

**A STUDY ON HPO FROM THE EMPLOYEES'
PERSPECTIVE IN SELECTED PUBLIC SECTOR
IN PAKISTAN**

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**A STUDY ON HPO FROM THE EMPLOYEES'
PERSPECTIVE IN SELECTED PUBLIC SECTOR
IN PAKISTAN**

by

KALIMULLAH

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DEDICATION

To my supervisor Dr. Mohd Anuar Arshad and my friend Dr. Arshad Mahmoud, for their sincere, continuous and countless support.

&

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LIST OF ABBREVIATIONS

GOP	Government of Pakistan
HPO	High Performance organization
PO	Public organizations
HPPO	High performance Public organizations
PSOs	Public sector organizations
PPSOs	Pakistan Public sector organizations
DC	Dynamic capability theory
RBV	Resource based view
SBP	State Bank of Pakistan
NDP	National development plan
UMIC	Upper middle-income Countries
WAPDA	Water & power development Authority
CDNS	Central Directorate of National Savings
PS	Public sector
IT	Information Technology
WB	World Bank
FY	Fiscal Year
MQ	Management Quality
WQ	Workforce Quality
CI	Continuous improvement and Renewal
LTO	Long term orientation
OAo	Openness and action orientation

**SATU KAJIAN MENGENAI ORGANISASI BERPRESTASI TINGGI DARI
PERSPEKTIF PEKERJA SEKTOR AWAM YANG TERPILIH DI
PAKISTAN**

ABSTRAK

Matlamat kajian ini adalah untuk menguji lima faktor yang terkandung dalam kerangka Organisasi Berprestasi Tinggi (HPO) yang dihasilkan oleh Profesor De Wall di sektor awam terpilih di Pakistan dengan tujuan untuk mengenalpasti status prestasi dan mencadangkan penyelesaian bagi menambahbaik faktor yang dikenalpasti lemah hasil daripada pengujian terhadap kerangka HPO. Untuk tujuan ini, kaedah penjelasan berurutan daripada kaedah campuran telah digunakan dimana kaedah kuantitatif telah digunakan untuk mengenalpasti status prestasi dan kaedah kualitatif telah digunakan untuk mencadangkan penyelesaian penambahbaikan kepada sektor awam Pakistan. Kerangka HPO mempunyai soal selidik berstruktur dengan 35 item dan telah digunakan untuk mengumpulkan data daripada 513 responden dari tiga organisasi perkhidmatan awam terpilih di Pakistan. Hasil kajian kuantitatif menunjukkan status prestasi organisasi awam adalah rendah. Kajian ini mendapati bahawa kerangka HPO menjelaskan varians 27.5% dalam prestasi organisasi perkhidmatan awam di Pakistan. Oleh itu, kajian ini menyimpulkan bahawa kerangka HPO boleh diaplikasikan dalam kontek Pakistan tetapi ia bukan "penyelesaian cepat" untuk mencapai HPO di Pakistan. Dalam kaedah kualitatif, dua belas temuduga telah dijalankan berdasarkan tiga soalan utama keatas pengurusan tertinggi dari organisasi yang sama di sektor awam Pakistan. Analisis rangkaian tematik telah digunakan untuk menganalisis kefahaman organisasi awam mengenai HPO, dan untuk meneroka penyebab kepada skor min yang rendah keatas faktor yang diuji dalam kerangka HPO. Kajian ini menyimpulkan bahawa

terdapat tahap pemahaman yang baik terhadap HPO dalam organisasi sektor awam di Pakistan, namun, didapati tiada pengamalan HPO dalam organisasi sektor awam. Kajian ini mendapati, faktor orientasi keterbukaan dan tindakan; penambahbaikan dan pembaharuan yang berterusan; dan kualiti pengurusan menunjukkan keputusan skor min yang rendah setelah pengujian kerangka HPO dilakukan. Bagi faktor keterbukaan dan orientasi tindakan, struktur mekanistik didakwa sebagai penyebab terhadap skor min yang rendah. Manakala, kekurangan komitmen dan sumber didakwa menyumbang kepada skor min yang rendah terhadap faktor penambahbaikan berterusan dan pembaharuan. Seterusnya, kekurangan kepimpinan beretika dan berwawasan didakwa sebagai penyebab kepada skor min yang rendah terhadap faktor kualiti pengurusan dalam organisasi sektor awam Pakistan. Bagi penyelesaian penambahbaikan, pembangunan pengurusan prestasi berorientasikan rakyat dan e-pengurusan telah dicadangkan untuk meningkatkan faktor keterbukaan dan orientasi tindakan, manakala, memiliki komited kualiti pekerja dan ketersediaan sumber dengan penggunaannya yang cekap telah dicadangkan sebagai mampu menyelesaikan faktor penambahbaikan berterusan dan pembaharuan. Seterusnya, kepimpinan beretika dan berwawasan telah dicadangkan sebagai mampu untuk meningkatkan faktor kualiti pengurusan dalam organisasi sektor awam Pakistan. Kajian masa depan adalah disyorkan untuk mempeloporkan dan meneroka kerangka holistik HPO dalam mengenalpasti perspektif dalaman dan luaran untuk mencapai organisasi berprestasi tinggi. Sebagai tambahan, penyelidikan masa depan juga boleh mempertimbangkan amalan tadbir urus ke arah berorientasi rakyat dalam sistem organisasi mereka. Di samping itu, pengukuran dan penilaian budaya terbuka untuk peningkatan berterusan perlu diamalkan oleh organisasi sektor awam untuk mencapai prestasi tinggi terutamanya di negara-negara membangun.

A STUDY ON HPO FROM THE EMPLOYEES' PERSPECTIVE IN SELECTED PUBLIC SECTOR IN PAKISTAN

ABSTRACT

This study aims to test the five indicators of High Performance Organization (HPO) framework derived by the Professor De Wall in the selected public sector organization in Pakistan with the purpose to identify the performance status and to propose the solution to improve the identified poor factors resulted from the tested HPO framework. For this purpose, explanatory sequential method of mix methodology is applied whereby the quantitative method is used to assess the performance status and the qualitative method is used to propose the improvement solutions to the public sectors organizations. HPO framework had a structured questionnaire of 35 items and it was used to collect data from 513 respondents from three selected public service organizations of Pakistan. The quantitative study results indicated low performance status of public sector organizations. This study found that HPO framework explained 27.5% variance in the performance of public sector organizations in Pakistan. Therefore, this study concluded that the HPO framework is applicable in Pakistani context but it is not a “quick fix” to achieve HPO in Pakistan. In the qualitative method, there were twelve interviews attending to three main interview questions had been conducted in the same organization to the top management of public sector organizations in Pakistan. Thematic network analysis was applied to analyze these public organizations’ understanding on HPO, and to explore the reasons of low mean score of the tested factors in the HPO framework. This study concluded that there is good level of understanding on HPO in public sector organizations of Pakistan, however, the practiced of HPO was found missing in the public sector organizations.

This study found that openness and action orientation; continuous improvement and renewal; and management quality had low mean score result of the tested factors of HPO framework. As for the factor of openness and action orientation, the mechanistic structure was claimed as the cause of the low mean score. While, lack of commitment and resources was claimed as contributor to the low mean score of the continuous improvement and renewal factor. Then, lack of ethical and visionary leadership was claimed as the cause of low mean score on management quality factor in public sector organizations of Pakistan. As for the improvement solutions, development of citizen-oriented performance management and e-management had been proposed to improve openness and action orientation, while, possessing committed quality people and availability of resources with its efficient utilization was proposed as able to solve the continuous improvement and renewal factor. Hence, ethical and visionary leadership was proposed as able to improve the management quality factor in public sector organizations of Pakistan. Future research is recommended to address and explore holistic HPO framework in diagnosing the internal and external perspective in attaining high performing organizations. In addition, future research may also consider the governance practices towards citizen orientation in their organization systems. Besides that, measurement and evaluations of open culture for continuous improvement need to be practiced achieving high performance of public sector organizations especially in the developing countries.

CHAPTER ONE

INTRODUCTION

1.0 Introduction

The focus of this research is the Public-Sector Organizations' (hereafter PSO) employees of Pakistan. This chapter presents a brief overview of the present study and will provide background information of the study, the research problem and objectives, research questions, the significance of the study, as well as the scope of it, in rational progression.

1.1 Research Background

Government of Pakistan, in view of the economic situation and low performance of public organizations, had organized a national consultative conference on 22nd November 2013 and declared "Vision Pakistan 2025", to achieve the level of middle-income nation (Ministry of Planning, Development & Reform, 2015).

For this to happen, the national economic council (NEC) in its meeting held in 2014, accepted a National Development Program 2013-14 with funds of Pakistani rupees (PKRs) 1175 billion including 192 billion rupees as foreign aid for public sector reforms as one of the key areas of Vision 2025 is reform and innovation in government institutions for high performance. Many projects were initiated by the Ministry of Planning and Development like 'Reform and Innovation in public sector for high performance', public sector management efficiency, devolution of public reforms, public information and statistical management, young development fellowship program, result based monitoring and management information system to make public organizations as high performing organizations. The Federal public sector

development program (PSDP) 2014-15 has begun to change its structure, composition and content to achieve the goals of Vision Pakistan's 2025, where one of the goal is to modernize and transform public sector organizations into high performance public organization (HPPO). The results and fruits of this step yet to be realized in the years ahead. In this regard, following section first give the general overview of the public organizations in Pakistan and then discuss public organizations' performance in rational progression.

1.1.1 Pakistan's Public Organizations

Islamabad is the federal capital of the Islamic Republic of Pakistan which has a total of four provinces namely Khyber Pakhtunkhwa, Baluchistan, Punjab, and Sindh with four types of administrative services for the public:

(1) All Pakistan Services

Employees working in the All Pakistan Services category can be rotated within the federal and provincial organizations

(2) Federal Services

Employees of the Federal Services category can work only in federal organizations

(3) Provincial Services

Multiple cadres such as for education, health, engineering, and agriculture are set up by each province and managed through a provincial district management group system

(4) New District Management Services

This is a district management service. District, *tehsil*/town and union council levels are classified into general and technical, but are yet to be implemented (NCGR, 2008).

There are two main cadres of employees, namely, officers and non-officers. The officers' cadres are also known as bureaucrats (BPS-17 to BPS-22). These officials' selections are based on the result of competitive examination by the Federal Public Service Commission. Another non-official cadre (BPS-1 to BPS-16) are selected by different PSO through a non-centralized, organization-based selection system. All PSOs recognize a centralized power structure whose powers and privileges belong to the highest bureaucracy. The bureaucrats enjoy elite social status but fail to perform their basic duties (Bashir et al., 2011). Pakistan's PSO, including the federal and four provinces, employed a total of 2,383,784 employees (NCGR, 2008).

To deliver quality services to public, at par with other countries, Islamic republic of Pakistan also instigated PSO reform campaigns under the New Public Management (NPM) model in the 1990s to strengthen its PSOs. The PSO reform actions taken under this strategy were mainly based on the World Bank's (WB) experience of developing countries which identified the state's weak institutional capacity - as bottleneck impeding transformation. To remove these impediments, training of public servants, improvement of salaries, and enhanced use of information technology (IT) were included as part of the strategy. According to (NCGR, 2008), from 1999 to 2007, a series of reforms under the NPM model focused on the management of public sector efficiency programs and was launched at the cost of \$350m. Many regulatory commissions and agencies such as the Planning and Development Commission (PDC), Higher Education Commission (HEC), National Disaster Management Authority (NDMA), and Telecom Regulatory Authority (TRA) have been established to support

professionalism and bring PSOs to the best level of performance. However, the outcomes of these strategies and indicators confirm not only the unchanged and unsatisfactory-inefficient situation of the PSOs since 1990, but also that it has in fact, worsened (Abbasi & Khan, 2015; Iqbal, 2014).

On inefficiency, the finance minister (Ishaq Dar) of Pakistan in November 2013 pointed out that national PSOs were not only mismanaged but were blatantly exploiting citizens' rights and increasingly prove a burden to the state exchequer as well. It was ascertained, and there was no doubt that Pakistan's public sector was counterproductive and needed reform (Dawn, 2013). Considering the counterproductive practices, and the low performance of the PSOs, the Pakistan government organized a national consultative conference on 22 November 2013. The conference's consultative document "Vision 2025, focused on a prosperous upper middle-income nation". It is being completed in detail and is expected to achieve "Vision 2047" to rank Pakistan among the 10 largest world economies (Ministry of Planning, 2013).

In this regard, and envisioning Pakistan 2025-2047, the National Economic Council (NEC) in its meeting held in 2014, approved a National Development Program with funding of PKR 1,175 billion, plus PKR 192 billion as foreign aid. Following this event, even though the NEC approved additional funding of PKR 1,513.7 billion, including PKR 231.7 billion in the year 2015 as foreign aid for public sector reforms and innovation – considered as one of the key areas of 'Vision 2025' for high performance public organizations (Ministry of Planning, 2014) – no significant improvements have been reported so far. Evidence for this unchanged situation is also borne out by the research of Hanif (2016) and Zeb et al. (2014). Despite efforts and solid funding since 2013, PSOs in Pakistan remain inefficient institutions where poor governance and corruption; political and individual influences; delayed processes; lack

of resources and performance management system; lack of automation and technological adaptability are prevailing causes (Riaz, 2016; Ali, 2015; Zeb et al, 2014).

The public strongly criticize PSOs in Pakistan for its high rates of corruption which is fast becoming a 'norm'. It is commonly assumed that matters such as theft reporting to police, issuance of a driver's license, pension, facilitation of an electricity or gas connection, issuance of passports and getting a contract for a highway construction for instance, will not happen without bribing the relevant authorities. Failing to bribe, it is likely that one's case will remain 'pending' for many years (Bashir et al. 2011). Due to the established organizational norms, the public have casted-off the notion that a complaint against these evils will make any difference. The public suffers as it becomes a real challenge to access basic social services in Pakistan (Sustainable Development Institute, 2014).

The Pakistani public are plagued with challenges. The energy crisis sees them suffering from electricity load shedding about 12 hours daily due to mismanagement of the Water and Power Development Authority (WAPDA), where maintaining a methane gas (natural gas) is not an exceptional case.

WAPDA is one of the Public organizations with major inefficiencies and poor governance. The public registered 27,893 complaints against it out of a total of 58,078 complaints registered with the federal ombudsman office against Public organizations (Annual Report of Ombudsman Office, 2016) in Pakistan. The WAPDA Mangla power project initiated in 2016 is the latest corruption scandal (Dawn, 2016). The public perceives it as the worst example of failure and mismanagement caused by delaying processes. The government terminated 250 employees on corruption charges,

demoted 42 officials and halted promotions of 28 employees pending further investigation.

To date, no investigation reports have been disclosed to the public (Dawn, 2016). To address this issue, the government-run television channel PTV organized an interview with WAPDA chairman whereby he acknowledged the mismanagement and organizational governance issues. To maintain management quality, WAPDA signed a memorandum of understanding (MOU) in July 2016 with the National University of Science and Technology (NUST) for cooperation in conducting training to improve organizational governance (Dawn, 2016).

The worst moments in time is that there were exchange of one hundred and eighty two (182) letters between WAPDA chairman, the ombudsman office and International Transparency Pakistan regarding issues of violation of public procurement rules, overbilling with no power services, bureaucratic delaying procedures, and the failure to provide energy meters to the public which is still causing loss of millions of rupees to the exchequer (International Transparency Pakistan, 2017). All these indicating the perpetual failure of WAPDA.

Unfortunately, these issues are not only prevalent in WAPDA, but also plague other PSOs such as Pakistan Post Office (PPO) and the Central Directorate of National Savings (CDNS). The PPO provides communication services, pension grants, saving schemes, and electronic money orders, among others. The PPO is also responsible for the disbursement of funds to the poor under the Benazir Income Support Program, a mega project across the country.

Their poor service delivery is under fire for gross delays. Public complaints are never ending. The 2016 annual report reveals that the ombudsman office received a number of complaints against PPO employees for their lack of professionalism, delay

in granting of family pensions such as to deceased pensioners' widows and other financial operations. Previous reports revealed the lack of public trust due to PPO's inappropriate services resulting in a loss of approximately PKR 1.9 billion in the years 2014-2015 (Federal Government Ombudsman Office Annual Report, 2016).

The lack of public trust in PPO's services was broadcasted on TV talk show program. A famous anchor in Pakistan, Aqeel Yousufzai had highlighted the main factors for the distrust as inexcusable loss of important public documents, damages to parcels, unethical behavior of staff and inefficient accountability procedure. Later, Aqeel Yousufzai interviewed PPO director general Mr. Nisar Mohammad Khan in that TV talk show and the director acknowledged the observations and added that the primarily manual management system and the size of the organization itself as fundamental reasons for the public's lack of trust (Center for Research and Security Studies, 2016).

The Central Directorate of National Savings (CDNS) is another PSO given responsibilities on all policy matters as well as the execution of various National Savings Schemes. The main functions of the organization are to encourage savings among the masses, to popularize saving schemes among the public, and to generate and collect funds for the national exchequer.

Linking CDNS to public complaints and lack of trust, the ombudsman office (2016) reports that a high number of complaints were lodged regarding factors such as the delaying of processes; extended wait; insufficient facilities and staff inefficiency; miscalculation of profit payouts; miscalculation of Zakat; public over-crowding and lack of automated services. A decisive moment came on 28 March 2017 when the apex court took *suo moto* (Sua Sponte) action against public organizations for its mismanagement and poor performance and ordered the de-notification of top officials

of the National Accountability Bureau (NAB) of Pakistan, of their responsibility and accountability for appointments based on merit as opposed to personal choice. Four (4) regional directors generals were let go along with 137 employees hired with irregularities, while 35 acceded to early retirement. Furthermore, the apex court formed a committee to inquire qualifications of the remaining 102 officers of the bureau ('Four NAB DGs Sacked by Supreme Court', 19 March 2017).

Pakistan PSOs are incapable of providing quality service and meeting the high standards expected of them (Riaz, 2016; Sustainable Development Policy Institute, 2014; Iqbal, 2014). The public are generally frustrated with the poor service delivery. (Civil service Reform, Dawn News, 2016). In the midst of all the troubles and morale debilitating issues, the sustainability of PSOs comes under scrutiny. In the past decade, privatization of low performing PSOs was considered the last and safest resort for big changes. A shining example is Pakistan Telecommunication Limited (PTCL). Government transport services and banks too. Eventually, all these PSOs lose their Public organizations status (Kalim, 2018; Hanif, 2016; Munir, 2012).

Up till now, poor service delivery is the most apparent drawback. It is an obvious problem which grew bigger due to lack of mechanization and technological advancement; unsustainable business strategies; lack of leadership; inept management and staff; incompetent project management and inefficient utilization of limited resources; as well as poor planning and execution. The lack of integration among department members, leadership and its support are also contributing factors in the low performance of public organizations in Pakistan. Dysfunctional organizational culture; archaic performance management methods; compromised principles of fairness and governance; lack of accountability, impartiality, and transparency; absence of employee commitment resulting from unsatisfactory training and development

practices too, contribute to the inferior and diminished performance of the PSOs. Overall stakeholder dissatisfaction of PSOs was due to the undesirable aforementioned factors (Abbasi, 2011; Iqbal, 2014; Raza, 2014; Rehman, 2012; Riaz, 2016; Sial et al, 2013; Waheed et al, 2014; Zeb et al, 2012). It is determined that the PSOs need to improve and this can be achieved through visionary leadership, good governance and high-performance management practices (Ahmad & Mahmoud, 2014; Riaz, 2016).

An efficient management is crucial in the quest to sustain the PSOs in Pakistan ('Civil Service Reforms', 2016). Effective performance management and strictly making public officials accountable for their actions and decisions are the reforms needed to enhance the overall quality of service delivery (Hanif et. al, 2016). Despite various scattered attempts, no independent nor systematic research has been conducted to evaluate a considerable level of HP practices in PSOs. In this regard, the Sustainable Development Policy Institute (2014) strongly recommends a series of quantitative and qualitative methods for in-depth exploratory research to inform policy through contextual -rich analysis. This research study aims to work in the same direction.

1.2 Problem Statement

The sustainability of PSOs in Pakistan is at risk as the losses of just a few of the major PSOs alone, namely Pakistan International Airlines (PIA), Pakistan Post Office (PP0), Pakistan Steel Mills (PSM), Pakistan Electric Power Company (PEPCO), Pakistan Railways (PR), National Highway Authority (NHA), Pakistan Agriculture Storage Services Corporation (PASSCO) and the Utility Stores Corporation (USC) have amounted to PKR 1,500 billion (Federal Footprint State Owned Entities Performance Review Fiscal year, 2014-15). The losses incurred by three major public sector entities (PSEs) — the Pakistan International Airlines, Pakistan Railways and Pakistan Steel Mills — have surged to about Rs705 billion in three years despite continuous injection

of funds into the organizations (Dawn News, 2016). Recently, the Institute of Monetary Fund (IMF) has also reported that the combined accumulated losses of Public Sector Enterprises (PSEs) in Pakistan have exceeded Rs1.2 trillion or 4 percent of GDP (Public sector companies' loss swells to Rs1.2tr, Mehtab Haider, March 20, 2018, The news). Constant and prolonged frustration over poor service delivery has turned the stakeholders away towards services offered by private organizations promising good performance. This shift brought about the worst financial-performance crisis in the history of PSOs in Pakistan. Consequently, on 18 July 2016, the federal cabinet proposed to privatize major PSOs – this is still under review and yet to be finalized.

Due to the delay in the process, the apex court's *suo moto* (Sua Sponte) ruling on 28 March 2017 saw the sacking of top management officials of the National Accountability Bureau of Pakistan (Dawn, March 29, 2017) largely responsible for the enormous organizational management loss. The annual report of Wafaqi Muhtasib or the ombudsman office (2016) classified all public complaints into three categories related to management practices:

- (a) 53% related to inattention, delay, neglect, inefficiency, and ineptitude;
- (b) 30% on administrative excesses, discrimination, favoritism, arbitrary, unjust, and biased decisions; and,

17% were against corrupt practices. In this regard, maladministration, shortage of skilled human resource, lack of knowledge of performance practices, employees' inappropriate response towards public complaints, lack of accountability, delay in the services' provision and replacement, lack of material resources and upkeep of offices, delay and long-wait in processing, failure to respond to complaints, lack of

technological adaptations, largely manual operations and incorrect billings were the common public complaints registered at the National Ombudsman Office (Federal Ombudsman Office Pakistan, 2016), which is also under notice within current study.

The annual report of federal Ombudsman Office Pakistan, 2016 and the *suo moto* (Sua Sponte) action of Apex court, Pakistan on 28 March 2017 (Dawn, March 29, 2017; federal government ombudsman office, 2016) against public organizations for its mismanagement, poor performance, lack of leadership, inept management and staff, incompetent management and inefficient utilization of limited resources; as well as poor planning and execution. Resultantly, the purge of four top officials along with 137 employees of the National Accountability Bureau (NAB) of Pakistan. All this indicate to low level of management quality and low level of workforce quality.

Moreover, the lack of integration among department members, lack of automation and technological adaptability, continuous improvement, lack of responsive structure to public needs are the failure of the public organizations in Pakistan (Annual report of sustainable development institute Pakistan, 2016; Riaz, 2016). All these are perpetual issues indicating towards the failure of continuous improvement, long term orientation, and failure of open culture and lack of action orientation in decision making process of public organizations in Pakistan. In this regard, many local researchers and research organizations of Pakistan have concluded that more research is needed in this area (Riaz, 2016; sustainable development Institute Pakistan, 2016; Hanif, 2016; Civil Service Reforms, 2016).

In line to this, de Waal (2017) five factors of HPO framework include management quality, workforce quality, long term orientation, continuous improvement, and openness and action orientation as high-performance factors. Along the similar lines, De Waal, (2017) and Bagorogoza (2015) recommended testing of

five factors of HPO framework with structural relationship of high performance. Though, there has been research studies on HPO framework in the context of developing countries like De Waal and Mulimbika (2014), and De, Waal and Sultan, (2012); de Waal, (2017). However, previous studies have not tested the relationship of five factors of HPO framework with high performance. Furthermore, there is no single study of both public and private sector organizations regarding Pakistan have been found on the suitability of De, Waal's HPO framework. This study is looking to fill the gap to focus on high performance rather than general performance or performance management. Most of the studies in the past including De Waal studies (2008, 2010, 2019) have not tested the structural relationship of five factors of HPO framework with high performance.

Therefore, given centrality to the issue in this context, this research seeks to fill the gap by applying HPO framework to diagnose performance status using mean values of five factors criteria of HPO framework, to test validity of HPO framework and to see direct impact of five factors of HPO framework with relationship of high performance rather than general performance. This study also propose indexes for various categories of performance in terms of very low, low and moderate performance in quantitative strand of this study. Furthermore, quantitative results of five factors of HPO framework are reaffirmed and discussed in qualitative strand of the study to analyze PSOs understanding on HPO and to explore reasons of low mean scores of five factors of HPO framework to identify improvement factors, with reference to the sustainability of Pakistan's PSOs. Successful HPO factors applied in PSOs would add significant value to their service delivery to meet and exceed stakeholder expectations. Failure of high-performance factors applications in PSOs will lead to inevitable

privatization and a complete collapse of the organizations. This will further intensify public dissatisfaction and may lead to class system and anarchy in the society.

1.3 Research Objectives

The major and overall aim of this research is to test HPO framework and to explore high performance factors to transform PSOs into sustainable HPPO from the employees' perspective in selected public sector in Pakistan. In the same line of enquiry, the following research objectives are identified.

1. To investigate performance mean values of public sector organizations of Pakistan by applying five factors criteria of HPO framework.
2. To find out whether HPO framework is a valid framework in the context of Public organizations in Pakistan.
3. To ascertain the direct impact of five factors of HPO framework on public sector organizations' (PSOs) performance in Pakistan
4. To analyze public sector organizations understanding of high-performance organizations.
5. To explore the reasons of low mean score of the identified factors in the tested HPO framework.
6. To propose the improvement solution(s) to the identified factors that scored low mean result in the tested HPO framework

1.4 Research Questions

In a broader perspective, this research study is inspired by research question 'How public organization could be transformed into HPPO of Pakistan? Accordingly, this research investigation would answer following questions in this study.

1. What is the performance mean value of public sector organizations in Pakistan based on five factors criteria of HPO framework?
2. Are the five factors criteria of HPO framework valid to be applied in the public sector organizations of Pakistan?
3. Is there any direct impact of five factors of HPO framework on public sector organizations' (PSOs) performance in Pakistan?
4. What is the top management of public sector organizations' understanding on HPO?
5. What are the reasons of low scores' factors (If, any) of HPO framework?
6. What would be the improvement factors of low mean score reasons of HPO framework?

1.5 Significance of the Study

The current research would add value to intellectuals of the field, professors and researchers of the organizational studies. The importance of vibrancy is that it will increase the literature practically and usefully, especially in public organizations in Pakistan and developing countries. The importance of this research is related to the handling of the HPO framework to achieve high performance in government agencies in Pakistan. The study contributes to the existing literature by adding and examining the applicability of the HPO framework to pursue HPPO. It also provides an opportunity to improve understanding of public organizations to improve the performance of decision makers and staff in improving public sector organizations in Pakistan. The vibrant significance of this study is that it explore the external organizational factors of high performance in qualitative phase of the study. Reviewing literature from different disciplines, such as organizational performance and strategic management, will drive the development of knowledge systems and promote further

debate on the HPO framework to promote high performance creation and sustainability in developing countries.

The results of the current study will provide insights into 1) the performance status based on HPO framework and (2) would explore factors for future growth to become HPO. This implies that employees will understand the possible range and depth of HPO processes to adopt. So, the study will create awareness of the benefits of the HPO framework integration in public sector organizations of Pakistan.

Moreover, HPO framework in the context of Pakistan has an important practical contribution to policy makers, viz. how to improve policies in support of sustained HPO. This will simultaneously provide a guide for organizations aiming to be HPOs and a road map for low performing organizations in Pakistan.

This study contributed evidence for the application of the dynamic capability theory (DC) in that it explains high performance (Davenport and Prusak, 1998; Waddell and Steward, 2008; Pinho et al., 2012). This study satisfies Ishengoma and Kappel (2011) in the quest for further multidimensional studies since he stated that research in dynamic capabilities in developing countries is scanty.

From the perspective of HPO framework, this research contributed to the literature on the measurement and structural relationship between the HPO framework and high-performance organizations from the employees' perspective. Previous studies generally and De Waal (2010) study specifically of the HPO framework focused on its applicability by calculating only average score of five factors and not tested the relationship between five factors of HPO framework with high performance.

In previous studies of De Waal, high-performance is ascertained based on mean values of only five factors of HPO framework without testing its relationship with high performance organizations. This study has looked beyond by calculating only mean

score of HPO framework by studying structural relationship of five factors of HPO framework with relationship of high-performance public organizations in Pakistan as a developing country by employing the PLSs method of SEM. This study has not only tested HPO framework suitability in quantitative strand of the study but have reaffirmed and discussed the quantitative results in qualitative phase of the study. Moreover, HPO framework only diagnose status of high performance based on value proposed De Waal. Current study also proposed index for very low, low and moderate performance.

This study also contributed methodologically especially via the application of explanatory sequential method of mix methodology. Prior studies mostly focus on either quantitative or qualitative studies. This study is purely based on mix methodology. A hybrid design of mix methodology (Creswell & Plano Clark, 2011; Creswell, 2013) is employed. First, Data is analyzed in quantitative phase to yield quantitative output which further become the input for the qualitative phase (second phase). Therefore, Due to the research design of the hybrid approach, this study yielded valuable results.

1.6 Research Scope

The scope of this study is limited to the employees' perspective of high-performance organization in the selected federal based public sector in Pakistan. Therefore, the findings of the study cannot be generalized to all the public sector organizations of Pakistan.

Furthermore, this study do not proposes HPO framework as a quick fix for the public organizations in Pakistan. However, this study concluded that HPO framework with consideration of citizen-oriented performance management system, e-

management, organizations' structure and culture and governance can lead to high performance public organizations in selected public sector in Pakistan.

1.7 Organization of chapters

This study is organized into six chapters. Chapter one is all about the introduction of the present study, covering study background, research problem, research questions, research objectives and significance of the study. Chapter two highlights nature of HPO, discussed different frameworks and shed light on various empirical studies conducted in developed and in developing countries. This chapter also includes theoretical perspective and conceptual framework. Chapter three highlights methodology of research including research philosophy, approach, and strategy, population, sample, instrumentation and data collection procedure. Chapter four presents quantitative results and analysis. It shows the results and data analysis of HPO framework, including mean analysis and hypotheses testing. Chapter five presents qualitative results and analysis. It includes results and analysis of high-performance public organizations understanding in PSOs, causes of low score factors and its improvement factors. Finally, chapter 6 provide a summary of the whole study, discusses the findings of data analyses, and describes theoretical and practical implications of the study. It also presented limitations of the research and gave suggestions for future research. The conclusion gives an overview as well as important facts about the study.

1.8 Operationalization of key terms

In the context of present study, the key terms that are extensively implied are defined below in the table for better understanding and ensuring accuracy.

Term	Definition
High Performance	High performance succeeds above and beyond the standard norms. It is a sustained achievement of outcome with measurable scale above the focused level and achieve the highest level of stakeholders' satisfaction which really matter to the organization (Cole & Parston, 2006; De Waal, 2010, Blackman et al, 2012,).
High Performance public organization	High quality of results it produces for the community in a specific culture through engaging people in a very focused and disciplined way (De Waal, 2010; Blackman et al 2012).
HPO framework	HPO framework has five factors with 35 characteristics wherein the managers can influence and been able to take targeted actions to start achieving superior results (De Waal, 2008 /2019).
Five factors of HPO Framework	Management quality, workforce quality, long term orientation, openness and action orientation, continuous improvement process (De Waal, 2008/2019).
Management Quality	HPO managers focus on encouraging belief and trust from their employees in them. They value loyalty and live with integrity; they treat their employees respectfully and maintain individual relationships with them. HPO managers are highly committed to the organization and have a strong set of ethics and standards. They are supportive and help employees in achieving results, and also hold them accountable for these results. HPO managers are role models for the rest of the organization (De Waal, 2008/2019)
Openness and action orientation	HPO managers value the opinions of employees and always involve them in important business and organizational processes. Taking risks is encouraged and making mistakes is always forgiven in an HPO, as these are considered valuable opportunities to learn, to develop new ideas and to exchange

knowledge in pursuit of collective improvement (De Waal, 2008, 2010, 2012b, 2015, 2017, 2018, 2019).

Workforce Quality	HPO employees are flexible and resilient, as they are trained (formally and on the job) and encouraged to achieve extraordinary results. As a team, they are diverse and, therefore, complementary, enabling them to deal with all types of issues and generate enough alternative ideas for improvement (De Waal, 2008, 2010, 2012b, 2015, 2017, 2018, 2019).
Long-term orientation	For an HPO, long-term commitment is more important than short-term gain. Stakeholders of the organization benefit from this long-term orientation and are assured that the organization is maintaining mutually beneficial long-term relationships with them. HPO managers are committed to the organization and new positions are filled from within the organization. An HPO is a secure and safe workplace where people feel free to contribute to the best of their ability (De Waal, 2008/2019).
Public sector	Organizations owned and operated by the government to provide services for its citizens.
PSOs performance Status	Current high-performance status of Pakistan's PSOs based on mean values of five factors of HPO Framework
High performance Organization	Subjective measure of ideal performance in public organizations

CHAPTER TWO

LITERATURE REVIEW

2.0 Introduction

One of the most important characteristics of scientific and academic writing is to make relations to the works of other intellectuals and to build own work upon their efforts. The current literature review goal is to provide a solid basis for this study. This chapter presents a detailed review of the past theoretical and empirical studies on high performance in general and De Waal's (2008, 2010, 2012, 2015, 2017, 2018, 2019) HPO framework in specific. The literature review on high performance is mainly performed to serve the subsequent analysis of the facts found in the literature. The aim is to arrive at findings that may serve as a basis for formulating strategies concerning public sector organizations of Pakistan to become HPPO. To gain such aims, this chapter formulates its structure as:

Firstly, this chapter deals with the concept of high performance, high performance public sector, high performance organizations (HPO), different high-performance organizations frameworks and characteristics based on De Waal's (2008, 2010, 2012, 2015, 2017, 2018, 2019) framework used in the current study. Secondly, this section provides literature of empirical studies on De Waal's HPO framework focused on developing and developed countries. Furthermore, this chapter deals with the studies conducted on high performance public organizations in Pakistani context, and lastly, this chapter presents theoretical background and conceptual framework of the current study. Finally, the chapter presents a conclusion at the end.

2.1 The Concept of High Performance

Many well-known researchers explore the concept of high performance (HP) from different angles with different goals. Therefore, a consistent definition has not yet been formed. However, high performance is measured by standards such as productivity, efficiency, customer satisfaction, profitability, market value, competitive advantage and other factors, higher than the performance of peers (competitors and comparable organizations) (Melville, et al, 2004).

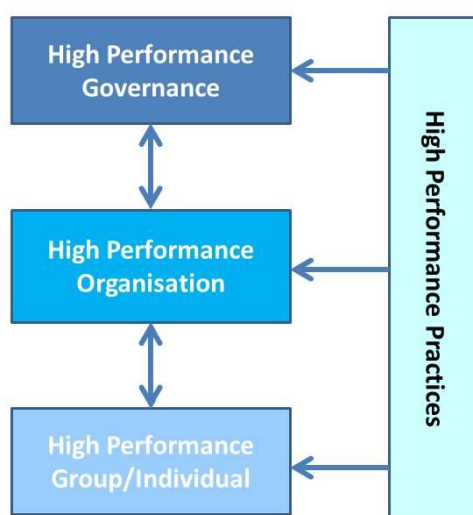
High performance is a firm's performance that achieves relatively better rating of high quality than those of its peer group (De Waal, 2017). HPO has great organizational concerns as low performance results have a low international competitiveness counted in at least five dimensions such as price, quality, flexibility, and delivery times and after sales support (Rondnelli and Kasarda, 1998). Eventually, low performance could lead to a total collapse of the organization. High performance succeeds above and beyond the standard norms. It is a sustained achievement of outcome with measurable scale above the focused level. Scholars such as (Cole and Parston, 2006; Blackman et al. 2012) associate good performance with optimizing the system in an achieving well deserved and desired output, while high performance with current inputs such as in the sense of long- term transformative outcomes of current efforts. The implication is that good management is often contingent on a firm's environment.

2.1.1 The Concept of High Performance in Public sector

The public organizations' high-performance is best defined by the high-quality results it generates for the society. Blackman et al. (2012; 2019) argue that combining specific cultures, capabilities and processes into an integrated system can create and maintain high performance. In the study about the performance of Austrian public

service, Blackman et al (2012) describes a government of high performance at three levels as 1) high performance Governance System (HPGS), 2) HPO , and 3) high performance Groups and Individuals (HPGI). Figure 2.1 below conceptualize this complex system. However, most of the work on HP often reaches first (high performance group/individual) and second levels (high performance organizations (De, Waal, 2008 and Blackman, 2012). This work largely focuses on the private sector containing different structural arrangements and systems which is less complicated than the public sector.

Figure 2.1 High Performance Governments



Source: Blackman et al, 2012 p. 19

The PSOs performance has never been under more scrutiny than at present through increased community and political expectations. Concerns about public sector performance have led to a range of performance management systems. However, most research on HPO has previously focused on Europe, the United States of America (USA), Australia and some developing countries such as Rwanda (De Waal, 2012b), South Africa (De Waal, 2012b), Zambia (Maulimbika & De, Waal, 2014). Therefore,

further research is needed to focus on the application and effectiveness of HPO techniques and methods in developing countries such as Pakistan, India, Nepal, and Bangladesh.

2.1.2 High performance Organizations

An emerging literature on HPO supports the notion that employees are crucial to output of organizations. HPO is people-centered and centers on improving the maximum potential of its employees (Popovich and Brizius, 1998; Martinaityte, 2019). Therefore, many of the characteristics of HPO are related to employee performance. The concept of high-performance public organizations appears in the publications of the following three ¹books. The scholars of these books have greatly promoted the discipline and inspired major research on HPO. Their interests are mainly focused on: 1) determining the characteristics of the HPO, and 2) understanding the process of becoming an HPO, especially in a competitive environment.

The notion of high performing organizations has been reduced to a term as “HPO” (Sung and Ashton, 2005; De, Waal, 2007). Others speak of “high involvement work practices” (Wood et al., 2001), “high commitment management” (Baird, 2002), “high involvement work systems” (Harmon et al., 2003), and “high-performance work systems” (Danford et al., 2004; Jeong, I., & Shin, S. J. 2019). Moreover, the terms “high performance system” and “high commitment system” often seem to be used interchangeably (Armstrong, 2009). Overall, a wide range of terms are used that lead to widen the confusion. Though the studies involved refer to the same general phenomena, however the use of different ‘labels’ has categorically added to the uncertainty. However, some solution in this perspective is universally accepted by the following definitions of eminent authors. Blanshard (2006, p.4) points out that “The enterprises that produce outstanding results with the highest level of human

satisfaction” (p. 4), “a company that is considered more successful than its competitors in areas such as profitability, customer service and strategy” (Castellano, 2010), and “an organization which achieves outstanding results by making each person a contributing partner to the business” (Allan, 2012).

In the last years, academic research has provided ample support for the employee involvement, self-directed work teams, integrated production techniques, organizational learning, and total quality as important factors for high performance. Adhering to these guidelines is central for high performance and ignoring these factors will result in a lack of true HPO status in the organization (Schermerhorn et al 2004; Thompson, 2009; Blackman et al, 2012; Cooke et al., 2019).

Regarding quest of HPO, De Waal (2012) reported that HPO are the role models of the organizational practices. They represent real-world versions of a modern managerial ideal: an excellent organization that consistently outperform in multiple areas than its competitors for extended periods of time. Managers feel enthusiasm to know more about HPO so as to apply the concerned knowledge in their own companies. Their aims to ensure their own organizations been excelled in their marketplaces (Jamrog et al., 2007). Being difficult task, a problem is how to determine and distinguish exactly why some organizations perform much better than others. Should analysts prefer to study only those organizations that outperform others in their own industry? How long a time should they take to assess? Which measures, financial or otherwise, are the best one to use? Once the analysts reconcile to answer these questions, then it becomes easier for them to determine the reasons behind an excellent performance of a given organization.

The American Management Association (AMA), (2007) reported that organizations tend to be an intricate and unique entity. Therefore, it poses difficulties