

**IMPROVING ORGANISATIONAL
PERFORMANCE THROUGH HUMAN
RESOURCE MANAGEMENT PRACTICES
AMONG JORDANIAN CIVIL SERVICE: A CASE
STUDY OF GREATER AMMAN MUNICIPALITY**

MO'MEN HANI MOHAMMAD MAHMOUD

UNIVERSITI SAINS MALAYSIA

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by

MO'MEN HANI MOHAMMAD MAHMOUD

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LIST OF ABBREVIATIONS

COVID-19	Coronavirus Disease
DTT	Directorate of Transport and Traffic
GAM	Greater Amman Municipality
GCC	Gulf Cooperate Council
HR	Human Resource
HRD	Human Resource Directorate
HRM	Human Resource Management
HRS	Human Resource Strategies
JESC	Jordanian Economic and Social Council
KPIs	Key Performance Indicators
KSAs	Knowledge, Skills, and Abilities
MCS	Management Control System
NPM	New Public Management
OED	Organisational Excellence Directorate
PWAS	Public Works Affairs Sector
RBV	Resource Based View
RDT	Resource Dependence Theory
RO	Research Objective
RQ	Research Question
USM	Universiti Sains Malaysia

LIST OF APPENDICES

Appendix A	Consent Form
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**PENINGKATKAN PRESTASI ORGANISASI MELALUI PENGURUSAN
SUMBER MANUSIA DI KALANGAN PENJAWAT AWAM DI JORDAN:
KAJIAN KES DI PERBANDARAN AMMAN**

ABSTRAK

Pengurusan sumber manusia adalah sumber yang paling penting untuk meningkatkan prestasi organisasi awam di bawah pelaksanaan pembaharuan pengurusan awam. Ini kerana, prestasi organisasi awam sangat bergantung pada kecekapan dan kemahiran kakitangan awam. Oleh yang demikian, kajian ini menggunakan teori pandangan berasaskan sumber dan dependensi sumber sebagai perspektif teori untuk meningkatkan prestasi Perbandaran Greater Amman melalui amalan sumber manusia sebagai organisasi awam di sektor awam Jordan. Ia juga mengadopsi teknik analisis tematik untuk menganalisis 15 wawancara separa berstruktur berdasarkan persampelan bertujuan dengan peserta Perbandaran Greater Amman yang mengaitkan kelemahan prestasi, menggunakan kaedah Van Manaan, berdasarkan kegagalan prestasi sektor urusan kerja raya, disebabkan prestasi buruk direktorat pengangkutan dan lalu lintas. Hasil kajian menunjukkan bahawa terdapat masalah yang berkaitan dengan amalan sumber manusia dan prestasi organisasi awam. Penemuan ini juga menunjukkan amalan Sumber Manusia terbaik untuk menguruskan prestasi pekerja di organisasi awam. Di samping itu, jurang pelaksanaan pembaharuan pengurusan awam baru dibentangkan dalam dapatan kajian sebagai sebab utama kelemahan prestasi dan cabaran utama serta menjadi jurang terhadap amalan pengurusan sumber manusia. Keaslian kajian ini dalam memahami kesan pembaharuan pengurusan awam baharu terhadap amalan dan prestasi pengurusan sumber manusia. Perbincangan dan cadangan perambahbaikan untuk peningkatan

prestasi bukan hanya dalam prestasi Perbandaran Greater Amman tetapi juga dalam prestasi organisasi awam yang setara dengannya.

**IMPROVING ORGANISATIONAL PERFORMANCE THROUGH HUMAN
RESOURCE MANAGEMENT PRACTICES AMONG JORDANIAN CIVIL
SERVICE: A CASE STUDY OF GREATER AMMAN MUNICIPALITY**

ABSTRACT

Human resource management is a significant resource for improving public organisations' performance under the implementation of new public management reforms. Given that public organisations' performance depends highly on public servants' competencies and skills, this study adopted the resource-based view and resource dependence theory as theoretical perspectives to improve the performance of the Greater Amman Municipality as a public organisation in Jordan through human resource management practices. It also adopted thematic analysis to analyse 15 semi-structured interviews based on purposeful sampling that related to performance weaknesses with participants from Greater Amman Municipality using Van Manaan method due to poor performance of the directorate of transport and traffic. The findings revealed several issues related to the human resource practices and performance of public organisations. The findings also revealed the best human resource practices for managing employees' performance in public organisations. The implementation gaps in the new public management reforms are presented in the findings of the study as the primary reasons for the performance weaknesses, challenges, and gaps in human resource management practices. The originality of this study in understanding the effect of new public management reforms on human resource management practices and performance. The thesis concludes with recommendations to enhance the Greater Amman Municipality's performance along with that of similar public organisations.

CHAPTER 1

INTRODUCTION

1.1 Introduction

The development of a nation's economic, social, and political capacities relies heavily on the performance of organisations, which deliver goods or services alike. These organisations aim to satisfy public or customer needs (Martinez & Hurtado, 2018). Organisations are classified as public, private, and non-profit organisations. These organisations aim to achieve specific values, whether public, private, or non-profit. An organisation's values are translated into accountability, responsibility, quality, transparency, effectiveness, and efficiency, which represent the core values of organisations. In addition, each organisation has its vision, mission, goals, structure, strategy, processes, and management style. These characteristics shape and personalise the performance of an organisation (Beckert, 2000).

Organisational performance may depend on the purposes of creating these organisations and what organisations can offer to the public or specific stakeholders. Organisational performance can be measured using financial performance and non-financial performance measures (Pollanen et al., 2017). These measures can be achieved through resources that add value to these organisations. Organisational resources are classified into human resources (HR), financial resources, and raw material. These specific resources are used to deliver services or produce goods. Organisational value can be accomplished through quality and competitive advantage concepts, which refer to how these organisations can own specific features to satisfy stakeholders and achieve sustainable performance (Ferreira & Fernandes, 2017).

1.2 Background of the Study

Organisations can easily own financial resources and production materials because these resources are widely available. Herein, HR represents a vital resource of the organisation, given that improving HR performance is a significant challenge for organisations in general. This challenge may appear in training professional and skilled employees to achieve public or customer satisfaction (El-Ghalayini, 2017). Moreover, there is an urgent need to balance organisational performance (i.e., financial and non-financial elements) and performance measurements through human resource management (HRM), due to the role that HR plays in improving and developing organisational performance (Busara, 2016).

The process of performance management of public organisations encounters several challenges. These challenges can be summarised into two significant problems. First, the comprehensive focus of top management on measurement results while neglecting resources consumption and services quality. Second, empowering the lower management to formulate key performance indicators (KPIs) (Roge & Lennon, 2018). Financial performance is identified as monetary objectives employed to enhance the economy at the national level. This refers to the objectives designed, managed, and operated by public organisations in accordance with the economic orientations of the country to control costs and monitor revenues. Also, the responsibility of financial objectives may centralise at the middle and top management, controlling government expenditures. On the other hand, non-financial performance is classified as all objectives linked with multiple measures such as public satisfaction (Ghalayini & Noble, 1996; Pollanen et al., 2017). Non-financial objectives are managed, operated, and designed by these public organisations based on clear KPIs. These indicators

should fundamentally rely on services delivered to the public, seeking to fulfil satisfaction and expectations (Arnaboldi et al., 2015).

However, public organisations are not operated and established for-profit or for specific people like other organisations. Hence, the financial aspect of performance focuses on government expenditures, which cannot truly reflect the reality of public organisations' performance. In addition, these organisations cannot gauge their performance based on the expenditure aspect because the range of expenditures does not gauge the quality of services delivered to the public (Roge & Lennon, 2018). Therefore, the critical aspect of public organisations' performance is the non-financial aspect and how they can deliver superior services because non-financial measures contain ambiguous goals and intangible results (Aghaz et al., 2017).

In the past, public organisations managed and operated their performance by focusing more on financial measures and high commitment to regulations, rules, and policies. This management model resulted in high levels of centralisation and owned traditional servants to perform organisations' duties, as well as the elevated levels of complaints from the public about the services delivery (Ackroyd, 1995). In response, public organisations shifted to a new management approach, which paid more attention to non-financial goals by placing considerable emphasis on quality services, owning professionalised and skilled public servants, designing clear measures and indicators, focusing on strategic goals and indicators, enabling decentralisation, and disposing of barriers from bureaucracy by introducing new public management (NPM) reforms (Fryer et al., 2009; Roh, 2018). Public organisations need to control and focus on other issues, which stem from the organisational characteristics of such organisations. These

are clarifying strategic goals, disposing of bureaucratic structures, and enabling decentralisation activities (Hirst et al., 2011).

However, offering services still represents a significant challenge encountered by managers in public organisations. This challenge appears as pressure to improve the quality of services delivered (Thompson, 2017) and other mistakes in performance indicators (Arnaboldi et al., 2015). These challenges are diffused as an international trend. Because non-financial performance is classified into several indicators such as accuracy, innovation, employee morale, and improvements or new ideas introduced into public services (Spekle & Verbeeten, 2014). In addition, the performance indicators of public organisations are related to servants' competencies and skills, which are managed and operated by the HRM, and the public satisfaction of services delivered (Cornelius et al., 2016) because public organisations' performance depends on HR competencies. Performance indicators from public servants' perspectives may appear as oral contributions. This problem may significantly threaten servants' affairs and career paths by workplace conditions (Aghaz et al., 2017).

Regarding public satisfaction, performance indicators should be reflected in public interests, representing the excellence of services delivered. These may initially stem from the public discourses within a certain context or country (Singh et al., 2016). Therefore, poor services from public organisations are due to the interventions in servants' affairs, poor HRM role, and weak public servants' performance (Busara, 2016; Khumalo, 2018).

1.2.1 The Performance of Jordanian Public Organisations

Scholars have stated that the Jordanian public sector performance needs to be investigated in the context of the Middle East region (Khater et al., 2015), given the literature limitations regarding the performance in this region like Jordan (Aladwan et al., 2015; Budhwar & Mellahi, 2016) and the developing world in general (Junjua et al., 2019). The performance of Jordanian public organisations can be discussed through their measures and indicators (Zamil & Shammot, 2011). Jordanian public organisations focus on performance indicators as tools to gauge progress achievement of pre-determined goals and convert performance information to services, using operations and activities to serve the performance indicators designed to achieve organisational goals (Amaratunga & Baldry, 2003).

Performance indicators gauge the quality of services delivered to the public (Roh, 2018; Singh et al., 2018). Hence, public organisations need to act and perform like private organisations to improve performance (Knies et al., 2015; Walther, 2015). The Jordanian Economic and Social Council (2018) has stated that Jordanian public organisations spent approximately \$13b between 2013 and 2018 on public services, including health, education, and transportation services. Despite this massive budget, public services remained weak and did not achieve expected results. The primary reasons behind the performance problems are due to different gaps in implementing NPM reforms, such as bureaucracy, centralisation, and HR weaknesses, which led to waste expenditures and national resources (JESC, 2018, P. 8-9).

The performance indicators of Jordanian public organisations are defined as the tools used to gauge performance through financial and non-financial measures. These performance measurement tools are used to identify the extent of the progress

towards goals' achievement. The financial indicators can be identified as all statistics and numeric data related to the monetary targets. On the other hand, the non-financial indicators can be identified as indicators that are harder to assess because they are related to multiple metrics such as public interests and satisfaction (Ministry of Public Sector Development, 2014).

Performance indicators in the Jordanian public sector are classified into six types at the national level. These indicators at an organisational level are classified into four types, as follows:

1. Performance indicators at the level of the strategic goals refer to organisational results through their strategic goals such as improving the services delivered to the citizens of Amman City by the Greater Amman Municipality (GAM).
2. Performance indicators at the programmes and projects' goals level refer to the programme or project inside one organisation such as a road furnishing project in Amman City delivered by the Road Furnishing Project of GAM.
3. Performance indicators at the operational goals refer to sector results inside an organisation such as raising the efficiency of transport services in Amman City delivered by the Public Works Affairs Sector (PWAS) of GAM.
4. Performance indicators at the individual goals refer to individual results inside one organisation such as raising the criteria of transportation services delivered to citizens by the Directorate of Transport and

Traffic (DTT) under the PWAS of GAM (Ministry of Public Sector Development, 2014).

Broadly speaking, open measurements that involve formal goals (i.e., mission or broad statement) rather than specific and clear goals may weaken public organisations' performance (Andersen et al., 2016). Consequently, it is hard to evaluate the improvement range on goals that may or may not have been met (Fryer et al., 2009). In addition, this type of indicator may create conflict between resource allocation and their implications to increase government expenditures, install bureaucratic structures, and empower centralisation in public organisations (Song & Meier, 2018). The NPM reforms are introduced to develop a systematic approach to reform and restructure organisation initiatives and develop a flexible approach to have qualified servants, as well as effective and efficient operations, improve services delivered to the public, and empower a strategic role of HRM of public organisations (El-Ghalayini, 2017; Knies et al., 2015; Singh et al., 2016; Yan & Ting, 2018).

The weaknesses of performance indicators generate poor public services (Arnaboldi et al., 2015; Cordella & Paletti, 2017). These weaknesses may arise from the problems of HR practices due to the implementation gap of NPM reforms that differ from one context to another (Leisink & Knies, 2018). These gaps affect public services and shape the HRM of public organisations (Ayers, 2015). This is because HRM plays a vital role in affecting public organisations' performance (Aghaz et al., 2017; El-Ghalayini, 2017).

In short, HRM as a directorate or unit responsible for managing public servants' competencies and skills towards public organisations' performance may affect by NPM reforms. These reforms vary from one country to another, which affects

HRM role (Leisink & Knies, 2018). The implementation gaps in NPM reforms such as goals ambiguity, shortage of public servants' skills, unethical practices, weak accountability, poor legal framework, centralised roles, and problems of performance management systems may weaken performance appraisal, training and development, motivation, workforce management, and succession management (Ikeanyibe, 2016; Siddiquee et al., 2019; Turner et al., 2019; Vu et al., 2019; Ustuner & Yavuz, 2018). In addition, the HRM challenges and gaps in the Middle East region are still unclear due to the managerial transformation that is going on (Budhwar et al., 2019).

Organisational characteristics and HRM integration with the organisational strategy used to implement performance indicators represent essential issues shaping HRM and performance (Gooderham et al., 2018). The NPM reforms as a management style of public organisations include HRM as a critical reform (Suhail & Steen, 2018). In other words, HR practices as functions such as performance appraisal, motivation and rewards, training and development, workforce management, and succession management play a key role in improving performance (El-Ghalayini, 2017). Therefore, the challenges and gaps in HR practices such as the problems of these practices and the failure in implementing the planned practices, and their effects on public organisations' performance in the Middle East need to be investigated.

There are also challenges in the HRM and performance of public organisations from the COVID-19 pandemic. The pandemic dangers are imposing new ways of working remotely, which creates types of fears and uncertainty, and ineffective performance for employees who are less cognitive and unfamiliar with technological skills (Caligiuri et al., 2020). Regarding the performance of public organisations, this pandemic creates turbulence in delivering public services. These problems need to be

governed flexibly in managing these public organisations (Ansell et al., 2020). These challenges of the COVID-19 pandemic can be addressed using vital reforms of NPM such as autonomy, legal reforms, and public servants' expertise (Deslatte, 2020).

This study investigates the HRM of the Jordanian public sector organisations as public organisations in the Middle East region. In other words, it aims to investigate the role of HR practices in improving performance concerning the implemented NPM reforms. Therefore, this study uses a qualitative method, which covers a thorough investigation to study essential issues, challenges, and gaps in HR practices and their role in affecting public organisations' performance. The HR practices of public organisations vary based on the implementation of the NPM reforms. Further, a clear vision about the best ways to address the HR challenges and gaps requires a thorough investigation of the Jordanian context, as a single context of the Middle Eastern countries (Budhwar et al., 2019; Dirani & Hamie, 2017).

1.3 Context of the Study

This study investigates the role played by the HR practices in improving the organisation's performance of GAM as a single organisation in the Jordanian public sector. The Jordanian public sector represents one of the biggest public sectors in the Middle East region. It consists of 30 ministries, institutions, and other public entities, which are managerially reported to the Prime Minister of Jordan (World Bank, 2017). In comparison, the average number of ministries and other entities in other public sectors in the Middle East is 18 entities. In addition, this number of ministries and public entities has raised the number of public servants, which is approximately 218,000. This status may create different challenges for managing and improving the performance of the Jordanian public sector. On the one hand, this status may prevent

overcoming critical economic and political problems at the national level, including corruption, high expenditures, and personal benefits. On the other hand, this may prevent improving the quality of services delivered to the public (JESC, 2018).

Public organisations in Jordan are encountering internal challenges, especially in Amman. Such challenges may prevent achieving public satisfaction about the services delivered, given the centralisation of immigration at Amman due to the Iraqi crisis at the beginning of 2003, as well as the Syrian crisis at the beginning of 2011, which have led to high demand on public services and their improvements (JESC, 2018). In this respect, the 4 million citizens of Amman out of 9 million citizens of Jordan, including Iraqi and Syrian immigrants, are receiving services, for example, in fields of infrastructure and environmental services from GAM (Muath, 2016).

GAM delivers its public services to Amman's citizens across 22 regions with a total geographic area 758.85 km², as depicted in Figure 1.1 (Al-Bilbisi, 2019). It organises, manages, and operates across six sectors, and employs 23,000 public servants (World Bank, 2017), accounting for 10% of the Jordanian public servants, serving those 4 million citizens. However, one of the significant sectors of GAM, which is the PWAS, has failed to fulfil Amman's citizens' expectations after assessing their satisfaction using a community satisfaction survey over three consecutive years (2014, 2015, 2016) (GAM, 2017a, 2017b, 2017c).

Accordingly, this study aims to conduct a thorough investigation to understand the reasons behind the poor performance of the Directorate of Transport and Traffic (DTT) under the Public Works Affairs Sector (PWAS) of GAM. In other words, it focuses on HR practices and their role to improve performance, given the considerable emphasis on the significant relationship between HR practices and public

organisations' performance (Busara, 2016; Thompson, 2017). Also, this significant relationship can be discussed in public organisations based on the implementation of NPM reforms (El-Ghalayini, 2017; Leisink & Knies, 2018).

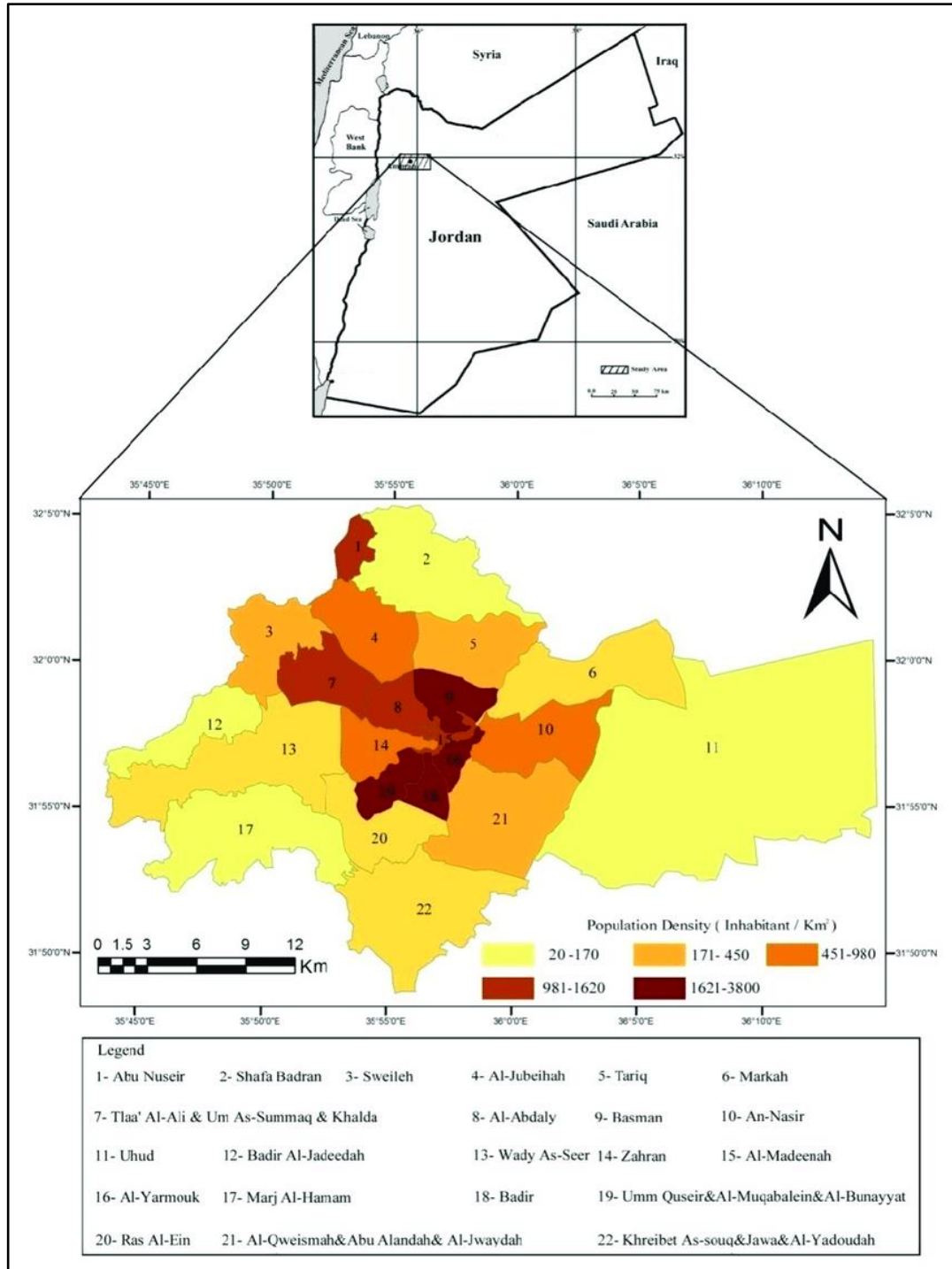


Figure 1.1 Map of Amman City

Source: Al-Bilbisi (2019)

1.4 Statement of the Problem

Public organisations can be described as government institutions, including all publicly controlled or funded agencies, enterprises, and other entities that deliver public programmes, goods, or services (Aghaz et al., 2017; Roge & Lennon, 2018; Thompson, 2017; Turner et al., 2019). Given the considerable emphasis on the good delivery of public services, more attention needs to be directed to the public organisations' performance by implementing NPM reforms and developing public servants (El-Ghalayini, 2017). The implementation of NPM reforms and the development of public servants may contain several gaps and challenges in public organisations, particularly in the developing world (Mahmoud & Othman, 2021).

The implementation of NPM reforms is the central issue for the current status of HRM and public services delivery of public organisations (Leisink & Knies, 2018; Turner et al., 2019). Good services from public organisations will provide general satisfaction among people who rely on such services by fulfilling their interests and expectations through introducing NPM reforms (Siddiquee et al., 2019; Spekle et al., 2019; Osei-Kojo, 2017). In other words, the proper implementation of NPM reforms will provide a good set of HR practices and public services (Mahmoud & Othman, 2021; Ramos & Milanese, 2020).

On the other hand, acknowledging that public organisations act like private or non-profit organisations (Errami & Cargnello, 2018), there are essential issues may separate them from other types. These issues can be highlighted by implementing NPM reforms of public organisations to implement community discourses and interests (Roh, 2018; Ugyel, 2014). This is because public organisations are operated to serve the public, and they are not operated for profit (Mahmoud et al., 2020; Roge

& Lennon, 2018). The NPM reforms refer to several elements like post-bureaucratic government, performance management system, decentralisation roles, HRM role and public servants' affairs, accountability and responsibility, public participation and satisfaction, and legal framework (Turner et al., 2019; Ugyel, 2014).

Many public organisations are establishing strategic goals and KPIs to be achieved and conducting performance surveys to gauge public satisfaction with their services delivered (Janjua et al., 2019; Ustuner & Yavuz, 2018). These public organisations may set other strategic goals and KPIs to achieve public satisfaction (Errami & Cargnello, 2018; Goh et al., 2015; Yan & Ting, 2018). In addition, public organisations may establish sub-units that focus on management control and performance responsibility, develop and raise autonomy, and promote HRM roles that offer superior public services delivery (Powell-Jackson et al., 2019; Suthewasinnon et al., 2016; Vu et al., 2019).

However, several public organisations may not make public their results after assessing and measuring their strategic goals and KPIs (Janjua et al., 2019). Other organisations may not consider public feedback when designing their goals and KPIs (Akbar et al., 2015; Mahmoud et al., 2020). This makes it difficult to improve public organisations' performance and challenging for the managerial teams to respond to the public feedback (Arnaboldi et al., 2015; Cordella & Paletti, 2017; Roh, 2018). Alternatively, this situation may exist because of the unclear vision about the strategic goals and KPIs, centralisation roles, and barriers from legislation, regulations, and procedures, as well as other problems related to the structure that hinder and discourage innovative contributions that affect public servants' morale (Ayers, 2015; Hirst et al., 2011; Mostafa, 2016; Spekle & Verbeeten, 2014).

Furthermore, bureaucratic models may create problems in three approaches related to public organisations' strategic goals and KPIs. These are identified as technical, system, and involvement problems (Andersen et al., 2016). Technical problems are related to a deficit in collection, analysis, interpretation, evaluation, validation, and reporting of KPIs. System problems are related to poor performance integration, lack of strategic focus, and goals ambiguity. Involvement problems are related to problems reflected in the public needs and ability of public organisations to achieve their goals such as lack of public involvement (i.e., weak public participation), manipulation of indicators, and weak public servants' participation (Andersen et al., 2016; Arnaboldi et al., 2015; Rautiainen et al., 2017).

The HRM of public organisations, which is used to manage, operate, develop, and invest in public servants' skills and competencies, are highly affected by NPM reforms and the organisation's personality. In addition, the implementation gaps in NPM reforms may weaken HR practices such as performance appraisal, training and development programmes, motivational initiatives (i.e., rewards system), workforce management, and succession management (Bobe et al., 2017; Errami & Cargnello, 2018; Mahmoud & Othman, 2021; Powell-Jackson et al., 2019; Ukeje et al., 2020). This may refer to the strategic role of HRM and the need to reduce the gap between planned and implemented HR practices and remove all barriers in HR policy that may be reflected from regulations and procedures (Suhail & Steen, 2018). Nevertheless, performance indicators and public services are the main criteria to evaluate, motivate, train, and develop public servants using the best HR practices of public organisations (El-Ghalayini, 2017; Knies et al., 2017).

More specifically, there is a need to possess good HR practices and policy and understand how HR practices and policy affect servants' performance. Understanding how to manage public servants can result in the provision of good services to the public, due to the many arguments that discussed that the performance of public organisations relies significantly on servants' skills, qualifications, and competencies (Aghaz et al., 2017; Busara, 2016; Gooderham et al., 2018; Rowland & Hall, 2012). Therefore, good HR practices and policies will ensure that public organisations will hire qualified and skilled servants, manage highly motivated servants, retain good performance, and play proactive and strategic roles through the involvement process, empowerment, and authority transfer to ensure that best performances are sustained (Aghaz et al., 2017; Budhwar & Debrah, 2013; Matheus et al., 2020).

In this respect, El-Ghalayini (2017) has argued that public organisations need to instil the HRM as a professionalised management to handle strategic decisions related to the public servants' performance to achieve the desired results performance at the organisational level. On the contrary, if the HR practices and policy are inadequate to ensure the best servants stay, public organisations will experience challenges and gaps in HRM, resulting in poor public services delivery (Budhwar et al., 2019; Boon & Verhoest, 2018; Ikeanyibe, 2016; Khumalo, 2018).

Busara (2016) has also emphasised that any HR practices and policies weaknesses may weaken public organisations' performance. Therefore, HR practices and policies are critical factors that affect the overall performance of public organisations. Moreover, good HR practices are complicated and sometimes problematic in the developing world, particularly in the Middle East region (Budhwar & Mellahi, 2016). Consequently, the reasons behind the challenges and gaps in HR

practices and policy need to be investigated due to the significant relationship between HRM and performance, which need to be improved as they constitute the roots of the challenges and gaps in HR practices and policies (Budhwar et al., 2019; Dirani & Hamie, 2017). More specifically, the gaps in NPM reforms such as poor legal framework, lack of management control, unethical practices, barriers of management, and centralisation roles may generate challenges and gaps in HR practices (Powell-Jackson et al., 2019; Ramos & Milanese, 2020; Ukeje et al., 2020).

1.5 Research Questions

This study aims to answer the main research question: what roles do HR practices play in the performance of the DTT under the PWAS of GAM? There are sub-research questions, as follows:

1. What are the main issues affecting the performance of the DTT under the PWAS of GAM?
2. What are the best HR practices in managing employees' performance at the DTT under the PWAS of GAM?
3. What are the main issues of HR practices towards achieving the performance of the DTT under the PWAS of GAM?
4. How can the challenges and gaps in HR practices affect the performance of the DTT under the PWAS of GAM?

1.6 Research Objectives

The main objective of this study is to understand the role played by the HR practices on the performance of the DTT under the PWAS of GAM. There are sub-research objectives of the study, as follows:

1. To explore the main issues that affect the performance of the DTT under the PWAS of GAM.
2. To explore the best HR practices in managing employees' performance at the DTT under the PWAS of GAM.
3. To explore the main issues of HR practices towards achieving the performance of the DTT under the PWAS of GAM.
4. To understand the effect of the challenges and gaps in HR practices on the performance of the DTT under the PWAS of GAM.

1.7 Significance of the Study

This study theoretically aims to address poor performance through HRM practices concerning the implementation of NPM reforms. It practically aims to improve the performance of the DTT under the PWAS of GAM. It also conducts a thorough investigation using qualitative case study method to investigate and interpret the reasons behind GAM's performance weaknesses through HR practices given the emphasis on the significant role that HRM (i.e., HR practices and policies) plays to improve public organisations' performance (i.e., public services delivery) (El-Ghalayini, 2017).

Jordan is a developing country in the Middle East. GAM is one of the most prominent public organisations in the Hashemite Kingdom of Jordan. It is worth mentioning that HRM issues, challenges, and gaps in the Middle East are still unclear, given the managerial transformation that is currently going on (Budhwar et al., 2019). In addition, the successful reforms of public organisations' performance in the developing world are limited (Junjua et al., 2019). Also, the implementation of NPM reforms of public organisations in the developing world should be investigated due to the implementation gaps and their effects on the HRM and performance of public organisations (Mahmoud & Othman, 2021).

Therefore, this is significant research because of three essential aspects. First, the theoretical significance focuses on HR practices and performance to bridge the gap in the literature on HRM and performance. Second, the practical significance focuses on the role of HR practices in improving the entire GAM's performance as a public organisation in the Jordanian public sector of the developing world. Third, the methodological significance focuses on an in-depth investigation using a qualitative method on HRM and performance fields of public organisations.

1.7.1 Theoretical Significance

Resource-based view theory (RBV) and resource dependence theory (RDT) are best-fit theories that show ideal HRM and performance fields planning. The RBV theory supposes two main assumptions. First, organisations possess specific features in their resources that are rare, inimitable, and non-substitutable. Second, organisations also possess outputs of HR practices with a unique group of interactions with their staff to achieve performance, using an internal analysis, which combines resources and management concepts.

Meanwhile, RDT assumes two main assumptions. First, organisations gain their power from controlling vital resources such as HR. Second, HR practices and policy are the prominent tools to distribute the authority in a specific system.

Accordingly, RBV and RDT represent the best theories to conduct internal analysis within an organisation, such as in this study, to find out the main reasons behind the performance weaknesses. These theories are also useful to guide organisations to put best-planned HR practices and best-fit employees, as a significant resource, for improving performance, especially in public organisations.

This study investigates the gap between planned and implemented HR practices and how they affect public organisations' performance improvement. In other words, the issues of performance, including the implemented NPM reforms are investigated. In addition, the main issues, challenges, and gaps in HR practices and policy towards performance and understanding the effects of HR practices on performance are also investigated.

This study explores HR practices and performance. The issues of HR practices towards achieving the performance are discussed and interpreted based on an internal analysis of the organisation context. By doing so, the HR practices towards improving performance are studied, and the effects of the challenges and gaps in HR practices towards performance are also studied concerning the implementation of NPM reforms.

Therefore, this study is theoretically significant research not only in GAM and Jordan but also in others in the Middle Eastern contexts of the developing world. The originality of this study is exploring an experience of performance management, the implementation of NPM reforms, and understanding the effects of NPM on the best HR practices, which shape the challenges and gaps in HR practices.

1.7.2 Practical Significance

Previous studies conducted on the GAM focused on improving the GAM's performance through different managerial aspects using quantitative approaches. These aspects involve teamwork building, organisational learning, evaluation of strategic performance, and knowledge management and their dimensions (Ababneh, 2008; Ahmad & Atieh, 2016; Hasanat, 2015; Ta'amseh, 2011). However, these aspects are inadequate to cover the managerial aspects, which affect the GAM's performance.

This study conducts a thorough investigation in the DTT under the PWAS of GAM through HR practices to add another managerial aspect that helps to improve GAM's performance. Also, it offers suggestions and recommendations to the persons in charge concerned with the performance weaknesses in the PWAS and policymakers in GAM and Jordan.

By doing so, this study suggests not only valuable guidelines and ways for the GAM to move forward and the satisfaction of Amman's citizens about the services delivered by the GAM, it also offers beneficial recommendations for the policymakers and practitioners of public organisations to address HRM and performance concerning the NPM reforms. In addition, this study helps each policymaker, HR managers, and practitioners in public organisations to address performance problems, challenges and gaps HR practices, and confront performance and HR issues.

1.7.3 Methodological Significance

This study investigates a public organisation in the Jordanian context in the HRM and performance fields, as an integral part of the theoretical significance. It adopts a qualitative case study that helps to interpret the crux of performance

weaknesses through HR practices. This method also helps to give new insights into the investigated fields. Accordingly, this study investigates the effects of HR practices on performance under the implementation of NPM, which is methodologically significant research due to the previous studies, which adopted quantitative methods to investigate the relationship between HRM and performance.

1.8 Scope of the Study

This study conducted in the DTT under PWAS of GAM. GAM is one of the biggest Jordanian public organisations in the Middle East of the developing world. The performance weakness of GAM is due to the failure of the PWAS based on the community satisfaction survey. This failure of the PWAS is due to the weak results of the DTT's performance during 6 years in a row. The DTT deals with two main operations which are the traffic planning and public transportation in Amman.

Therefore, this study adopted qualitative case study method to interpret the main reasons behind the performance weaknesses. It also conducted 15 semi-structured interviews with the participants from all bodies deal with the DTT's performance. These interviews conducted with the participants from the PWAS, the DTT, the human resource directorate (HRD), and the organisational excellence directorate (OED).

1.9 Definitions of Key Terms

The present section focuses on defining the key concepts that will be used in this study.

1.9.1 The Performance of Public Organisations

Performance of public organisations is defined as the public services, programmes, or goods that are delivered by a public entity to serve the public, including vital services and strategic services at the national level (Aghaz et al., 2017; Jamaludin, 2015; Turner et al., 2019).

1.9.2 New Public Management (NPM)

NPM is difficult to define as it is a concept, thought, and tradition (Barzelay, 2000; Hood, 1990, 2005). Nevertheless, NPM can be identified as any reform that has been introduced and implemented in the public sector to maximise efficiency and enhance the process of services delivery (Dunleavy et al., 2006).

1.9.3 Organisational Characteristics

Organisational characteristics are defined as an organisational personality that is affected by the internal environment towards its performance, including goals, structure, type and strategies, resources, practices, and processes (Beckert, 2000; Van Helden & Reichard, 2019).

1.9.4 Human Resource Management (HRM)

HRM is defined as a distinctive approach to manage and regulate the workplace, achieve the competitive advantage and quality in the performance through the strategic deployment of a highly qualified workforce, using an integrated bundle of managerial activities and regulations to orient efforts of workforce towards performance (Budhwar et al., 2019; Dahie & Mohamed, 2017).

1.9.5 Human Resource (HR) Policy

HR policy is identified as a set of specific regulations, procedures, guidelines to organise and regulate the HR activities, processes, and sub-processes towards the performance (Boon & Verhoest, 2018; Dahie & Mohamed, 2017; Thompson, 2017).

1.9.6 Human Resource (HR) Practices

HR practices are identified as managerial activities in the workplace that aim to manage employees from the time they are enrolled in the organisation until they leave their job, whether they leave organisations due to sudden cases or other organised cases under the HRM control (Budhwar et al., 2019; Quansah, 2013).

1.9.6(a) Performance Appraisal

Performance appraisal refers to the agreement between managers and their employees at a formal meeting that is appointed previously to clarify positive and negative aspects, improve strengths, and solve weaknesses to attain the expected employees' performance towards organisational performance (Armstrong et al., 2014; Longenecker & Fink, 2017).

1.9.6(b) Motivation

Motivation refers to monetary and non-monetary values to encourage employees' behaviours to attain goals and indicators. It includes compensation, rewards, benefits, incentives, and other payment conditions from an organisation to its employees against their contributions towards achieving specific goals and indicators (Hur, 2018; Selvanathan et al., 2016).

1.9.6(c) Training and Development

Training and development refer to the developmental activities and programmes, which are provided for staff in an organisation to solve the weaknesses, improve performance, offer new knowledge, skills, abilities (KSAs), and other developmental duties to achieve organisational goals and indicators (Aziz et al., 2016; Elnaga & Imran, 2013).

1.9.6(d) Workforce Management

Workforce management is a strategic plan that includes several sub-plans such as staffing, selecting, recruitment, mobility, and managing surplus and shortage to manage a workforce and achieve alignment between staff and strategy orientation. It is carried out by analysing current staff, forecasting future staff to achieve specific goals, and assessing metrics to identify value for employees' contributions to improve organisational performance (Mayfield et al., 2016; Mayo, 2015).

1.9.6(e) Succession Management

Succession management refers to a systematic process of finding, assessing, and developing leadership skills and capabilities to improve performance to ensure leadership continuity for all key positions, seeking to fill executive positions at top management by the developmental activities oriented towards achieving sustainable performance (Alvani et al., 2016; Phillips & Gully, 2015).

1.10 Organisation of the Thesis

This thesis is organised into six chapters. The first chapter introduces the background of the study, study context, problem statement. It presents the research