and human.	HRMResponse 7
	Developed HR tools, gave copies to all staff, and invited the PSC for sensitization of staff.	HRMResponse 15
	Effectively collaborated with the PSC to train HR managers and other staff to understand the manual.	HRMResponse 2
Roles of Public Service Commission of Ghana in the implementation of the HRMPF&M	Constitutional mandate is to regulate all HR issues for the public services in Ghana. Core mandates are appointments, promotions, consultation, and advisory roles. Focal person from the PSC explains manual to staff. The PSC also organized conferences and workshops to clarify HR issues in manual.	HRMResponse 3
	Helped in formulation of new organogram and other HR tools and systems.	HRMResponse 17
	Has constitutional mandate to develop and implement HR policies.	HRMResponse 8
	Mandated to ensure uniformity, fairness and integrity in public service-wide HR management through promotions and appointments.	HRMResponse 2

Note. HRMPF&M = Human Resource Management Policy Framework and Manual, HR = human resource, HRM = human-resource management.

Upon continued perusal of the transcribed interview, I gained greater insight and, in harmony with Creswell (2014), I organized the themes into groups or categories to facilitate analysis. Themes identified that would address each research question were categorized with the participants. Critical review of the data helped me identify phrases that were highly connected to resolving the research problems. In a similar vein, I was able to underscore additional themes, patterns, and trends with the use of NVivo. I uploaded the transcribed interviews into NVivo through the creation of nodes in the software.

To fast track coding, I used a recent version of NVivo (NVivo 12 Plus). Unlike previous versions, this version offers several features to aid determination of themes and patterns. A look at the menu bar reveals that it is possible to automatically code the entire data containing participants' responses. Hence, I selected "Auto Code." Following the automatic coding and identification of themes and patterns, I critically examined what was being coded manually to ascertain whether it tallied with the focus of the study and compared it with the previous copy of the data that I coded without the aid of NVivo. This aided in assuring reliable and well-validated findings.

Under the "Explore menu," I clicked the "Query Wizard" and explored the data for comparative purposes by means of "word frequency" and "text frequency" buttons. I generated a list of several recurring words such as "Yes," "litigation," "management," "training," "professionals," "performance," "good," and "agitation," which were most frequently used by staff of the N&MC in their responses. This was useful because words such as "good" or "training" and "Yes" provided a clue to resolution of the research

question. For example, when “Yes” was selected, the context in which it was used would be readily observed. It also confirmed the credibility of the study because opinions on the same question produced the same result. If staff finds it difficult to use the HRMPF&M due to its wording, then it will not drive change. Using the text-based query, I generated recurring phrases used by participants during the interview. Such phrases included “language is simple” ($f = 20$), “no serious variation” ($f = 23$), “log-in system” ($f = 16$), “improve service delivery” ($f = 20$), “very positive” ($f = 23$), and “regulate HR issues” ($f = 19$; see Table 2).

Table 2
Comparison Between Gender and Work Location

Phrase	Frequency			
	Male	Female	Headquarters	Regional
Language is simple	11	9	17	3
No serious variation (adopted the HRMPF&M)	11	12	19	4
Log in System (availability)	9	7	12	4
Improve service delivery (HRMPF&M helpful)	10	10	16	4
“very positive” (HRMPF&M drive change)	11	12	19	4
Regulate HR Issue (support development of HR tools)	9	10	15	4
Total	59	60	98	23

Note. HRMPF&M = Human Resource Management Policy Framework and Manual, HR = human resources.

In a bid to detect emerging themes and patterns along gender lines, I compared the coded data from the transcripts of the interviews of 12 women against those of the 11 men. I also compared responses of participants working at the national headquarters

against those working in regional offices. Interesting themes, patterns, and trends emerged that enriched the results. For example, although all four staff from regional offices complained about the lack of availability of a login system and other information and communications technology issues at the regional offices, 12 people from headquarters commended the system. The above notwithstanding, when all 19 from headquarters lauded the HRMPF&M for positively driving changes in the organization, all four at the regional offices equally agreed. Again, in adapting the HRMPF&M, staff at the headquarters and regional offices went through the same process. In coding the responses of male and female staff, generated themes did not reveal any serious variations in perceptions, but responses reflected the issues at hand. For example, all the men (11) agreed that the HRMPF&M has positively driven changes in the organization; likewise, all the women (12) agreed with the notion. A closer study of Table 2 above revealed minor differences in perceptions across gender. For instance, whereas 10 women indicated that the HRMPF&M tallied with supported development of HR tools, nine men agreed. Likewise, when 11 men agreed that the language was simple, only nine women agreed. Statistics in Table 2 showed minor gender perceived influences on study results whereas a major perceived influence emerged for work location for some issue.

Going through the process of uploading the transcribed interviews into NVivo was quite enriching, because I generated several new themes and patterns to augment those I discovered during manual review of the data. The use of NVivo also facilitated my efforts at providing reliable, encompassing, and insightful answers to the research questions because input of a word or phrase generated frequencies, which quickly pointed

to the context in which the participants used a word. For example, if HRM Response 3 said “Yes” in a response, it would show the surrounding words, which was helpful in pinpointing whether the “Yes” was merely part of a sentence, or the “Yes” was an answer to one of the questions in the interview guide. The process worked in a similar fashion for word count (ctrl+F) in Microsoft Word, and other background information such as gender and work location can be readily identified. Without a doubt, the use of both approaches—HRMPF&M, and others such as manuals, articles on HR, reports review, and NVivo—enhanced my ability to critically examine the data and to retrieve valuable information to buttress the findings of the study. I was also able to link my findings to the original data due to the advantage of using NVivo, which made it easy to code, classify, and get immediate results on emerging patterns, trends, and themes. What could have been difficult to identify will be picked up by NVivo, and the HRMPF&M aspect helped to ascertain other relevant information regarding the word or phrase.

Through the two approaches, I was able to generate a combination of six major themes and related minor themes instrumental to the provision of results for the study. Themes generated from the results shown in Table 3 tallied with indicators identified through the review of literature prior to commencing data collection. The themes related the extent to which the implementation of the HRMPF&M drove change in the N&MC why the HRMPF&M is highly needed, and the importance of the HRMPF&M in the smooth running of the N&MC. Some themes also linked to various reasons for worker discontent and requested review of the HR tools developed with the guidance of the HRMPF&M. Another theme addressed the roles that PSC and N&MC management play

regarding effective implementation of the HRMPF&M. To adequately resolve the research problems encapsulated in the research question and to bridge the gaps in understanding between management and staff of the council, the following indicators were essential:

1. The extent to which the implementation of the HRMPF&M drove change in the Council
2. The relevance of the HRMPF&M to the smooth running of the N&MC's operations.
3. The role played by the management of the N&MC to ensure effective implementation of the HRMPF&M.
4. The role played by the PSC to concretize efforts at implementing the HRMPF&M for the regulation of N&MC HR issues.
5. The challenges the N&MC and PSC management faced in successfully implementing the HRMPF&M.
6. The recommendations by participants for review or amendment of the HRMPF&M to ease the contention surrounding it.

Table 3 provides aggregated responses to these indicators. Relevant responses regarding the focus of the study were quoted in the analysis, so as to buttress relevant issues.

Table 3
Frequency of Interviewees' Responses to Indicators

Indicators (categories and subcategories)	Focus	Frequency	
The extent of implementing the HRMPF&M in the Council	Inform HR function	23	
	Beneficial to organization	21	
	Easy to use and reference	23	
	Meet HR needs	20	
Relevance of the HRMPF&M to the smooth running of N&MC operations	Adoption of manual	23	
	Improve HR management operations	19	
	Improve staff performance	21	
Achieve its purpose		18	
	The role played by the management of the N&MC to ensure effective implementation of the HRMPF&M	Positive	23
		Financial and human resource	18
Involved Dept. Heads and staff		20	
Sensitization of staffs		18	
The role played by the PSC to concretize efforts at implementing the HRMPF&M for the regulation of N&MC HR issues	Regulate HR issues	23	
	Design HR tools and approve implementation	20	
	Provide training and consultation	21	
The challenges the N&MC and PSC management faced in successfully implementing the HRMPF&M.	Reduction of Leave days	21	
	Policies developed from the HRMPF&M not beneficial to all	20	
	Inadequate knowledge of Council's mandate and organization culture	16	
Recommendation by participants for review or amendment of the manual to ease the contention surrounding it	Recommendation for review of developed policies	18	
	Review policies on promotions and leave	16	
	Develop HR tools on motivation, occupational health and safety	14	
	Resolve issues on Conditions of service (CoS) and Scheme of Service (SoS)	19	

Note. HRMPF&M = Human Resource Management Policy Framework and Manual, HR = human resources.

Results

The case study involved collecting data from staff of the N&MC. Participants, women and men working at the national headquarters and regional offices, were well-

informed and possessed significant experience in implementing the HRMPF&M. They were present before the implementation of the HRMPF&M when decision making in the N&MC was based on discretion and favoritism. They were also present when a solid framework of directives and regulation on HR issues was formulated. I employed 35 open- and closed-ended questions in the semistructured interviews to elicit relevant information suitable to answer the research question: (a) What are the perceptions of N&MC staff on the extent to which the HRMD drove change through the implementation of the HRMPF&M in the organization? (b) What roles do the management of the N&MC and the PSC play in the implementation of the HRMPF&M? (c) What is the relevance of implementing the HRMPF&M in the N&MC organization?

During the course of the interviews, I employed supplementary questions to clarify and emphasize, and to glean accurate information. Additionally, toward the concluding segment of each interview, I often requested that participants willingly share relevant information that could enrich the findings of the study. This information was very useful in answering the research questions. I completed in-depth analysis of the transcribed data following the six indicators outlined in Table 3.

The Perceptions of N&MC Staff on the Extent of the Implementation of the HRMPF&M in the Organization

The crux of this study was to elicit relevant information on the extent to which the HRMPF&M was being implemented at the N&MC. How were the departmental heads implementing the framework in their departments? Does the HRMPF&M guide their HR functions? Which aspect of the manual have they successfully applied in the Council and

did the manual meet their HR needs? The 23 participants responded to these questions and I present their views below.

All 23 participants indicated that they were using the HRMPF&M to inform their HR functions. Several participants indicated portions of the manual they applied in their respective departments. For example, HRMResponse 23 applied the “chapter on staffing and capacity, appraisals, and leave.” HRMResponse 2 applied the “chapter on Training, Development, and Learning.” Similar to HRMResponse 23, HRMResponse 10 implemented the section on “Leave, Promotions and Appraisals.” As a supervisor mostly concerned about accurate assessment of staff performance and motivation, HRMResponse 14 applied the chapter on “Performance management and recognition.”

Implementing the manual from a broad perspective, HRMResponse 4 applied the manual in areas involving “Conditions of Service, the Performance Appraisal, and several other Policies.” Contextualizing implementation of the manual, HRMResponse 3 experience indicated, “HRMPF&M was used to develop the Council’s corporate policies on leave, promotions, interviews, transfers, and performance appraisal. Any time the council needed some clarification on any HR issue, the manual and/or the corporate policies were consulted.” From this point of view, the HRMPF&M covers all HR issues, summarizing the Council’s corporate policies, and is the legal document on which all HR matters depend.

A majority (21) of participants agreed with HRMResponse 3 that the implementation of the HRMPF&M has been highly beneficial to the organization. For example, HRMResponse 13 opined,

It has been useful in identifying the gaps in the HR system and taking the initiative to develop such documents to assist effective management of the staff.

The [conditions of service] CoS for instance spells out what the employer's responsibilities are and what is expected of the staff.

Viewing the beneficial effect of the manual from the perspective of human relations, HRMResponse 3 said, "HRMPF&M has been good because when there are controversies and staff get to know the source of the decision, they become satisfied." Considering the beneficial effect of the HRMPF&M from the perspective of employee training and professional development, HRMResponse 2 stated, "it is beneficial in giving policy direction in the management of training, which falls under HR." Lending credence to the HRMResponse 2, HRMResponse 14 stated, "it is beneficial in the sense that it gives the key policy statements and guidelines in the assessment of staff performance." Further, "it gives a detailed narrative of each phase of the performance management cycle." Giving reasons why the implementation of the HRMPF&M has been expansive and its application to several sectors of the N&MC on HR matters, all participants (23) indicated it was rendered in simple language, so it is readily comprehensible.

Representative of their comments are the following excerpts:

It is written in simple English. (HRMResponse 14)

Straight to the point, easy to interpret and little or no ambiguity. (HRMResponse 15)

Easy to understand, procedures are there and this makes it more objective. (HRMResponse 16)

The table of contents is quite detailed. (HRMResponse 23)

However, it must be noted that two participants disagreed that the HRMPF&M, in terms of its scope, has resolved almost all HR issues in the Council. To this group, the HRMPF&M has not benefited every professional staff in the N&MC. For instance, two participants, HRMResponse 1 and HRMResponse 6, indicated their displeasure by asserting, “Considering the [scheme of services] the Nurses believe it is not in their favor and the CoS is also skewed towards management.” The CoS and SoS were HR tools developed with the guide of the HRMPF&M. The HRMResponse 1 does not really see its benefit. HRMResponse 4 though was not part of the two that completely disagreed also stated, “A lot of HR issues have been streamlined, but each of these tools favors some categories of staff, SoS favors the nonprofessionals (the general staff) and the CoS favors the top management.” These participants believed that the coverage or scope of the N&MC HR tools developed from the HRMPF&M was marred with bias, because some members, especially those involved in the development of the HR tools at the Council, are benefiting from these SoS and CoS at the expense of others.

Most (20) participants indicated their pleasure with the HRMPF&M at the N&MC that it meets HR needs. “It has been useful in streamlining HR issues,” HRMResponse 8 indicated. “It is beneficial since staff with the new CoS refer to it to appreciate what is due them and their responsibilities to the council,” HRMResponse, 20 explained. “It is beneficial in the sense that it gives the key policy statements and guidelines in the assessment of staff performance,” said HRMResponse 16. It is beneficial in giving HR policy decision making. Aggrieved staff also refer to it to

appreciate why certain decisions are made. HRMResponse 4 explained, “yes because most of the staff look up to it.” “It has met the HR needs to the extent that aside the reference documents for decision making an HR system has been developed,” HRMResponse 11 noted. “The council has been more organized now. Level of effectiveness has improved,” HRMResponse10 detailed.

Three of the participants did not oppose this idea and had some reservations. It is beneficial though there are a lot of issues that still needs to be streamlined. “Yes, it has been useful, on a scale of 100, will give 70%,” HRMResponse 14 explained.

This study revealed that all 23 participants adopted the HRMPF&M to inform their HR functions. A majority, 21, agreed the HRMPF&M is highly beneficial to the N&MC in view of the simple language used and in guiding the formulation of the Council’s corporate policies/operational documents, making it the legal document on which all HR issues depend. Majority, of these participants, (20) also agreed that the HRMPF&M met HR needs, directing the formulation of policy statements and guidelines regarding major aspects of HR issues, especially matters that border on performance management and resolution of conflicts among staff.

The Relevance of Implementing the HRMPF&M in Various Sectors of the N&MC

The primary objective of eliciting interviewees’ comments regarding this research problem was to ascertain why they felt it was proper and conceptually accurate to implement the HRMPF&M in guiding HR functions in the N&MC. Does the implementation of the HRMPF&M bridged gaps in HR issues between the management and staff? Has its implementation alleviated litigation regarding HR issues or increased

it? Do many of the staff see the HRMPF&M as timely, substantive, and instrumental to promoting uniformity in administering the Council? Does the HRMPF&M contribute to fostering the integrity of the Council as a whole? I present responses of the interviewees to these issues and questions below.

In their response to questions about whether they have adopted the HRMPF&M, all (23) of the interviewees indicated “Yes.” They all agreed that the HRMPF&M is very important in improving organizational performance, especially in relation to HR needs, hence its adoption. Participants’ responded to the probing question, “If yes, the HRMPF&M was adopted, what necessitated the adoption of this framework?” The majority (22) of interviewees gave rational, clear, and concise answers, as exemplified in the following excerpts:

The entire HR system was disorganized, promotions which made it possible for staff to progress had not been held for close to eight years, and there was the need to bring some sanity into the human resource management. Staff were not really being guided by any rule and discretion was the order of the day. Every good organization should have policies as a source of the guide. (HRMResponse 12)

There had not been an HR department when he joined the N&MC and things were done without reference to any policy document. A lot of staff were seconded from [Ghana Health Service] GHS and they overstayed their periods, whereas some seconded staff from the GHS were allowed to continue to enjoy promotions at the GHS, some seconded staff were not allowed to do so, and this

has significantly demotivated these staff. Therefore, management needed some HR policies and other relevant documents to help develop staff policies and to become more objective. (HRMResponse 4)

The implementation of the HRMPF&M was necessitated by five issues. These were the need to improve performance, competencies, and morale, and to motivate staff and the integrity of the council. ... There was a need to develop competencies through training for effectiveness and efficiency in the public service. The HR manual came in handy. It provides necessary guidelines that the Council needed to come up with its HR tools. (HRMResponse 13)

To improve service delivery, the performance management guideline in the HRMPF&M helped in setting SMART objectives and assessing performance. Non-HR managers/supervisors have been trained by HR managers/PSC on performance management. (HRMResponse 14)

Staff attitude towards work and things were not really structured. ... We were in Babylon, where decisions were taken subjectively but now because of the HR documents that serves as a reference point in decision making, we are in Zion. [This is to say that decisions are based on rules and guidelines.] The integrity of the council was improved because decisions were based on rules and policies. Staff morale had improved because discretion had reduced considerably. (HRMResponse 7)

Perusal of the responses of the interviewees demonstrated the urgency of the HRMPF&M in the resolution of several administrative issues and the need for a legal document encapsulating policy direction. For example, HRMResponse 12 indicated that several staff were held without promotion for about eight years because the organization lacked any governing rule, and discretion overtook every affair at headquarters. This lack of guidance culminated in what HRMResponse 4 described as discretionary approaches to promotion, because some were promoted, while several others were not promoted. Decision making was far from objective; subjective decisions controlled promotion and leave.

HRMResponse 13 correlated the relevance of the HRMPF&M to HR functions in the N&MC by stating, “the five issues of concern were to improve performance, competencies, morality, motivate staff, and maintain the integrity of the Council.” Performance was at its ebb, staff were not competent due to lack of effective and regular on-the-job training, staff morale was low, and they were unmotivated. More importantly, due to a lack of objectivity, the integrity of the management system and the Council, as a whole, was not respected. Staff, professionals and the general staff, lacked trust in the system, especially when staff were treated unfairly due to favoritism or subjectivity.

HRMResponse 7 provided a vivid comparison between the biblical Babylon (the location where God confused human languages, hence the country metaphorically representing “confused, disarray and unstructured state of affairs,” and “a place where people lack direction, no set of rules to follow”) and their working conditions when no manual or legal document regulated HR functions and performance assessment, as

moving into Zion, which represented an orderly state of affairs. Underscoring this point, HRMResponse 7 emphasized a need for a uniform HR management-delivery system with specific (S), measurable (M), achievable (A), realistic (R) and timely or time-bound (T) objectives.

Participants indicated that the HRMPF&M has aided the formulation of policies and its implementation has bridged the gaps between management and staff regarding policy direction and decision making. It has impacted positively on performance and HR functions in general. A majority (19) of interviewees attested to the positive impact of the HRMPF&M that it improved HR management operations. Representative of their responses are the following excerpts:

Well-organized HR department with well-developed HR tools and well managed HR data and a log-in system to check attendance. (HRMResponse 12)

The department has become more effective and has reference point anytime a decision is taken. (HRMResponse 18)

It has lessened the perception of favoritism that characterized the performance assessment process. (HRMResponse 14)

The development of the HR system, SoS, CoS, the new appraisal system and the promotions being done twice a year have all brought positive changes.

(HRMResponse12)

There is serious supervision, through the log-in system introduced. End of the year bonus is based on attendance and well-designed training plans both locally and internationally are developed to suit the needs of every staff, so discretionary selection of staff for training has stopped. (HRMResponse 11)

Yes, staff work harder. Commitment has improved. (HRMResponse 18)

Targets were set and monitored and resulted in improved performance. Targets are set with subordinates, reviewed with them, and support is given in the form of mentoring, and coaching is being done to assist in their performance”.

(HRMResponse 6)

Additionally, the undermentioned participants expressed their views as follows:

The adoption of the manual has helped in setting SMART objectives and assessing performance. (HRMResponse 18)

The chapter on Training, Development, and Learning to guide in the development of training plans. It is beneficial in giving policy direction in the management of training, which falls under HR. (HRMResponse 15)

Training is now well organized, promotions are now done twice a year, and the new PA puts staff on their toes. (HRMResponse 18)

A careful study of the selected excerpts is representative of the renewed and rejuvenated HR systems in the N&MC. The organization has improved significantly and,

as HRMResponse 11 put it, “litigation has reduced.” This progress was so impressive and outstanding that HRMResponse 7 succinctly summarized it this way:

Very vibrant now, aside the development of relevant documents, there is also a log-in HR computer system that checks absenteeism. Their contributions at workshops and meetings with sister organizations under the ministry of health has even pushed others to begin to develop such HR tools. Indeed, the Council was awarded the best agency under the ministry of health in terms of HR records in 2017.

Based on the comments above, the Council has improved, and its performance level has increased by leaps and bounds, culminating in an award as the “best agency under the Ministry of Health in terms of HR records.” Despite the persistence of areas for improvement outlined earlier, participants indicated that, anything new is bound to need adjustment and review over time. Notwithstanding these adjustments, the HRMPF&M has positively influenced staff performance and satisfaction. The interviewees premised their conclusions on the relevance of the framework and manual on working conditions and HR functions in the N&MC.

In brief, participants’ responses revealed that the HRMPF&M is highly relevant to the operation of the N&MC. Upon implementation, it has improved performance, bridged the gap between the management and staff, improved approaches to training, and reduced litigation. The results suggested the HRMPF&M has reduced agitation among staff, safeguarding the image of the Council, achieving its purpose to a large extent.

Roles Played by the Management of the N&MC and PSC to Ensure Effective Implementation of the HRMPF&M

The raison d'être of this subhead is to identify the facilitative roles played by the authoritative bodies in the implementation of the HRMPF&M. I tailored the interview questions to ascertain specific ways the management of the N&MC and PSC arranged and carefully monitored implementation of the HRMPF&M in the organization. Due to their level of expertise and experience in the field, participants clearly delineated various ways the two entities spearheaded the implementation, involved departmental heads, and engaged staff. The following excerpts are representative of their comments alongside their reservations:

Reactions and attitude of management toward adoption of the HRMPF&M:

Very positive. (HRMResponse 2)

Role of management toward adoption of the resource manual:

Management mobilized relevant stakeholders, the chairman of the Council, the Ghana Health Service, Ministry of Health and the various departmental heads for their input. (HRMResponse 21)

Management and the PSC played key role in providing resources both financial and human. (HRMResponse 7)

HR tools were developed, and, copies were given to all staff of the Council after which PSC was invited for sensitization of staff. (HRMResponse 15)

Management effectively collaborated with the PSC to train HR managers and other staff to understand the manual. (HRMResponse 2)

Management changed the organogram, developed the HR tools with inputs from Heads of Departments. (HRMResponse 17)

A careful study of the responses of interviewees demonstrated that the management of the N&MC positively adopted the HRMPF&M and made concerted efforts to influence the entire staff in a similar way. For example, the head of the HRMD and some staff were involved in drafting N&MC policies guided by the manual. Management also enlisted the input of relevant stakeholders, such as the PSC, Ghana Health Service, and Ministry of Health, to concretize the development of the HR tools for Council. All (23) interviewees agreed that management personnel were positive about the implementation; 18 indicated that, management provided financial and human resources for drafting and implementing the policies and HR tools from the manual, which served as a guide. Some of their comments included

Played key role in providing the resources both financial and human
(HRMResponse 11)

Made available the resources for the HR documents to be developed
(HRMResponse 12)

Initiated the process for developing the HR tools and made the resources available
(HRMResponse 20)

Additionally, 18 also stated that, management showed full support in various forms such as collaborating with the PSC to train all the Human Resource managers of the organization as well as the heads of departments and further brought them on board to sensitize all staff of the organization through conferences and staff meetings. They further added that management also embraced the whole idea by initiating and planning the whole project and when necessary sought advice from the PSC, who was also willing to help in any way it could. Some of their comments included:

Management was willing to collaborate with the PSC to train its Human Resource managers and Heads of Departments to use the HRMPF&M. It also ensured other staff were sensitized to appreciate the rationale behind the new Human Resource documents (HRMResponse 5)

Management effectively collaborated with the PSC to train Human Resource managers and other staff to understand the HRMPF&M (HRMResponse 17)

Management embraced the idea, developed the Human Resource tools, gave copies to all staff and invited the PSC for sensitization of staff. (HRMResponse 10)

The majority (20) attested to the fact that, indeed, management played a significant role by mobilizing the [heads of departments] and some selected staff to give their input in the development and adoption of the HRMPF&M. According to this group, aside the mobilization, management also through formal meetings and conferences, as

well as durbars and retreats, sensitized all staff of the organization on the new manual and this was done through the help of staff from the PSC, who were invited to provide the needed training on the manual.

The Role of the PSC in Ensuring Successful Implementation of the HRMPF&M in the N&MC

The following excerpt is representative of the role played by the PSC in ensuring successful adoption of the HRMPF&M in directing HR function at the N&MC.

It is the PSC's core constitutional mandate to facilitate the development and implementation of HR tools using the HRMPF&M to guide and regulate HR in public offices. The PSC is also mandated to ensure uniformity, fairness and integrity in public service-wide HR management through promotions and appointments. (HRMResponse 2)

PSC has the constitutional mandate to regulate all HR issues for public services in Ghana. Core mandates are appointments, promotions, and consultation and advisory roles. The focal person from PSC explains the manual to staff. PSC also organized conferences and workshops to clarify HR issues in the manual. (HRMResponse 3)

Yes, responsible for developing policies for implementation by public services in Ghana. (HRMResponse, 14)

Per their mandate as the HR supervisor of the public Services, the PSC developed the manual and the HRMIS. (HRMResponse11)

All (23) of the participants agreed that in Ghana the PSC regulates HR, whereas (20) agreed that the PSC is also authorized to design the HR manual and approve HR operational manuals for implementation. The PSC is also constitutionally mandated to provide adequate and regular training for staff on the implementation of the HRMPF&M as indicated by 21 participants.

The Challenges the N&MC and PSC Management Faced in Successfully Implementing the HRMPF&M. A careful study of the excerpts shows that respondents identified certain aspects of the corporate policies/HR tools developed with guidance from the HRMPF&M as unsettling, and these sections are contentions in their application. Such areas include policies on promotion, SoS, leave, and training. Though the majority (20) of participants believed the implementation of the HRMPF&M has a major impact on productivity, HRMResponse 20, disagreed, asserting that the HRMPF&M affects the achievement of the objectives. This participant's argument is that corporate policies were developed with the guide of the HRMPF&M and this has concentrated power at the headquarters, and, more importantly, affects service delivery in general, due to delays in processing several documents at the headquarters. Responses of interviewees revealed that 20 participants indicate that policies developed from the HRMPF&M are not beneficial to all staff. Displeasure about the various types of policies are listed below.

It has affected staff both positively and negatively. The subprofessionals are advantaged and so happy, the nurses are not happy. (HRMResponse 10)

HR issues improved but there is a room for improvement. (HRMResponse 14)

The scheme of service for the professional class should be re-examined. It has resulted in low moral for these categories of staff. This is because they compare themselves with their colleagues at other health institutions and the Ghana Health Service and believe they are better off when they move to GHS. (HRMResponse 4)

The HRMPF&M achieved its purpose for which it was developed to some extent but implementation should be enforced at all the public service institutions to ensure uniformity of standards, there should be continues workshops to train HR managers. (HRMResponse 19)

Aside the SoS that has not been helpful especially for the professional class, the other HR tools have been useful in streamlining some subjective issues that hitherto persisted in the council. Issues like promotions and PA. (HRMResponse 5)

Considering the SoS is not in favor of the Nurses and that the CoS is also skewed towards management, the participant does not really see its benefit.

(HRMResponse 9)

Three of the participants I interviewed at the regional offices emphasized the above point explaining that they are being sidelined or that the HR tools developed from the HRMPF&M were skewed towards those at the headquarters. Exemplifying their grievance, HRMResponse 15 asserted, “certain decisions can only be taken at the [headquarters].” Providing a clue to such decisions, HRMResponse 15 stated, “the only issue is that N&MC is not fully decentralized. Most HR documents are handled at the [headquarters], even if leave has been initiated at the regional level, approval is done at the [headquarters].” In a similar fashion, HRMResponse 19 stated, “there are differences in the operations at the headquarters and the regional levels.” Buttressing the disparity between the manner in which the corporate policies are implemented at the headquarters, on one hand, and at the regional offices, on the other, HRMResponse 7 commented,

With different levels of decision-makers, regional officers cannot promote their staff in the regions, for instance. It is also sometimes difficult to retrieve information from these regional officers and to really monitor them. In the same vein, applications are approved at the [headquarters].

Of the majority of respondents who agreed that the implementation of the corporate policies was unfair nationwide, three participants disagreed with the notion that those working at the regional offices are sidelined or that the implementation of the corporate policies were unfair geographically. Indicating disagreement in the disparities of the implementation, HRMResponse 5 stated, “benefits are enjoyed by all and all decisions for staff of HQ and the regions are based on the same HR documents.” HRMResponse 22, stated,

Whatever is organized in terms of training, the regional officers enjoy same.

Communication flows to all regional offices to the extent that, during the midyear review, the regional officers are given one full day to explain their work and experiences are shared for effectiveness.

Giving credence to HRMResponse 22, HRMResponse 6 explicated,

Some of the issues have been the same for staff of the HQ and the regional offices. The regional officers have also been given some room to operate in performing some critical functions of the Council by renewing the pins for Nurses, (a critical instrument that gives the Nurses license to operate), foreign verification and indexing.

The study also revealed that 21 participants expressed discontent about the reduction of leave days, as indicated below. “Number of days leave became an issue since other institutions are not doing same and some staff are comparing,” said HRMResponse 19. “To an extent, the HRMPF&M has been useful but there are some agitations from some staff because of the reduced leave,” explained HRMResponse 6. “The leave should be re-examined and the allowances in the CoS reviewed” HRMResponse 14 said. HRMResponse 18 indicated, “it is beneficial though there are a lot of issues that still needs to be streamlined. Leave days enjoyed by the staff of the council differ from other mother organizations which also are public institutions.” Assessing the HRMPF&M in terms of it meeting the HR needs, HRMResponse 12 indicated “yes, to the best of his knowledge” but for the reduced leave days. Assessing the HRMPF&M on a scale of 100, HRMResponse 21 explained he will give 70% and

expressed concern about the reduced leave days and other issues like the SoS developed from the manual. In implementing the HRMPF&M at the N&MC therefore findings revealed that participants noted the implementation was not without challenges. On the issue of reduced Leave days, 21 participants expressed the challenges the council had been through. In the same vein, 20 participants expressed their view that policies developed from the HRMPF&M has not been beneficial to all.

Recommendation by participants for review or amendment of the HRMPF&M to ease the contention surrounding it. Hence, in response to the question on whether portions or sections of the HRMP&M should be reviewed or amended, the majority (18) of interviewees subscribed to the notion that some sections should be modified. The following excerpts are representative of the areas of the HRMPF&M that interviewees thought needed review to enhance the scope of implementing the HRMPF&M.

The HR model in chapter (2) of the HRMPF&M should be clearly explained.
(HRMResponse 23)

The section on performance incentives, rewards and sanctions should incorporate specific monetary rewards for clearly stated feats. (HRMResponse 14)

The N&MC should look around its environment and develop HR tools that will motivate staff to put in their best. (HRMResponse 4)

Promotions for professional staff should be re-examined. Officers on secondment should be allowed to enjoy their promotions in their parent organizations.

Secondment is one of several ways of filling vacancies, albeit temporarily, especially where organizations are in dire need of certain skills which are urgently required to enable them function to the optimum (PSC, 2015; HRMResponse 6)

The leave period should be restored to the previous 36 days instead of the 28 days indicated in the HRMPF&M. (HRMResponse 11)

Issues with the FWSC should be clarified, and occupational health and safety policy should be added. (HRMResponse 15)

The subtopic on E-learning under Chapter 6 could be expatiated to take advantage of current technological advancements. (HRMResponse 2)

Succession planning should be added to PSC training workshops so that the institution can take it seriously. A lot of staff are not able to go on leave and this is not good enough. (HRMResponse 7)

The previous page outlined several areas where the scope of implementing the HRMPF&M could be improved. Responses of interviewees revealed that the PSC should review the HR model in Chapter 2, and the Council should improve the section on assessment of employee performance, incorporate HR tools on motivation, and improve policies on promotion, leave, and medical refunds. Relevant HR tools should be added to clarify FWSC issues alongside policies on occupational health and safety for staff. E-learning should be updated to incorporate modern technological breakthroughs.

Triangulation

Theoretical Triangulation

Theoretical triangulation also guided data analysis, which involves using theory to shed light from a different angle on the data produced by a qualitative research study (Patton, 2005). The present study's theoretical framework, normalization process theory (NPT), describes the ways in which an organization normalizes a new policy framework as a result of agentic contributions, or the actions of various stakeholders to align professional practice with the theory in question (May & Finch, 2009). Theoretical triangulation for the present study involved considering the interview data in terms of the main constructs of NPT: coherence, cognitive participation, collective action, and reflexive monitoring (May et al., 2018).

For example, as indicated above, all 23 subjects adopted the HRMPF&M to inform their own HR functions. This result suggests a very high level of cognitive participation as well as collective action. As the NPT describes: the subjects believed in the value of the HRMPF&M and actually implemented it in their own HR practice. Likewise, a majority of subjects (21) indicated the simple language of the HRMPF&M made it highly useful when formulating policies for the N&MC. This indicates the policy has a baseline coherence, leading to cognitive participation and collective action. This is congruent with the NPT, which indicates the theory's phases emerge sequentially over time (May et al., 2018). Reaching the phase of collective action suggests the HRMPF&M was integrated with the N&MC's policies for an adequate amount of time. The study

occurred where collective action was already in play; therefore, cognitive participation did not precede collective action.

Similarly, the data presented reflexive monitoring, insofar as subjects indicated the HRMPF&M was foundational in developing HR policies by the N&MC. This suggests the HRMPF&M is so integrated into the organization that it is the basic benchmark against which HR policies in the organization are checked. However, acceptance of the HRMPF&M was not universal. According to one subject's comments, they rate the HRMPF&M only at 70 on a scale of 100, and many subjects dislike the reduced leave policy under the HRMPF&M. This suggests that cognitive participation in the policy may not be as stable and thorough as it initially seems, especially in light of the fact that enough time has passed for subsequent phases of NPT to have emerged (May et al., 2018).

In short, the use of theoretical triangulation allowed me to look at the data from a different angle to develop additional insights. The data coding process produced themes and categories that emerged out of the dataset itself. In contrast, with theoretical triangulation, the main categories were already provided by the constructs of NPT. I was then able to consider the data in terms of the process delineated by NPT in order to consider N&MC as an organization. This analysis indicated the HRMPF&M is very important to the selected organization and that it is now highly normalized in terms of the phases of NPT. Triangulation using NPT was helpful in establishing that the perceptions reported by the subjects of the study regarding the HRMPF&M was supported by the significance of the HRMPF&M to the N&MC in terms of the process suggested by NPT.

Document Triangulation

In addition, I also engaged in triangulation by continually referring to the HRMPF&M itself when evaluating the data gathered from the subjects of this study in order to match perceptions up with the reality of the policies found within the document. For example, many subjects reported dissatisfaction with the reduced leave policy suggested by the HRMPF&M. So, I examined the HRMPF&M's policy in this regard, which can be found in section 4.25.0 of the document (Public Service, 2016). The subjects' perceptions seemed to be a genuine response to what was actually stated in this policy. I performed a similar triangulation whenever subjects were speaking about specific technical provisions of the HRMPF&M or indicated that the perceptions were based on specific aspects of the HRMPF&M that could be verified. Without exception, the subjects were well-versed in the HRMPF&M, and their perceptions were in fact supported by actual provisions that can be found within the document.

Summary

I enumerated how I gathered, recorded, and generated themes and patterns with connected analysis of transcribed data in this chapter. The chapter also details the results based on the generated themes and patterns from 23 staff members of the N&MC. The three-pronged research questions were (a) What are the perceptions of staff of N&MC staff on the extent to which the HRMD drove change through the implementation of the HRMPF&M in the organization? (b) What roles do the management of the N&MC and PSC play in the implementation of the HRMPF&M in the N&MC? (c) What is the relevance of implementing the HRMPF&M in Ghana public services?

Participants were forthcoming in their responses and were frank in their appraisal of each of the probing questions in the interview guide. They clearly underscored the essence of the HRMPF&M and the role it occupies regarding HR functions and administration of human resources in the N&MC. For instance, when posed with the questions of, *which aspect of the policy do you often apply mostly in your HRM functions and How beneficial do you find the application of the manual*, most of them expressed their views on the issues. According to them, aspects such as the CoS and SoS were more skewed to favor the top management and not the nurses, especially with regards to the reduced number of leave days, and, as such, they did not see how the HRMPF&M was beneficial to them. Furthermore, others also expressed their opinion stating that the chapter on training, development, and learning of the HRMPF&M had been adopted. From their perspective, the application of the HRMPF&M has been quite beneficial because it provides the necessary policy direction in the management of training of staff.

Participant responses were highly relevant to answering the research questions. All participants were qualified by virtue of their profession and experience in their respective fields of endeavor. The majority (22) of the interviewees were comfortable with the level of success in the implementation of the HRMPF&M to that point.

The study revealed that all (23) participants have adopted the use of the HRMPF&M to inform their HR functions. The majority (21) agreed it is highly beneficial to the N&MC in view of the simple language used. Also, the HRMPF&M guided the development of the Council's corporate policies and other HR tools, making it the legal document on which all HR issues depended. All participants believed the HRMPF&M

provided policy statements and guidelines regarding major aspects of HR issues, especially matters that border on performance management and the resolution of conflicts among staff. Through their candid responses, participants indicated that the HRMPF&M is highly relevant to the operation of the N&MC. According to the officers, the HRMPF&M helps monitoring targets set by the organization and making everyone accountable. This monitoring of targets however eventually leads to improvement in performances. In a nutshell, from the perspective of the participants, upon implementation, the HRMPF&M has improved performance, bridged the gap between the management and staff, improved approaches to training, reduced litigation and agitation among staff, and dramatically improved the integrity of the N&MC as a whole and also caused the staff to work even harder with much improved commitment towards the achievement of the goals of the organization.

Responses of interviewees again revealed that all (23) interviewees believed that the management of the N&MC and PSC were positive and made a concerted effort to draft and implement policies and other HR tools like the CoS and the SoS, with the HRMPF&M serving as a guide.

The findings further revealed that the majority (20) attested to the fact that, indeed, management plays a significant role by mobilizing the HoDs and some selected staff to give their input in the development and adoption of the HR tools. According to this group, aside the mobilization, management also through formal meetings and conferences as well as durbars and retreats sensitized all staff of the organization on the new manual and this was done through the help of staff from the PSC who were invited

to provide the needed training on the HRMPF&M. However, three respondents even though did not categorically state how management mobilized all departments especially the human resource department to implement the HRMPF&M, stated that, training sessions in the form of staff durbars and meetings were organized by management and facilitated by the PSC with the aim of sensitizing staff. Management provided human and financial resources to facilitate development and implementation of HR tools, using the manual as a guide.

However, some staff complained about bias in the extent of implementing the SoS and the CoS that were developed with the guidance of the HRMPF&M and recommended these two documents be reviewed. The review, according to 18 of the participants, should include clarification of the HR model in Chapter 2 section on assessment of employees' performance, incorporation of HR tools on motivation, and improvement of policies regarding promotion, leave, and medical refunds. Relevant HR tools should be added to clarify FWSC issues alongside policies on occupational health and safety for staff members. The FWSC is the institution responsible for remuneration of public servants.

E-learning should be updated to incorporate modern technological breakthroughs. Review should be performed every 5 years. The idea is that review of the HRMPF&M will inform management of the N&MC to assess and review their HR documents developed from the guidelines provided by the HRMPF&M. Chapter 5 elaborates on discussions, conclusions and recommendations.

Chapter 5: Discussion, Conclusions, and Recommendations

The main purpose of this study was to explore the perceptions of staff of the N&MC on the extent to which the HRMD drove change through the implementation of the HRMPF&M in the selected public service institution. The study also investigated the roles the N&MC and PSC played in the effective implementation of the HRMPF&M, as well as examined the extent to which this HRMPF&M was relevant and guides the HRM practices of the public institution in Ghana. In effect, the rationale was to conduct an exploratory analysis to identify the degree to which the manual aids the practice of HRM in the selected institution. To achieve this focus, I employed a qualitative case study of the N&MC. The results of the interviews conducted with 11 participants who are general staff, including HR managers, and 12 who are in the professional category, revealed the HRMPF&M had a high rate of acceptance by the staff of the N&MC. At both the general and professional levels, participants willingly adopted the manual in view of its numerous benefits to HR functions and other administrative issues. However, some sectors of the staff were disgruntled about certain biases associated with some HR tools developed by the Council with guidance from the HRMPF&M, whereas several others were comfortable with the changes emanating from the implementation of the manual. More importantly, data collected from participants revealed that the managements of the N&MC and PSC made concerted efforts to involve and sensitize the entire staff, including, HRMD, HoDs and other relevant stakeholders. The rationale was to concretize efforts at drafting policies and HR tools and to implement the HRMPF&M. Responses such as “Led the team from the N&MC in drafting the HR documents and finally

approved them,” as stated by HRMResponse14, indicated that, the managements of the N&MC and PSC made concerted efforts to involve and sensitize the entire staff, including HoDs and other relevant stakeholders. These attempts by both institutions were to concretize efforts at drafting policies and HR tools and implementing the HRMPF&M. This assertion was also supported by other participants who agreed to the fact that HoDs and some selected staff were involved in the development of the HR documents. In the same vein, the majority of participants also agreed that the general staff were sensitized through staff durbars, meetings, conferences and so on and this was led by officials from the PSC.

In this chapter, I critically examine the data and provide an interpretation of the results, address limitations of the study, proffer recommendations in view of the implications of the study, and identify areas for further research. I also include in my conclusion an implication for organizational change in the chapter.

Overview

Employing a qualitative-case-study research design, I conducted semistructured interviews with 11 men and 12 women who were staff members of the N&MC to gain ample insight into their perceptions on the implementation of the HRMPF&M in the N&MC. This endeavor facilitated my ability to resolve the research problems and gaps in the literature. I also selected relevant literature on HR issues and the importance of a corporate framework and manual to structure HR functions in a public service organization such as the N&MC. The literature included online sources, such as peer-reviewed journals. I guided the study with the following research questions: What is the

perception of N&MC staff on the extent to which their HRMD drove change through the implementation of the HRMPF&M in the organization? What roles do the managements of the N&MC and PSC play in the implementation of the HRMPF&M in the N&MC? And, what is the relevance of implementing the HRMPF&M in Ghana public services?

To answer the research questions, I employed a case-study method with semistructured interviews to provide participants ample opportunity relate their experiences. Because they were affected by HR issues and were conversant with the HRMPF&M, the respondents provided rich information, underpinning the objectives of the study. The interviews were also meant to foster ample opportunity to gather relevant data, based on different perspectives and multiple viewpoints. To achieve this end, I selected participants through a purposeful-sampling technique. Participants who were selected and participated in the study had the requisite traits, experience, and qualifications and offered deep insights into the research problem (aligned with Creswell & Poth, 2018; Sarantakos, 2005). All participants were suitable for the study because they were all staff of the N&MC, had not less than 3 years' working experience, and possessed the HRMPF&M. Accordingly, they met the criteria suitable for the objectives of the study (as in Sarantakos, 2005).

With the aid of a semistructured interview guide, I conducted face-to-face interviews with participants. This approach fostered an avenue in which they could freely express themselves and provide adequate input to enrich findings of the study. Participants' responses were current, reliable, and insightful. Their responses were quite instrumental in answering the research questions. However, I also used relevant

secondary sources, particularly involving the theoretical framework of this study and the HRMPF&M itself, as well as other essential documentation to confirm or authenticate participants' input during the course of the interviews (May et al., 2018).

Interpretation of Results

The data analyzed revealed that public-sector organizations such as the N&MC should be guided by a framework and manual on HR policies because of changing trends and practices, to improve quality especially in recruitment (Sinha & Thaly, 2013). This format can only succeed with solid collaboration and cooperation with respective stakeholders and, importantly, between employer and employees. Staff must see the relevance of such a manual and its effectiveness in improving their productivity (Osemeke, 2012). Conflict arising due to the implementation of the HR documents developed from the manual should be quickly resolved to garner support for the change in policy direction (Nyakwara et al., 2014). Employee social-welfare amenities can be an intervention strategy to prevent or end industrial disorder and enhance improved performance (Nyakwara et al., 2014).

Study results revealed that, prior to the implementation of the HRMPF&M in the N&MC that guided the formulation of policies, decision making was based on discretion and favoritism, culminating in several cases of litigation and rancor between the management and staff, as described in a study by Gyimah-Boadi and Brobbey (2012). However, with the implementation of the HRMPF&M, such an unproductive process in decision making has been minimized. This harmonizes with the theoretical framework (NPT by May & Finch, 2009) for this study. The study of the HRMPF&M tallies *with the*

collaborative activities, described by May and Finch (2009), which eventually become a routine, improving the manner and procedure of doing things within an organization, in this case the N&MC. It was also noted that these activities could be embedded in existing social patterns, knowledge, and practices. Undoubtedly, HRMPF&M implementation has enhanced the traditional way of performing in the N&MC to the end of improving organizational performance, as well as reducing litigation, which was influencing the productivity and financial status of the organization.

The Perception of N&MC Staff on the Extent to Which the HRMD Drove Change through the Implementation of the HRMPF&M in the Organization

The study findings revealed that all (23) participants have adopted the HRMPF&M to inform their HR functions. A majority of respondents (21) agreed that the HRMPF&M is highly beneficial to the N&MC. The respondents liked the simple language used in the HRMPF&M. Respondents also indicated that the HRMPF&M formed the basis of the Council's corporate policies, making it the legal document on which all HR issues depend.

Participants also agreed that the manual provides policy statements and guidelines regarding major aspects of HR issues, especially matters that border on performance management and resolution of conflict between staff and management. This finding is in line with Ohemeng and Anebo (2012) and Gyimah-Boadi and Brobbey (2012), who indicated a need for corporate policies to streamline or regulate activities in the public sector, such as the N&MC.

The Relevance of Implementing the HRMPF&M in Various Sectors of the N&MC

Study findings revealed that the HRMPF&M is highly relevant to the operation of the N&MC. Upon implementation, the manual has helped improve performance, bridged the gap between management and staff, improved approaches to training, reduced litigation and agitation among staff, and dramatically improved the integrity of the Council as a whole. This result is in harmony with the theoretical framework for this study, the theory of normalization. May and Finch (2009) postulated that, for an organization to experience increased productivity or improved approaches to HR issues, it is very important to implement and integrate new technology, innovative policies, or frameworks of activities in an organization. As shown from the results of this study, the implementation of the innovative HRMPF&M into the HR functioning of the N&MC has increased productivity and removed the discretionary approach to decision making and favoritism that can be rampant in public organizations. One participant indicated that, in line with May and Finch (2009), the Council progressed from an unstructured, unruly, and unpredictable mode of handling promotions, leave, and medical refunds (likened to Babylon) to the orderly, highly structured, and coordinated HRM (likened to Zion).

The Role Played by the PSC to Concretize Efforts at Implementing the HRMPF&M for the Regulation of N&MC HR Issues

This finding on the role of the PSC is in harmony with the 1992 Constitution under Article 195, stipulating that the core mandate of the PSC is being responsible for recruitments /appointments, while retaining the power to advise the president concerning political appointments in public service institutions. Moreover, the PSC (2015) specified

that the HRMPF&M was developed and should be implemented to provide specific objective guidelines for public institutions to adopt in their daily operations. The guidelines and principles consist of ethics and values laid out by the PSC for the public sector to practice. Hence, managers of public institutions must collaborate with the PSC to implement the HRMPF&M, aiming to streamline and regulate the public institution's business operations. Participants testified to this core mandate of the PSC and showed that management of the N&MC fully cooperated and collaborated with the PSC to implement the manual.

The Role Played by the Managements of the N&MC and PSC to Ensure Effective Implementation of the HRMPF&M

Study results revealed that all 23 interviewees agreed that the managements of the N&MC and PSC played effective roles, and managers made concerted efforts to draft and implement the HRMPF&M. A majority (20) believed that the two corporate bodies involved the HoDs and selected staff through various avenues including invitations to conferences and formal meetings, in which the PSC personnel provided the necessary training on the manual. The PSC management provided human and financial resources to facilitate development and implementation of the manual.

The Challenges the N&MC and PSC Management Faced in Successfully Implementing the HRMPF&M

Most (20) participants indicated their displeasure with the scope of the N&MC corporate policies and other relevant HR tools developed with the guide of the HRMPF&M either from the perspective of the region in which they work or the category

of profession in the Council. This explains the gaps in policy manuals developed by the various services in the public sector like the LGS. The review is inevitable to make the framework more generic for adaptation by the various public service institutions. This is in harmony with the study conducted by Adam, (2018), that public and political leaders should establish policies, systems, and laws with a well-designed generic policy framework, thereby building trust among stakeholders (Adam 2018). Though three participants disagreed with the notion that those working at the regional offices are sidelined or that the implementation of the corporate policies were unfair geographically, the N&MC may also consider the decentralization concept (the orderly delegation of authority to some level of management staff across an organization.). The decentralization process may allow the N&MC to delegate some HR functions to the regional offices.

Recommendation by Participants for Review or Amendment of the HRMPF&M to Ease the Contention Surrounding the Policy

Study results also revealed that although the HRMPF&M was warmly received by staff since its introduction, some (18) participants indicated some sections needed review and augmentation. It is my opinion that, a review of the HRMPF&M will inform management of the N&MC to assess and review their HR documents developed from the guidelines provided by the HRMPF&M. Some staff also complained about bias in the scope, as well as the effectiveness, of implementing N&MC corporate policies and recommended these HR tools of the council be reviewed. This finding is consistent with the results of a study conducted by Abdul-Kahar and Sulaiman (2017) that certain

inconsistencies in policies of public service institutions, especially in Ghana, existed” because HRM practice was still in a formative stage. Respondents thought that additional work was required for Ghana to reap complete benefit from the provisions in the Constitution that form the basis of HRM policies (Abdul-Kahar & Sulaiman, 2017).

Limitations of the Study

In view of the nature of the study—a case study comprising 23 participants—generalizing and applying results to a wider context outside the N&MC is conceptually inappropriate. Researchers engaging in any further future study on this topic should consider widening the scope to make findings generalizable.

This study was based on the perceptions of staff of the N&MC and may be fraught with participant or researcher bias. Being an HR officer and coming from the PSC from which the manual emanated, I had to work to maintain objectivity during the interviews by asking the same questions of all the participants, as indicated in Chapter 3. I also forwarded transcribed data to participants before interpreting the results, to limit bias. Moreover, I consulted other sources of information to support the objectivity of the results.

Recommendations for Action

The study findings reveal several recommendations from participants regarding reexamining and improving the N&MC’s HR tools with guidance from the HRMPF&M. In this regard, I recommend the management of the N&MC initiate action to review the suggested areas in the organizational manual, especially areas involving CoS and SoS.

Such areas also include relevant HR tools including policies on occupational health and safety for staff. Participants recommend the HRMPF&M be reviewed every 5 years.

The HRMPF&M, as developed by the PSC, is quite instrumental in influencing HR management and other administrative functions in Ghana's N&MC. Other public services and African countries may want to develop similar documents to guide their effective HR functioning. However, areas requiring clarification in collaboration with FWSC on rewards relating to performance, alongside issues on E-learning such as on-the-job learning to improve performance, must incorporate modern technological breakthroughs. With lapses identified from this implementation, these challenges may guide other organizations in their implementation process. Countries may want to initiate the process to identify gaps as a guide in their own framework's development. The public service institutions in these regions may adopt the policy guidelines considering the internal and external environments of the various institutions.

Recommendation for Further Study

In view of the nature of HRM in Ghana, three important areas should be explored in future studies. First, I suggest researchers undertake a comparative study examining the nature of inconsistencies in the HRMPF&M, corporate policies, and other relevant tools developed by the N&MC, with the guide of the framework. Such a study would make it possible for the N&MC to adopt practical measures to resolve inconsistencies. With the aid of such a study, organizations can discover practical means of resolving or addressing inconsistencies. Second, because of the disparity existing between the headquarters and regional offices in the implementation of the HRMPF&M, I recommend

that the management of the N&MC, in collaboration with the PSC, conduct an in-depth inquiry to objectively ascertain whether decentralization in certain HR functions are feasible. Finally, a study may be conducted in another public service institution to determine if and how other public service organizations also embrace the HRMPF&M.

Implication for Organizational Change

The present study has organizational change implications for the management of the N&MC and the Ministry of Health (being the umbrella ministry supervising health issues in Ghana). Critical perusal of participants' responses demonstrated the need for improved approaches to issues pertaining to leave, promotions, SoS, medical refunds, and other HR activities. Using a qualitative case study, the results represent the perception of the staff of the N&MC. The implications of the gradual development of the HR tools, the corporate policies were new ways of performing tasks that yielded results at the N&MC. This tallies with the theory of normalization underpinning the study to integrate, and embed new technology or innovative policies or framework of activities. Also, a need exists for management of the N&MC to pave the way for increased involvement and collaboration between management and staff. This finding underscores the need for increased recognition of performance and innovation exhibited by members of staff. Maintaining a cordial rapport with members of staff can be quite instrumental in retrieving information that can concretize and consolidate efforts at implementing the HRMPF&M.

Conclusions

Unequivocally, this qualitative case study has contributed to literature on the perception of the extent to which the HRMD drove change through the implementation of the HRMPF&M in the N&MC, and on the relevance and important roles of stakeholders in the successful implementation of the HRMPF&M in the N&MC. The study showed that the extent of the HRMPF&M in handling HR needs in the N&MC had been useful. Notwithstanding the above assertion, some biases exist in the implementation of the HR tools developed with the guide of the HRMPF&M. At present, HRM is still in its formative stage in Ghana, requiring continuous improvement and amendment of inconsistencies in the corporate framework and manual. Despite the gaps, the HRMPF&M's overall focus aligns with the theoretical framework for the study because it was shown to be the best policy-direction framework and manual that the N&MC has ever had. The HRMPF&M has helped address several aspects of HR issues and led to a reduction in litigation from staff agitations. Managements of the N&MC and PSC made concerted efforts to spearhead the development and implementation of relevant tools, following guidance from the HRMPF&M in line with their respective core mandates. Though several participants demonstrated their appreciation of the implementation of the HRMPF&M, so far, they want to see further collaboration among the management of the N&MC, the PSC, the HoDs, and the entire staff to review sections of the HR tools developed for N&MC with the guide of the HRMPF&M that some members perceived as unfair and laden with bias.

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Appendix A: Interview Questions

Section 1: Use of the HRMPF&M

- a. Do you use the guides in the HRMPF&M to inform your HR function? Yes _____
 No _____
- If no, any reason?
 - If yes, which aspect of the policy do you often apply mostly in your HRM functions?
 - Has this been useful to your organization?
 - How beneficial do you find the application of the manual?
 - How would you assess the manual in terms of it meeting the HR needs?
- b. Is the manual easy to use? Yes / No
- If no, what do you think makes it difficult to use.
 - If yes, what do you think make it easy to use
 - Generally, is there any particular section you will want reviewed and how can this be improved?

2. Section: Implementation Approach

- How will you describe the implementation of the manual?
- What do you believe are the differences, if any in the implementation process at the headquarters and other regional offices? Why are variations occurring?
- Are these disparities likely to affect the achievement of the objectives for which the manual was developed or service delivery in general?
- In your view were there unique challenges that the council faced while implementing the manual?

Section 3: Relevance of implementing the HRMPF&M)

- Has your organization adopted the Human Resource Management Policy Framework and Manual (HRMPF&M)? Yes _____ No _____
- If yes, what necessitated the adoption of this framework?
- How do you perceive the content of this framework with regards to it causing a change in human resource management operations in the organization?
- How will you describe the operations of the human resource department after the adoption of the Human Resource Management Policy Framework and Manual (HRMPF&M)?
- Has there been any significant change after its adoption?
- If yes, describe some of these significant changes?
- How has these changes affected the operations and the human resources in your organization
- How would you describe the impact of the implementation of the manual on staff performance?
- Would you say the HRMPF&M achieved its purpose for which it was developed?

Section 4: Role of management in the implementation of the human resource manual in these institutions

- Describe management reaction and attitude towards the adoption of the human resource manual?
 - a. What role did you think management played in the adoption of the human resource manual?

- b. What role will you say management played in mobilizing all departments especially the human resource department to adopt the manual?
- What challenges were encountered by management during the implementation phase of the human resource manual?
- What mechanisms or strategies were put in place to overcome these challenges to ensure the successful implementation of the human resource manual?

Section 5: Role played by the Public-Service Commission (PSC) in determining the appropriateness of these human resource manual

- Are you familiar with the core mandate of the Public Service Commission (PSC) with regards to the development of the human resource manual?
- If yes, state some of these core mandates?
- What role did the PSC play in the adoption and implementation of the human resource manual in your organization?
- State any challenges the PSC encountered dealing with the organization with regards to the adoption and implementation of the human resource manual?

Conclusion

Is there anything else that you would like to mention that I haven't already asked about?

Thank you very much for your time and the information.