



**Investigating the Adoption of  
Interactive Complex Intervention Model (ICIM)  
Aiming at  
Reforming the Bahrain Governmental  
Performance  
as an Example of Islamic Contexts**

A thesis submitted for the degree of Doctor of  
Philosophy

by  
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The undersigned have examined the thesis entitled '**Investigating the Adoption of Interactive Complex Intervention Model (ICIM) – Aiming at Reforming the Bahrain Governmental Performance as an Example of Islamic Contexts**' presented by **Abdulghani Jaafar Almisbah**, a candidate for the degree of **Doctor of Philosophy** and hereby certify that it is worthy of acceptance.

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## **Abstract**

There is a consensus within the United Nations (UN), as well as various governmental entities, politicians, individuals, scholars, and academic communities, on the need to reform governmental performances. However, there is no unanimity among them pertaining to a specific reforming model that is valid for all contexts worldwide. Accordingly, many performance management processes and practical techniques have been put into practice, which aim at improving governmental institutions' performance. Hence, the purpose of this research is to develop, by studying the public health services that are provided by the government, an effective model, with the aim of improving governmental performance in the context of Bahrain. With regard to originality and values, the research discerns that among the many factors affecting governmental entities' performance, there are two dominant contextual factors, i.e. the sociocultural and political forces, both of which synergise with the so-called United Nations Development Programme (UNDP) Good Governance Approach. The study develops a new perspective on the **Interactive Complex Intervention Model (ICIM)**, stemming from the Grounded Theory (GT) and Normalisation Process Theory/Model (NPT/M), as disclosed in practical terms by the outcomes of the data gathered and its analysis. In fact, although those elements influence all other factors, there are interactive correlative impacts among all factors. Despite these outcomes, the data obtained from the research cannot be generalised, as they are derived from the local context of Bahrain; certainly until now, they can allow other similar contexts in particular to implement the insights reported in this study. It is important to note that the most influencing factor enabling this research, which aims to develop the ICIM for reforming governmental entities' performance in Bahrain, is the salient points raised in Imam Ali's famous consultative letter to the Governor of Egypt, Malik Ashtar, which he wrote while he was the Caliph, as **scholars regard this letter as a basic guide for the Islamic administration** and the UNDP Good Governance Approach. Regarding the practical implications, the research has attempted to empirically understand the role of the aforementioned primary contributing forces, that are regarded as the critical prerequisite - the first step that allows the governments' decision makers, based on the underlying knowledge involved in the work, to forthwith provide them with several contextual practical insights

towards adopting the ICIM in order to enhance and reform the government entities' performance.

## **Dedication**

“To the greatest reformer awaited and anticipated by all religions, superior civilizations, lighted minds and the sound human nature, and to all those who contribute towards his appearance, to save man from the injustice of the kings, harsh distresses, dark ordeals, and unjust wars.

To any reformer who seeks to advance the world through consolidating the noble values on the planet of Earth”

## **Acknowledgement**

"THE RIGHT OF THANKFULNESS TO ALLAH (GOD) IS TO THANK HE WHO PRESENTMENTS GRACEFULNESS WITH HIS HAND"

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**Declaration**

I hereby declare that this thesis is my own work and effort and that it has not been submitted anywhere for any award. Further, the other sources of information that have been used in the research have been duly acknowledged.

Signature: .....

Date: .....



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## **Abbreviations**

AIDS	Acquired Immune Deficiency Syndrome
CEPA	United Nations Committee of Experts on Public Administration
CSB	Bahrain – Civil Service Bureau
CSR	Corporate Social Responsibility
DFID	UK – Department for International Development
EMR	Electronic Medical Records
EU	European Union
FDI	Foreign Direct Investment
GCC	Gulf Cooperation Council
GDP	Gross Domestic Product
GNI	Gross National Income
GNP	Gross National Product
GT	Grounded Theory
HIV	Human Immunodeficiency Virus (causes AIDS)
HRM	Human Resources Management
ICIA	Interactive Complex Intervention Approach
ICICs	Interactive Complex Intervention Components
ICIM	Interactive Complex Intervention Model
IMF	International Monetary Fund
IPSP	Improving Public Sector Performance
IQA	Interactive Qualitative Approach
IT	Information Technology
KSA	Kingdom of Saudi Arabia
LMRA	Labour Market Regulatory Authority (Bahrain)

MDGs	Millennium Development Goals
MoH	Bahrain – Ministry of Health
NGOs	Non-Government Organisations
NPM	New Public Management
NPM	Normalisation Process Model
NPT	Normalisation Process Theory
ODA	Official Development Assistance
OECD	The Organisation for Economic Co-operation and Development
PEPFAR	President’s Emergency Plan for AIDS Relief
SDGs	United Nations - Sustainable Development Goals
TB	Tuberculosis
UK	United Kingdom
UN	United Nations
UNDP	United Nations Development Programme
USA	United States of America
WHO	World Health Organisation
WPSR	World Public Sector Report

# Chapter One: Introduction

## 1.1 Background

The prosperity or dissolution of any organisation depends upon the performance of its employees (Elnaga and Imran, 2013). While one of the major unresolved worries of the research works and practices pertaining to the public sector is the lack of effectiveness, efficacy, and efficiency, improving governmental performance has also been a big concern among governments, researchers, and interested organisations. Related to this, there are many major influencing factors that affect the performance of reform activities. This, in turn, necessitates the development of constructive drivers for overcoming the obstacles that stand in the way of progress (Bianchi, 2010).

With respect to the responsibility of achieving effective governmental performance, Lee (2012) argues that governments have had a long history of being significant parties that fund and provide for public welfare and service organisations, rather than merely regulating such services.

The first thing to keep in mind is that the governmental entities (public sectors) are driven by the main purpose of providing welfare to the citizens rather than for deriving profit, where the apparent reason of incompetency exists; correspondingly, a reformative initiative is needed in order to enhance the relevant authorities' performances (Schön-Quinlivan, 2007).

Though there is a consensus among practitioners and academic literatures to a large extent on the need to reform or improve the public sector performance, they disagree on the way it is executed, and it is so mainly owing to cultural disparities. It is important to point out 'how' it should be improved; to elaborate, what is generally valid in many different countries, contexts, or cultures does not work in other other such scopes. It is something that depends on the culture as it does not suit their characteristics.

Subsequently, seeking to achieve a high governmental performance in the public sector of any country, entails asking – where are we and what needs to be done?

This research discusses, through UNDP (Farjani, 2002; Al Buraey, 2014; Mahnaz, 2014; Nejad, 2015; Shahriari and Farahnak, 2015; Azmi and Hamzah, 2015; Khademi, 2015) and many other studies, the factors that impact the governmental performance in general, which elaborate upon cultural and political factors among many. It attempts to explore the applicability of true Islamic instructions and the ability to promote greater understanding of ethics, morality, justice, and responsibility to the stakeholders of the micro and macro level organisations that are functioning in the Muslim regions of the world. Furthermore, it demonstrates that the core business as well as the public management concepts/policy guidelines that are applied in the contemporary world were also espoused in the Holy Qur'an, coupled with the explanation that was later provided by Ali ibn Abi Talib, who was Prophet Muhammad's (SAWW) cousin and son-in-law; he was also pronounced to be the 'Gateway to the city of knowledge' by Prophet Muhammad (SAWW) in his well-known saying – 'I am the city of knowledge and Ali is the Gateway'. Imam Ali would later go on to become the Caliph of all Muslims during 656–661 A.D.

## **1.2 Problem Statement**

Expressively, scholars and researchers have disclosed that there is a consensus among the concerned parties, while stressing upon the need to improve the governmental performance, not only in theory but also in practice, as the world has been witnessing continuous initiatives across the world, which have the same target and focus on common factors that affect the effectiveness and efficiency of the governmental performance. However, researchers and practitioners are disagreed on a specific model that is valid for implementation in all contexts. Equally important is the fact that the focus has been mostly on the contexts of the developed world where, as a part of its cultural and political systems, the deep-rooted democratic practices enrich governmental performances through such initiatives. Furthermore, such practices substantially provide the fundamental framework that allows reforming and enhancing all the processes pertaining to their life demands.

The existing models that have been implemented and/or adopted vary significantly across regions, where the reasons for such variations refer mainly to cultural aspects, political systems, economics, management and leadership styles, and ideologies, in which the rules, regulations,



and policies are issued. (Alaboudi et al., 2016; Bianchi et al., 2010; de Waal, 2010; Duggan, 2010, Lane, Bianchi, and Bivona, 2010; Manning and Watkins, 2013; Mulimbika and Waal, 2014).

Based on the aforementioned issues, among the several factors and drivers that impact the performance of governmental entities, this research focuses on discussing the exceptionally important role of the two main drivers – political and sociocultural factors – which aim to develop an appropriate (reformative) model for improving the effectiveness and efficacy of the public sector performance of a specific context (Bahrain). This research aims to answer the following questions:

Based on the current reality, considering that Bahrain is deemed to be a developing country, and in the Islamic context – *how and why* does reforming the ICIM maximise the non-profit governmental organisation’s performance, effectiveness, efficacy, and efficiency? And, to what extent can it be promoted among non-diversified economic systems?

Bahrain is the smallest Arabian Muslim country that is located in the Gulf, which is a member of the Gulf Cooperation Council (GCC) and the Arab League. In 2016, the country’s population stood at more than 1.3 million, which includes more 50% non-nationals who live in an area of 710 sq. km. With respect to the political system, Bahrain is a hereditary constitutional monarchy, by the time that it has economically been ranked by the World Bank as a high-income economy, to the end that an economic and political reform was pushed in the year 2001, due to political unrests had been experienced for decades demanding effective reforms. (Countrymeters.info, 2016; Bahrain.bh, 2016).

### **1.3 Aim and Objectives**

The aim of this research is to provide a cost-effective and efficient reformative model and practical insights that could lead to the improvement of governmental performance in Bahrain through the following steps:

First, attempting to disclose issues and factors that are influencing the public sector performance; second, processing two of the factors, the sociocultural and political factors, for exploring the impact of their role; third, justifying the ways by which the obstacles can be

overcome; fourth, promoting alternatives for the current administration; and finally, creating an innovative reformative model that is easily applicable.

The ICIM empowers the official decision makers and policy-setters *‘to combine several seemingly unrelated theories of sociocultural, political forces and UNDP Good Governance approach into one disciplinary social theory, that ultimately develops an effective general legal framework whereby the performance of the targeted contexts is enhanced through converting its outcomes and impacts into daily routine practices’*.

### **Objectives**

1. To ascertain if the sociocultural and political drivers have a positive impact on the governmental performance;
2. To compare the effectiveness of some of the different initiatives that are practiced by developed countries of the world in terms of improving the public sector performance, in order to avail from;
3. To explore, based on the contextual cultural thoughts and politics, a systematic method for developing, adopting, and evaluating practical standards, regulations, and norms that are in line with the respective UN recommendations for the member states;
4. To formulate effective legislations, policies, rules, norms, procedures, and tools that are necessary for reforming the governmental entities’ performance and consequently, for maintaining the sustainable development;
5. To find out practical insights so as to improve the governmental performances with regard to the similar Islamic contexts, of which Bahrain is a typical example that has been cited here.

### **1.4 Research Methodology**

Based on the research question and outcome of the work that was carried out, the research methodology made use of a qualitative method. This is because there is a need to procure in depth information, where the ability to measure is uncertain (Bargate, 2014).

In his quotations pertaining to the identification and justification of the use of qualitative research methods, Kamal (2008) briefs that “Qualitative research can be described as a type of research that involves interpreting non-numerical data. The qualitative method is an array of interpretive techniques which seek to describe, decode, translate, and otherwise come to terms with the meaning, not the frequency of certain more or less naturally occurring phenomena in the social world. (...) It is multi-method in focus, involving an interpretive, naturalistic approach to its subject matter. These definitions here imply that the qualitative researchers study things in their natural environment, and they comprehend events in terms of meanings”<sup>1</sup>.

The plan was to use a combination of two tools – a person-to-person interview and a closed-ended questionnaire. While the former is one of the most common participatory methods – it is well organised, is agreed on its purpose, and has well-established ground rules that allocate time for participants with a clear format for the questions and answers, the latter is much commonly used in such respects. In brief, it aims at preparing a set of questions that have been well tested previously and have been presented to a respondent for answers; it also includes all the possible answers, the response categories, as is provided in multiple-choice questions, where respondents are asked to choose among the options that are provided. The respondents’ answers were combined with the research outcomes in order to formulate the interview questions.

While the above section introduces the research as the first chapter, the next chapter, i.e. the Literature Review, presents the current reality of the public administration’s performances through, for instance, the health services that are provided by the government. Additionally, it discusses the key factors that affect the public sector performances, as well as the related issues, for elaborating upon the main theme of the research that is the reform of the governmental performance by discussing the impacting factors and focusing on the main dominating ones that are especially relevant to the context that was targeted as an example country of both developing World and Islamic nation as well, on which the research was conducted. This

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<sup>1</sup>Kamal, M.M. (2008). *Investigating enterprise application integration (EAI) adoption in the local government authorities (LGAs)* (Doctoral dissertation, Brunel University, School of Information Systems, Computing and Mathematics).

chapter uncovers the actual role of, and relationship between, culture (the religious teachings) and politics in reforming the governmental entities' performance, as well as the UNDP Good Governance Approach, by focusing on the common charters and the features of all three points.

Moreover, the role of the respective local and international organisations in determining the governments' performances, as well as the role of the decision-making process, legislations, policies, rules and regulations.

The third chapter conceptualises the initial theoretical framework and develops the ICIM based on the outcomes of the second chapter, by providing a general overview of the targeted context and justifying the reasons for choosing it; the chapter ends with a cross-country comparison between the contexts that are very similar, namely, the GCC countries.

With respect to chapter four, in addition to the terminology, featuring, and characterising of the complex intervention models in general and in particular; the justification of the research methodology and data collecting tools have been explained in this chapter.

Based on the empirical findings of the data gathered and its analysis, chapter five responds to the Grounded Theory (GT), Normalisation Process Theory (NPT) and Normalisation Process Model (NPM) requirements that have been adopted by the research, reviews the research outlines, and reveals the new emergent outcomes, which leads to the revision of the conceptual framework of the research and through the lessons learnt, in chapter six, extracts practical insights for the concerned parties and professional implementers.

Finally, in terms of the governmental performance reform models, chapter seven previews the distinctive contribution to knowledge, originality, unprecedented fundamentality, and professionalism of the research. Furthermore, it recommends, based on the above stated facts, several insights for the local context, researchers, the United Nations and Brunel University, London.

# Chapter Two: Literature Review

## 2.1 Introduction

The governmental entities, where people worldwide get their life demands through, have an increasing significance across the world today; the manner in which those entities – mostly referred to as the public sector – are composed is varied across different countries. However, in many countries, they include health care, public education, public transit, care of public roads, power, water, and utilities, police, and the military. The public sector provides services to the entire community, irrespective of whether they pay taxes or not, regardless of the fact that they are citizens or residents. Some of these services are hence provided free of charge, while some come at a cost to the people (Starling, 2010).

This thesis is restricted to focus only on the governmental health services, where its condition in many parts of the world can be said to have actually reached a point that could be described as a crisis level. According to the World Health Organization (WHO), over 14 million people across the world succumb to infectious diseases every year. Moreover, by the year 2007, HIV/AIDS and related complications were known to kill approximately 3 million people every year (World Health Organization, 2010d). Furthermore, Rosen (2015) states that approximately 500 million people were known to be infected with malaria on a yearly basis, with the number of people dying as a result of the disease estimated to be no less than 2 million every year. Moreover, Ireland, Paul and Dujardin (2011) add that another major public health disease is tuberculosis (TB). It is estimated that over 8 million people developed active TB yearly; and the number of individuals killed annually is gauged to be over 2 million, while other diseases, though considered to cause lesser number of fatalities, are still responsible for the death of hundreds of thousands of people annually, the majority of which belong to the developing world countries.

According to the World Health Organization (2010d), the right to health is one of the fundamental and universal rights that all human beings are entitled to. This right to health, referring to the economic, social, and cultural right to a universal minimum standard of health to which all people are entitled, has been enumerated in various international agreements such

as the Universal Declaration of Human Rights, International Covenant on Economic, Social and Cultural Rights, and the Convention on the Rights of Persons with Disabilities. However, Rosen (2015) argues that although very significant variations remain in the manner in which the right to health is interpreted across the nations of the world (especially because of considerations with regard to the way health is defined, the institutions responsible for ensuring such rights, and the minimum entitlements), it does not change the fact that every human being is entitled to the right to health, where the preamble of the 1946 World Health Organization (WHO) constitution defines health as the state of complete physical, mental, and social well-being and not merely the absence of any disease or infirmity.

To this end, every human being is entitled to being endowed with this right. The right to health, according to the said WHO constitution, entails "the enjoyment of the highest attainable standard of health" (World Health Organization, 2011). The principles of this right include healthy child development, equitable dissemination of not only medical knowledge but also the benefits thence, and the government-provided social measures that ensure adequate health (Blas et al., 2008), all of which essentially imply that if, and when, individuals' right to health is violated, they are not enjoying the best available standards of health. This brings to the fore the role of the provisions of public health services and to the individuals responsible for doing this work. From the very outset, it is worth noting that this has been the point of divergence among the nations of the world (Sanders, et al., 2009).

Though both the developing and developed nations are governed by the same international laws that require all people to have access to health as a fundamental and universal right, the actual provision of health services continues to be skewed in favour of the developed world (Blas et al., 2008).

With regard to the developing world, Potrafke (2010) states that extreme poverty remains as the main reason for poor health services, which makes it hard, or even impossible, for a significant proportion of the population to afford the health services that they need. It means that although the concerned governments or other agencies actually make available these health services that are required, people cannot access them owing to their lack of resources such as the capital that is essential to pay for the said services. The governments of the developed

countries have been pledging and supporting health initiatives that have been implemented in other countries for a long time now. However, Ireland, Paul and Dujardin (2011) state that there have been times when this support has not been as forthcoming for different reasons. In some cases, the promises made by the developed nations to support the health services provision in the developing countries have not been honoured or been sufficient enough to ensure that there is equitable and unrestricted access to healthcare as mandated by the WHO.

Other than these issues, the other major challenge that hinders access to healthcare in the developing world is the lack of public health infrastructure. Infrastructure is conventionally very important for effective and efficient provision of public health services as stated by Hu et al. (2008) even though, according to Buntin, Jain and Blumenthal (2010), the situation is quite different in the developed world where access to public health services has actually become ubiquitous. This is mainly because of the capability of the developed nations to invest adequate resources in public health. This has in turn ensured that all infrastructure that are required are in place, and that those individuals who cannot afford to pay for their healthcare or for the healthcare of their children and/or family members are funded through various health insurance schemes.

In this research, the main focus is on the current reality of public health services both in the developing and developed world. It deals with the role that governments play in providing the provision of public health services to their people and the challenges that they encounter in the process. To this end, the research focuses on finding out ways through which the provision of public health services can be improved in order to ensure that a universal adherence to the WHO guidelines is maintained regarding the right to health for all.

Buntin, Jain and Blumenthal (2010) argue that it is true that most of the challenges pertaining to the provision of public health services are in the developing nations, and that the governments in the developing world are still struggling to provide ubiquitous healthcare to their citizens. As such, most of the reforms in healthcare services provision are needed in the developing world. This, however, does not imply that the developed world has achieved all there is and has no challenges left which need to be addressed, as Weinstein and Skinner (2010) stress that there can be no denying the fact that in spite of the strides that the developed nations

have made pertaining to the provision of public health services, there are still certain people in some of the most developed nations such as the United States (US) who find it hard to access the benefits provided by universal healthcare. In the context of the US, the major challenge has been with regard to the access to healthcare insurance, where some people can afford it but others cannot, as stated by Rosen (2015). Such instances illustrate the fact that reforms in the provision of public health services are as essential in the developed world as they are in the developing world.

Other, the current reality of the condition of public health services, the research also focuses on the public health sector as a whole, where health service serves as an example. To this end, the focus of the research is on the level of efficiency and effectiveness. Both efficiency and effectiveness play an extremely important role in ensuring that people get access to public health services as per the requirements and standards prescribed by the WHO. Whenever one or both of these factors are lacking or are compromised, the right to health as a universal right fails to remain so. In essence, even though the services are available coupled with their infrastructure, the lack of efficiency and/or effectiveness could limit their usage as required or demanded by Buntin, Jain and Blumenthal (2010). Therefore, this research explores the causes of this inefficiency and ineffectiveness as well as the ways of improving upon these factors in cases where such a need exists.

Other than efficiency and effectiveness, the research also explores the current reality of the various issues of the public sectors' performance, taking into consideration the factors that affect public health services – both negatively and positively – in general and the parties that influence outcomes of the public health sector. Such analysis is applicable to both developed and developing countries. It also investigates the impact exerted by the rules and regulations, policies, at both local and international levels, as well as the other aspects that affect the governmental performance through the example of health services. The research then goes on to explore the specific measures that have been put in place by both the developed and developing countries in the past or are being implemented currently with the objective of improving the public health services. Furthermore, the study explores the role of pressure groups as well as the official and voluntary organisations in governmental health services. Finally, aside from addressing the common issues, the research allocates a specific section that



deals with culture as a distinctive key feature that influences the public health sector's performance. The main argument of the research is that there is an acute lack of efficiency and effectiveness in the public health services provided by the developed world in comparison to the developing world. For this reason, the bulk of the reforms in public health services is required in the developing world.

## **2.2 The Current Reality of Public Health Services: Milestones and Challenges**

When analysing public health services across the world, the need to make certain distinctions is very important. Generally, the developing world is still grappling with many challenges, whereas the developed world has been able to attain most of its goals and the standards set by the WHO (Beaglehole and Bonita, 2008).

To this end, it is worth arguing, at the very outset, that it is not correct to compare the state of public health services in the developed and the developing world. This means that the developed world ought to be analysed and appraised using different standards from those that are employed to appraise the developing nation. This is because the differences are too many to allow such comparison; and this can be attributed to various historical factors that are beyond the scope of this thesis; however, these have been exemplified in chapter three. Having noted that, however, it is worth adding that appraising public health services can still be done throughout the world, following the expectation that the situation in the developing world is direr and more in need of reform than what the state of affairs are in the developed world.

Initially, the definition of public health may vary slightly from nation to nation. However, a more universally accepted definition can be forwarded following the science and art that prevent disease, thus prolonging life and promoting health through systematic efforts and informed choices made by the society, organisations, public and private and communities, and individuals. Hence, Carrin et al., (2008) mentions that one important feature of public health services is that they are provided by both the public and private sector and not entirely by the public sector, as has often been assumed. Other than that, public health is concerned with the protection of the health of whole populations, regardless of their size. Public health services are, therefore, meant to help prevent problems from occurring or recurring through educational programs, research, and service delivery. This is unlike what is observed in clinical medicine

where the focus is on treatment of sicknesses or injuries. On the other hand, referring to the WHO definition noted earlier, the WHO requires public health initiatives to go or extend beyond the mere absence of infirmity in order to include the attainment of a state of total well-being, physically, mentally, and even emotionally (Rosen, 2015).

To this end, only those nations that have reached this stage can be aided to indeed effectively achieve the standards set by the WHO. If, however, nations are still trying to deal with infirmity alone, then they still have a long way to go in terms of achieving the set standards.

Furthermore, the current practice in most nations is that most governments have recognised the importance of various public health programmes, especially because of their role in reducing the incident of disease, disability, and the other effects brought about by factors such as aging and other mental and physical health conditions (Beaglehole and Bonita, 2008). The assumption here is that the major challenge, both in the developing and developed world, is that the funding allotted for public health remains relatively lower when viewed against the funding reserved for the field of medicine at large. The importance that governments across the world place on public health can be underscored by the fact that in recent years, some of the public health problems and ailments such as smallpox have been eradicated. Smallpox had been a major challenge to governments for thousands of years. Through concerted efforts with regard to the use of vaccinations, strides have been made gradually pertaining to the promotion of public health (Beaglehole and Bonita, 2009).

### **2.2.1 Public Health Functions**

According to an article published by Centre of Disease Control and Prevention (Cdc.gov, 2015), the essential public health activities that all communities need be provided with through any public system are described as follows:

1. Identifying and solving the health problems
2. Investigating the communal health problems and hazards
3. Informing and empowering people with the knowledge of those health issues

4. Involving and encouraging community partnerships and undertaking action to identify and solve the health problems
5. Developing measures to sustain individual and community health efforts
6. Implementing laws and regulations to defend health and safety issues
7. Linking the required health services and assuring the availability of health care services
8. Assuring the presence of competent health care personnel
9. Evaluating the effectiveness, accessibility and quality of health services.
10. Evaluating the efficacy, research and providing innovative insights to improve the health services

However, it is impossible to appraise public health services without specific standards that are being followed or used as the benchmarks. To this end, it is important to highlight the five key functions of public health surveillance programmes that have been identified by the WHO and which need to be met. The first is the provision of leadership on issues that are critical to health and entails engagement in partnerships in cases where there is need for joint action. The second function is the shaping of the research agenda and the stimulation of generation, translation, and dissemination of valuable knowledge. The third function entails the setting of appropriate standards and norms that are followed by the supervision and promotion of the implementation of these norms and standards. The fourth is the articulation of ethical as well as evidence-based policy options, and finally, the supervision of the condition pertaining to health followed by the assessment of the trends of health.

The other more specific functions of the said programmes include functioning as an early warning system for the public health emergencies that are impending and documenting the impacts of intervention or tracking the progress towards the specified goals. Public health surveillance programmes are also for monitoring and clarifying the epidemiology of health problems, permitting the setting of priorities, informing health strategies and policies, and diagnosing, investigating, and monitoring health hazards and health problems that the community is facing.

Public health services, other than seeking to improve the health of the population by implementing specific interventions at the population level, also makes significant contributions to the medical care sector through the identification and assessment of the needs of the population in terms of health care services. These include carrying out an assessment of the current services and undertaking an evaluation to determine whether the services meet the objectives of the health care system. Another contribution of the said services is to determine the needs and requirements based on the information provided by health professionals, the general public, and any other stakeholder.

One more contribution of the public health services is the identification of the interventions that are most appropriate as well as the consideration of the effects that these interventions might or will have on the resources. Usually, this is also accompanied by an assessment of the cost-effectiveness of the concerned interventions. Another contribution involves helping to inform, educate, and empower the public about various health issues that are prevalent in the community. Finally, public health services contribute to medical care by offering support to decision-making in health care as well as planning of health services, which include the changes that are necessary and/or worth making.

### **2.2.2 Achievements and Challenges in Public Health**

In view of the functions of public health services, it can be argued that significant achievements have been made so far, especially in matters concerning public health surveillance. Without such surveillance, it would not have been possible to identify and prioritise the many public health issues that the world faces at present, where as a matter of fact, the major and notable concerns include antibiotic resistance, zoonotic diseases, waterborne diseases, diabetes, and HIV/AIDS (Karim, Churchyard and Lawn, 2009). To elaborate, antibiotic (drug) resistance is especially a major public health problem in the modern world. Although it has been fairly restricted in the developed world (Barnard et al., 2008), it can be argued that it remains as a major problem in the developing world. This is mainly because in the developing world, large section of the population uses drugs without any specific prescription or without following the recommendations in terms of how the drugs should be used. This implies that over-the-counter sale of drugs is more prevalent in the developing world when compared to the developed world.

This can be attributed, in part, to lack of awareness of the risk of using drugs without proper prescriptions.

However, the major cause of this problem pertaining to drug resistance is poverty that makes it hard for many people to afford even the most basic drugs (Gulliford and Morgan, 2013). This forces them to buy the cheapest drugs available, which often do not require a prescription. For the people in the developing world, the cost of seeking medical attention so that one can ascertain which disease one is actually suffering from can take up a major proportion of one's income. Therefore, it is easier and more commonplace for drugs being sold over the counter as such medicines are cheaper. However, the long-term effects in this regard includes development of drug resistance such that it becomes hard for the concerned drugs to work effectively for treating the ailments that they were meant treat because the individuals develop a resistance to the drugs. The fact that drug resistance was the theme of World Health Day 2011 shows that public health services across the world is stepping up in its efforts to spread awareness about the problem as well as to find ways through which the most affected populations can be helped to overcome the issues (Barnard et al., 2008).

### **2.2.3 Impact of Health Programmes**

Losina, Bassett and Freedberg (2010) exemplify sub-Saharan Africa, where the US has been known for the great role that has been played by the President's Emergency Plan for AIDS Relief (PEPFAR). This 2003 programme, which targeted 12 African countries out of the 14 countries that were initially decided upon, has helped many developing nations in making significant progress in matters pertaining to public health, which include limiting the effects caused by three major diseases, namely, HIV/AIDS, malaria, and tuberculosis. This is coupled with the view of Walensky and Kuritzkes (2010), as they stated that the most noteworthy success associated or credited to PEPFAR was that it managed to break through the scepticism that existed in the past about the possibilities and impossibilities of fighting the HIV/AIDS pandemic in Africa. On the other hand, and more importantly, though there were partisan divisions in the US Congress regarding the need and effectiveness of any interventions with regard to the HIV/AIDS pandemic in the developing world (Menziez, Berruti and Blandford, 2011).

PEPFAR began as a kind of emergency programme and had very clear and firm targets that were also country-specific. These targets were in the areas concerning care, prevention, and access to treatment. The use of benchmarking has especially been demonstrated in the programme because access to treatment is the most measurable and tangible benchmark for ascertaining the success of the program (Yiannoutsos, Wools-Kaloustian and Kimaiyo, 2008). To this end, PEPFAR specifically focused on ensuring that life-prolonging antiretroviral therapy was provided to people who were diagnosed with HIV/AIDS. The major success points of PEPFAR are that it has helped avert over 1.2 million deaths. This means that the death rate in the 12 African countries that were targeted fell by as much as 10.5% (World Health Organization, 2010d). This further denotes that compared to the African states that border those nations that were targeted by PEPFAR, there were lesser number of deaths by 10.5% in the PEPFAR countries (Walensky and Kuritzkes, 2010).

Another benefit is that as a result of the immense success of PEPFAR, especially given the scepticisms that existed before, it has been possible for various other public health initiatives in other areas of focus (such as in the fight against malaria) to be launched in Africa and the other parts of the developing world. This has helped improve the public health situation on the continent in general. More importantly, the success of PEPFAR has led to its expansion and increased funding such that it no longer deals with only HIV/AIDS now but also covers TB and malaria as well. There has also been a general increase in the US' investment in the public health sector (Losina, Bassett and Freedberg, 2010).

These are no doubt very important milestones that have been achieved in public health services as result of one country's individual efforts. The success has been attributed to the fact that the US has been viewed in Africa more as a pressure group rather than a mere donor; and, this has compelled the participating governments to do everything possible in their capacity to cooperate with the US in the aforementioned programme (Menzies, Berruti and Blandford, 2011).

Additionally, it is important to note that measurable goals or targets are important as they help in gauging or appraising the progress of any public health intervention. Without such progress, it cannot be determined whether the intervention should be continued or not. In essence,

PEPFAR did not manage to exhibit any tangible or measurable impacts that it caused on the rate of prevalence of the pandemic. Walensky and Kuritzkes (2010), together with Keiser et al. (2008), state that it is very important for an intervention to evince the ways in which the prevalence rate has been reduced in order to be deemed as a successful intervention. This is especially important because prevalence rates are important with regard to the prevention of new infections.

#### **2.2.4 Emphasis on Communicable Diseases than Non-Communicable Diseases**

Another issue of great importance in the public health sector that is related to the subject of prioritization is the manner in which communicable diseases have been perceived and approached in comparison to non-communicable diseases.

While Beaglehole and Bonita (2009) say that, over the course of history, the convention has been for communicable diseases to be ranked very highly in terms of being a priority in matters pertaining to global public health. However, non-communicable diseases, together with the underlying behaviour-related risk factors, have been relegated to the very bottom of the priorities of the public health; Boyce and Ndikumana (2011) maintain that such prioritisation is necessary in cases where these diseases do require urgent attention, as without such a practice, there is always the risk that important funding might be used to prevent or deal with public health issues that are otherwise not as big of a threat to the population or can be managed fairly easily.

Subsequently, they add that such prioritization ensures that awareness is created by virtue of the fact that the population tends to take seriously the issues that are given a lot of attention by those who are in charge of them. Boyce and Ndikumana (2011) emphasise that when public health service providers increasingly raise awareness about certain diseases or types of diseases, it can, for instance, serve as a warning to the general public that these types of diseases are dangerous and worthy of being avoided. This leads individuals to do more, whether consciously or subconsciously, to support the efforts made for dealing with the diseases.

However, at the same time, such prioritization has the inevitable effect of portraying the other diseases – in this case the non-communicable diseases – as being less important; as Manzardo,

Treviño and Navarro (2008) argue that, theoretically and maybe also medically speaking, the danger posed to the public by communicable diseases is greater than that posed by non-communicable diseases. This is because the former can easily spread through the population and the whole populations could be affected in a short matter of time. They stress that the latter takes a longer time before it can be transmitted, whereas some may not even be transmitted to other people at all. This indicates that there is indeed some justification on the part of public health service providers in terms of having such priorities for certain disease types and not in the case of others.

However, having made a note of that, it is important to keep in mind that even if a disease is not communicable, it does not connote that it is not dangerous. This fact also does not make it any less hazardous than the communicable disease. Instead, it has the effect of funds being diverted such that the high-priority ailments are funded more than the non-priority ones.

The arguments presented here, in support of treating communicable diseases as a global health priority, are indeed valid and quite convincing. While all diseases are worthy of the attention of public health service providers, this attention cannot be balanced equitably because of the inherent differences in the level of threat posed to human health by different diseases. Indeed, every disease has a threat level that is different from all others. Since resources are always limited, it is impossible for all diseases to be sanctioned the same amount of funding. This is a reality especially in the developing world where the funding provided to the public health sector by governments is extremely limited. In view of such realities regarding limited funding, it becomes important to give priority to the ailments that pose the greatest threat to the population under consideration.

Conversely, in places where there are no issues pertaining to funding for the public health sector (such as in the world's most industrialised economies), then probably in those cases, it can make sense for both communicable and non-communicable diseases to be given the same priority. Therefore, it can be argued that as long as the resources that are required in the public health sector remain limited in supply, certain public health issues will have to be regarded as high-priority while others are deemed to be low-priority.



### **2.2.5 Overlooking Evolutionary Motivations of Human Behaviour**

Henriksen et al. (2008) discuss another practice that is very common in public health which might need to be reformed; it is with regard to the manner in which issues are approached for treatment or prevention. This is especially significant when it comes to dealing with or addressing the public health problems that are behavioural in nature. People are basically informed that in case engage in certain activities, they will develop certain specific public health problems or troubles, that is, their health would be affected in a specific way as a result of the behaviour.

Legitimately, this is probably attributed to the learning styles as well as the way in which practitioners communicate their instructions to the people who are targeted over a long period of time, which leads to accept such methods of communication. The challenge, however, lies in the effectiveness of this approach in terms of bringing about the desired public health outcomes. It has been empirically proven that the most effective and sustainable way of changing behaviour is to take steps towards evolutionary motivations into consideration. That is, it is much better to consider the evolutionary motivations of that behaviour. Marmot, Friel, Bell and Taylor (2008) added that this is especially important in matters pertaining to public health because many public health issues are caused by maladaptive personal behaviours in one way or another.

According to evolutionary psychology, the reason for the tendency of people to over consume certain novel substances that are harmful to their health such as refined salt, carbohydrates, drugs, alcohol, tobacco, and fat is that an evolved reward system for these substances has been activated often (Henriksen et al., 2008). Moreover, the emergence and development of modern technologies could make it harder for people to have sufficient physical activity. Taking into consideration evolutionary motivations, it can be possible for public health service providers to better and more easily provide these services to the people. That is, simply asking people to change their behaviour without understanding the motivations that drive the behaviours ultimately does not yield a lot of sustainable positive public health outcomes.

Turnock (2011) suggests that instead of simply telling people that if they do not wash their hands they would get diarrhoea, it might be more effective to engaging the people in actual

hand-washing behaviour. Washing one's hands with soap is therefore a better and more effective promotion regarding the prevention of diarrhoea when compared to the mere statement that dirty hands may lead to diarrhoea.

In addition, Marmot, Friel, Bell and Taylor (2008) state that a notable example of where this is applied is where films are shown, which clearly depict that human or animal faecal matter contaminates food. People will naturally respond to such instructions, while this has become a strategy that is widely used in other fields such as marketing.

Taking the same approach and applying it to the specific public health problem of smoking, it can be valid to argue that if the negative effects or consequences of smoking are emphasised by public health practitioners then it would be a lot easier to help people get rid of their smoking habits. This is opposed to merely telling people that smoking is injurious to their health. The latter approach does very little, if anything at all, to take into consideration the evolutionary motivations that are associated with tobacco smoking. Similarly, informing tobacco smokers that the concerned behaviour can harm others can be a better way to ensure that they do not smoke in public places and that they only smoke in private or in places where they know that other people will not be affected. When governments get involved and impose bans on tobacco smoking after such evolutionary motivations with regard to smoking have been taken into consideration, the bans are more likely to be effective than in cases where the evolutionary motivations have not been taken into consideration.

## **2.3 The Key Factors Affecting the Public Health Sector Performance**

### **Introduction**

#### **a) Politics and Culture**

Although governmental performance is a part of management and administration disciplines, it is impossible to keep it away from politics. This is not only because the political factor along with the sociocultural factor are being focused upon in this research, where the impacts of these factors particularly dominate this study, but also because it is evident that all the other factors are influenced by these factors as well. Additionally, the management and politics are

interrelated and well associated, as the public sectors' organisations are governmental entities that are politically reformed and controlled (Lee, 2012).

But, this does not, at any rate and at any time, mean that the other factors that are discussed along the following lines are as useless as feathers on a fish.

Hence, the essence of this research is to elaborately and comparatively explain the position and role of both culture and politics in the occidental context where "Secularism and capitalism are two different concepts that are being talked about a lot these days. The two thought systems or principles are poles apart as secularism is a way of looking at things in a worldly manner and not on the basis of their religious affiliations. On the other hand, capitalism is an economic system that has been characteristic of the western world where private ownership of means of production is practiced and preached"(Differencebetween.com, 2017), as well as the Islamic context that owns a comprehensive ideology, a cosmic view, that provides a complete explanation of the creation, humankind, and life; the factors impacting the governmental health services' performance are briefed below following the discussion pertaining to efficacy and efficiency.

Significantly, it is important to realise that for many years, research works by scholars reiterate that religion has a significant influence on people (Mandaville, 2009); additionally, Wyman (2001) emphasises that scholars as citizens demand reverence for their culture and heritage along with a reassertion of their values, political rights, and obligations.

#### **b) Effectiveness, Efficacy, and Efficiency of the Government's Performance**

Again, it is important to realise that the organisational performance plays a crucial role with respect to the prosperity or termination of any organisation depending on the performance of its employees; hence, the top managements of the concerned organisations realise that the impacting factors enhance the employee performance with the help of motivation and commitment of the highest degree (Elnaga and Imran, 2013). Additionally, managers develop performance standards on which the implementation evaluations are based, maintain data base records, and report them to the higher authorities. (Heinrich, 2002).

Where Heinrich (2002) argues that the evaluations pertaining to the governmental performance are primarily concerned with cost-effectiveness (efficiency), Kim (2011) cites that “A long time ago, the traditional performance measurement was developed from cost and management accounting and such purely financial perspective of performance measures was perceived to be inappropriate so that multi-dimensional performance management was development in the 1970s”.

Prior to explaining and describing the relevant terms of the research, i.e. cost-effectiveness, intervention policy, efficacy, efficiency, and effectiveness, it is important to point out that more relevant terms have been described in chapter four, the research methodology, while taking into account the iron triangle (quality, cost, and time) that usually creates a specific pressure on any project and activity outcomes and impacts.

Although the terms efficacy, effectiveness, and efficiency are mostly interchangeably used, they are, in fact, not same and have different meanings and indications. While an efficient performance entails achieving the objectives at the minimum cost (input), “efficacy” relates to maintaining the maximum service quality (outcomes and impacts); it explicitly denotes a challenging process with respect to non-profit governmental services, (Huang, Smilowitz and Balcik, 2012) assumes - as a study that exemplifies the characterisation of the objectives that efficacy is supposed to help achieve, and performance metrics formulated on the basis of efficiency - that the efficiency variables orient the cost reduction and the efficacy variables aim to minimise ,but not limit, the time and cumulative unsatisfied demands, which explains that the “efficiency, in terms of minimizing cost, is the primary objective” while efficacy is “the extent to which the goals of quick and sufficient distribution are met”.

The final analysis cites the firm (Parston and Goodman, 2008; Mulimbika and Waal, 2014) that asserts that “Defining Performance of public institutions is complex; it is never just about numbers, financial or otherwise. Instead, it is multidimensional. It involves complex aggregations of socio-political imperatives, inputs, outputs, and outcomes, as well as citizen and user demands and taxpayers’ expectations. Addressing all of these is not easy; people expect different outcomes from public services, and there are tensions between individuals’ different perspectives in their roles as consumers of services, as citizens, and as taxpayers”.

With respect to the factors for improving the efficiency, Buser (2010), while quoting the work of other researchers, argues that there is a persistent link between institutional quality and enhanced governmental performance. Beyond that, the government officials, in response to their the institutional design and the needs of the people, are accountable to explain and discourage inefficient and unimaginative efforts.

Efficiency, according to Candreva, (2009), includes “the costs of inputs measured in time, manpower (...) the combination of doctrine, organization, training, material, leadership and education, personnel, and facilities”. With respect to the governments’ efficient expenditure, Buser (2010) stresses that the government must efficiently measure the total returns for the advantage of the citizens from the public goods that are available and well utilise the tax-based revenues to supply those goods. To elaborate, Brown (2005) clarifies that one of the biggest encounters when implementing new insights is to what extent the outcomes are effective and worthwhile, in comparison to the ideas forwarded by Huang, Smilowitz and Balcik (2012) who express effectiveness to be the achievement of fair, timely, and high-quality services that satisfy citizens at the minimum cost possible. In particular, their study reveals that an effective organisational performance depends on the extent to which efficiency, effectiveness, equity, and efficacy together work competently.

Similarly, in order to achieve an effective organisational performance, there must be a synergising relationship between the workplace professionals while performing the job duties, providing services, communication and when reporting to superiors (Tabatabaei et al., 2013).

Henceforth, the evaluation of performance effectiveness and cost-effectiveness apart from the type of assessment methods or models calls for considering the dominance of one over the other with respect to their viability and synthesis (May et al, 2007). Though, the ultimate outcomes and impacts are evaluated on the basis of the following criteria that have been exemplified and other criteria as well, individually or collectively, through further research works where this research serves as a *prerequisite* and provides fundamental access to economic efficiency, distributional equity, accountability, authenticity, and political stability, where according to Mulimbika and Waal, (2014), “The consumer wants responsive, tailored services that meet their needs; the citizen wants universal services that benefit the whole of

society; and the taxpayer wants high quality and value for money services. High-performance government institutions must recognise these tensions, seek to establish a clear view of the multiple demands placed upon them, and take that into account in defining their intended outcomes to ensure that they respond to the needs of all stakeholders”.

In the final analysis, the most compelling evidence with respect to efficiency, effectiveness and efficacy of the reforms with regard to the non-profit governmental performance is the intangible “impacts” not only “outcomes” such as citizens’ satisfaction with the services that the governments provide in accordance to their “culture”, which fulfil their moralities along with their psychological and physical fundamental needs that are difficult to measure, however, on one hand, there is the absence of or reduced gripes and grievances, genetic diseases, frequent political unrest, corruption and the like, and on the other hand, there is general job discipline, trust and acceptance, transparency, accountability process, fairness, authenticity, stabilisation of macro economy, and, most importantly, political stability that arise from the countries’ possible capacities, that act as success indicators.

### **2.3.1 Budget Constraint and Limited Funding**

The budget and funds that are allocated are the most significant factors affecting the outcome of performance, and the most apparent reason for the governmental entities, the public health sector in particular, lacking efficiency and efficacy. The health sector depends on the government for funding, yet in some occasions; this sector may obtain funding from charitable organisations, profitable organisations as a part of their Corporate Social Responsibility (CSR), and well-wishers.

However, in general, the funds that are provided to these institutions may not be enough. There are some unforeseen occurrences that may lead to a reduction of funds that are given by the providers. For instance, a financial crisis may hit the government or a certain epidemic or a national crisis may erupt, which leads to a reduction of funds and less capital for distribution.

As a consequence of such circumstances, according to Skoog (2013), the sector will not have the right amount of funds to run its activities efficiently due to the budget constraints.

Additionally, Herbst, Cooke and Newell (2009) argue that extreme poverty is a reality in most nations of the developing world and Africa in particular cannot be wished away or overlooked. In fact, this is the single most important factor hindering the execution of effective provision of public health services in the developing world. In Africa, most of the public health challenges that are rampant are related to poverty in one way or another. Either they are caused or exacerbated by extreme poverty or they cause and/or exacerbate poverty.

Boyce and Ndikumana (2011) argue that among the governmental entities, the area that is most important and arguably requires the most attention is the area dealing with the proportion of government allocation or funding for public health. Furthermore, compared to the developed world, the developing world's budget for public health programmes is very minimal or even negligible in certain cases. Weinstein and Skinner (2010) emphasise upon this disparity; in Africa, for instance, many governments' average annual expenditure on the general health per person is only about US\$ 10. In the US, the annual per capita expenditure on health stood at US\$ 4,500 in 2000. This means that the US spends approximately US\$ 450 times more per capita every year on health when compared to most African governments. This just goes to show how dire the state of public health is in Africa in relation to that of the US (Coovadia et al., 2009).

To make matters worse, not all the budgetary allocation to health goes to the public health sector, which means that, according to Councils and Prout (2014), there has been a tendency to confuse expenditures on health as a whole for expenditures on public health. In fact, not all public measures can be considered to be 'health care' especially when considered or interpreted in the strictest sense. Moreover, Boyce and Ndikumana (2011) add that the real problem is actually in the amount of funding that is available. The developing nations struggle to provide even the most basic needs to their citizens such as healthcare, food, and housing. Therefore, public health tends to be given minimal priority owing to the lack of funds. Factors such as poverty and poor economic growth in the developing world can be blamed for such state of affairs.

Conversely, it can also be argued that many governments in the developing world are yet to comprehend the value of investing in and having a vibrant and robust public health sector.

Coovadia et al., (2009) added that such massive governmental entities' wage bill could indeed be used, without breaching other operations, for funding more important public health programmes. However, the choice made with regard to the prioritisation of programmes plays a significant role. In Africa, for instance, funding for developmental projects, in general, is often given less priority compared to funding for political programmes such as elections and paying the wage bills for the judiciary, legislature, and executive wings of governments.

Furthermore, Adam, Delis and Kammas (2011) argue that in many occasions, auditing procedures are not carried out unless there is a probability that the funds might have been embezzled; in such cases, auditing is only done to provide confirmation. However, in order to avoid all this, it is always a good idea to ensure that the funds that have been distributed to the governmental entities have been properly tracked and thereby ensure that they have been used for the right purpose.

### **2.3.2 Lack of Qualified Staff**

According to MacKevitt (2012), the lack of qualified personnel possessing the right skills and competencies leads to the governmental entities to suffer in terms of inefficacy and inefficiency in the matters pertaining to health. In some areas, especially in the developing countries, the sector is full of individuals who are not fully qualified to provide the right services to the patients.

One of the most notable reasons for this is the employment of individuals directly from the health training institutions to the public hospitals without ensuring that these individuals have passed through the necessary probation; these individuals might not have the experience that is required, and hence, end up making the public health sector inefficient and lacking in efficacy. In addition, as agreed upon by the UN (2010) and Lassetter and Callister (2008), this concept is one of the most notable reasons for the said issue, as these individuals might not demand as much salary as those who could have the right skills and competences. Moreover, training these individuals requires investments with regard to appropriate training programmes and infrastructure. Furthermore, the governmental entities fear that if they employ qualified personnel, they will, with time, easily lose them to other institutions that provide better working conditions and remuneration. For this reason, they choose to make do with the less qualified



staff. However, there are consequences to this end as the public sector continues to suffer from inefficiency and the lack of efficacy, considering which Elnaga and Imran (2013) state that “When employees recognize their organization interest in them through offering training programs, they in turn apply their best efforts to achieve organizational goals and show high performance on job”.

Councils and Prout (2014) state that, in general, the recommended training for public health workers ought to be available in key fields such as schools of public health, medical schools, veterinary schools, schools of nursing, and schools of public affairs. The training itself mandates that one acquires a university degree that focuses on core disciplines such as biostatistics, epidemiology, health services administration, health policy, health education, behavioural science, and environmental health. However, DuBard and Gizlice (2008) in contrast assert that while it has been quite easy for public health professionals in the developed world to obtain such kind of training and they even go on to acquire the highest degrees possible in the respective fields, the situation in the developing world has been quite different. As a result of severe poverty in most developing countries, it is hard for families and households to train their children even at the tertiary level. Coovadia et al. (2009) are in absolute agreement with the above view as they hold the belief that there are very few public health professionals in Africa because of this lack in funds that are required to train them. That aside, the specific training that is associated with public health is too costly oftentimes, when compared to similar training that is required in other fields such as education and business (Coovadia et al., 2009). Hence, the dreams of majority of the African youth who desire to become public health professionals remain a mere dream in most cases as poverty does not allow them to achieve this dream.

### **2.3.3 Absence of Accreditation Bodies, KPIs, and Working Condition**

The accreditation bodies help the public sector professionals to standardise and continuously improve the quality of health care, and therefore, increase clients’ trust and satisfaction and attract the most efficient expertise, which can be achieved through continuous assessment and evaluation of the health services provided by the public sectors.

According to Tiemann, Schreyögg and Busse (2012), a reliable accreditation body is absent which measures the health care service quality and prevents the governmental health organisations from developing their service quality by comparing the current reality with the reality that is sought. Additionally, in relation the accreditation bodies' role, Aspin (2015) stresses that the key performance indicators (KPIs) play a significant role in measuring the progress against the expected goals of an organisation, which is in consistent, to a large extent, with the ideas put forward by an article (Balancedscorecard.org, 2015) that put emphasis on the significance of the balanced scorecard in fostering the organisational performance effectiveness. Therefore, the absence of such a process leads to the poor performance of all field organisations. Moreover, paucity of solid reliable measures of service quality results in poor performance, which the governmental entities might suffer from.

To a large extent, Lane, (2010) goes further ahead when he argues that individuals prefer to work in the private sector due to the favourable working conditions in comparison to the public health sector. The only way to achieve this is to ensure that the working conditions are as suitable as possible to not only attract patients but also to attract quality health practitioners. However, in the governmental entities, they may not have much regard for improving the working conditions since the said entities are not profit oriented.

#### **2.3.4 Misplacing Priorities**

This explains why some African nations have very large cabinets and a very poor public health sector (McCoy, Chand and Sridhar, 2009). It shows that most governments have misplaced priorities, as is revealed by their lavish expenditure on other aspects that are considered less important in the developed world. In the developed world, many nations have very lean governments and public expenditure on the actual running of governments is often far less than the capital that is spent on development (Potrafke, 2010).

In consistent, Councils and Prout (2014) argue the since the provision of public health services is a developmental issue, it follows that in the developed world more resources are channelled to the public health sector. Therefore, it is not surprising that the state of public health in the developed world is far better and more robust than that in the developing world.

### **2.3.5 Disparity in Compensations**

According to Kim et al. (2009), a related challenge faced by the public health services in the developing world is that there is an immense disparity with regard to compensations between public health professionals in the developing world and those in the said developed world. The former are paid so little and work under very harsh conditions when compared to the latter; and, this has been a common cause of inefficient and ineffective public health services. That is, the few public health professionals who get trained and are employed are forced to work under conditions that are more unfavourable in comparison.

In consistent, DuBard and Gizlice (2008) state that a single public health worker could have to cater to as many as a million people. That is, the ratio of public health professionals to the people availing of public health services is as disproportional as 1 to 1,000,000 in some African countries. This means that these public health professionals are often overworked; this is exacerbated by the fact that they get remunerations that are far too less when tallied with the work they do.

Coovadia et al. (2009) add that unfortunately the said professionals are hardly given any worthwhile benefits for working beyond the normal office hours. If they do, the allowances do not match or mirror the kind of extra work or hardships that they have to undertake on almost a daily basis. The ultimate outcome of such state of affairs is that it has been an almost daily occurrence for public health workers in the developing world to emigrate to the developed world in search of better opportunities. In fact, a large number of public health professionals trained with a lot of difficulty in the developing world have ended up working in the developed world where they are paid better and have better working conditions.

To this end, it can be argued, according to Lassetter and Callister (2008), that the developed world has been reaping the benefits of these public health professionals even though they have not invested any kind of resources in their training. Countries such as the US and the UK have been among the leading destinations for most African public health professionals who became disgruntled with the work environment in their home countries and chose to seek better opportunities abroad.

However, these developed countries have to be appreciative of the fact that it is only with a lot of strain that the governments in the developing world are able to train the public health professionals according to the standards that are acceptable or recommended by the WHO. Therefore, taking advantage of them and readily accepting them as economic migrants is not justifiable. As has been noted earlier, the developed countries never ask any migrants to come to their countries. In fact, it cannot be denied that the said countries do a lot in their capacity to stem the flow of immigrants to their countries. As such, it may not be necessary to blame them for the brain drain that has bedevilled Africa and other developing nations for many years now. However, these developed nations also tend to be readily accepting of the situations when the immigrants are people who have the skills that are lacking in or short in supply within their own countries.

In a globalised and extremely competitive world, it is almost impossible to stop people from migrating to labour markets that offer the best compensation for the services rendered. Therefore, unless the concerned African governments and other governments in the other parts of the developed world are willing and prepared to invest in developing better working conditions, they will keep spending a lot of resources to train public health professionals only for these professionals to leave their country and find work in other countries where the working conditions are more favourable.

This what has been happening in the developed and developing worlds; however, in terms of local comparison, on the other hand, Fox (2012) stated that, the personnel working for governments receive much lower remuneration when compared to that of their counterparts in the private sector. For this reason, prospective employees prefer to work in the private hospitals where they can enjoy a better pay. At the same time, some of these individuals prefer to engage in private practice. Rather than getting employed in the private or public sector, these individuals prefer to form their own private hospitals where they can carry out their practice. This is an activity that is widespread, especially in the developing countries. These individuals prefer to form their own clinics, dispensaries, and health sectors where they can offer their services. These individuals find this activity much lucrative than being employed.

Ultimately, both comparisons lead to a single result – inefficient and ineffective performance of governmental health services.

### **2.3.6 Negative Attitude of Some Respective Individuals**

Research works have revealed that the governmental employees have a strong resistance to the implementation of reform; Bonesrønning (2011) states that the concerned public health employees also need to own up to some part of the blame. They need not always be driven by the need for financial benefit. Furthermore, they need to be more patriotic, especially given the fact that they have a better understanding of the dire public health situation in their countries. Thus, they need to be more considerate towards the plight of millions of people who depend on them and their services for their survival. Moreover, Hacker et al. (2011) argue that regardless of who takes or deserves the blame for the high number of public health workers who are emigrating from the developing world to the developed world, the fact remains that this outflow has had far-reaching negative impacts on the state of public health in the developing world. As a result of the resultant shortage of public health workers in the developing world, either due to emigration or lack of training, it has been hard, sometimes even impossible, for the general public, especially in rural areas, to gain access to the public health services they are in dire need of.

DuBard and Gizlice (2008) assess the more sorrowful truth that those who are suffering from various health concerns are forced to depend on untrained or poorly trained workers; this predisposes them to other public health problems such as drug resistance and misdiagnosis. The more and longer wrong information is passed on to the people through poorly trained public health practitioners, the easier it becomes for even the easily preventable and mild public health issues to become epidemics. This is the reality in most African nations; and all these problems are linked to poverty.

### **2.3.7 Corruption Impact**

Another reason, and one of the most common reasons for inefficiency and lack of efficacy in the governmental sector performance, is corruption (Glaeser and Ponzetto, 2014); funding of the public health sector is regulated by the government. Some of the funds that are meant for

various functions usually get into the wrong hands. Some high-ranking officials decide to make use of the funds for their own benefit. This trend is rampant in many regions and not just in the developing countries. The lack of proper auditing has especially led to more misappropriation of these funds. When the individuals realise that they cannot be caught, they end up embezzling even more capital.

Subsequently, Kidwai (2012) says that the corruption index in governmental entities in many countries is usually very high, where countries in the regions of East Asia and Africa have been cited as being the most corrupt in the world, with the public sector being the leader in such activities pertaining to corruption along with the private health sector to some extent as well. This sector has been plagued by major corruption allegations, which has hence resulted in an increase in ineffectiveness and a lack of efficacy. There are various areas where corruption has been rampant, which has also led to inefficiency, particularly in the procurement process that involves acquiring goods from an outside source. It is a process that has been marred by corruption for such a long time now. Sometimes, the companies that reap the benefits are those which are able to bribe the tendering committee or offer the greatest bribe to the officials, as a large number of tenders are not won through merit but through bribes offered to the personnel. The company that acquires the tender, on the other hand, may not have the best interests of the sector at heart and might not have the ability to provide the right equipment.

Onrubia-Fernández and Sánchez-Fuentes (2013) agree with this view to a large extent; on many occasions, due to the flaws of the tendering process, the goods that are delivered to the governmental entities, the health sector in particular, many not meet the quality standards. In addition, the right specification of goods that were ordered may not tally with what is delivered. Such occurrences decrease the efficiency of the public sector. The stakeholders of the public health sector expect a clean tendering process that will ensure that the right goods have been delivered. However, this is not the case always, and hence such instances give this sector a bad name.

Having noted that, Vaughan-Whitehead (2013) reveals other areas of corruption that increase the ineffectiveness and inefficacy of the health services that are provided by the government, with one of them being the recruitment and selection process in the health services that are

governmentally provided. The most notable form is the employment of personnel based on "who-you-know" or through the process of bribing certain officials to secure employment. In such cases, people are not being employed on merit but on the basis of the aforementioned factors, which lead to the qualified individuals not being able to obtain the jobs any longer. The individuals who get the employment opportunities through such malpractices do not possess the necessary skills and only enter into the institutions since they have connections inside the institution.

Another common corruption trend that is fast gaining grounds in the public sector is giving priority to some patients while abandoning the others. This trend, although not very common, has been a reason why some of the institutions in the governmental health service have been regarded to be inefficient. The public health sector is required to provide services to all individuals irrespective of their status. However, it is not an uncommon occurrence to find a wealthy individual being given greater priority over a poor individual, which leads such institutions to being regarded as inefficient and lacking in efficacy.

Along the same lines, Potrafke (2010) discloses that insurance fraud has also become a common fraud element in the recent past. Patients end up being deceived with regard to their insurance schemes in the hospitals that are governmentally operated, especially those individuals who are unable to carry out proper follow up. For instance, if patients expect that they will be covered for a certain amount in their insurance, they later find out the amount that they are to be covered with is far lower than what they expected. The insurance and the health practitioners who are involved in the fraud end up pocketing a lot of money from such malpractices. The continued increase in these kinds of frauds make the patients view such hospitals as being highly inefficient and lacking in efficacy.

In addition to the above areas of corruption, as has been focused on previously by Adam, Delis and Kammass (2011), pilfering of funds is a type of corruption as well; it is the corruption issue that has plagued the governmental sector for a very long period of time. This trend is especially true of the public health sector. Without proper supervisions, funds usually disappear without a trace.

### **2.3.8 Impact of Employees Performance Assessment**

Apart from corruption, Jackson (2012) concentrated on the problems pertaining to monitoring, which can also be cited as another reason because of which the public health sector lacks efficiency and efficacy. Monitoring is the process that involves the examination of the individuals' performance in a certain entity to ascertain whether or not they are working in the right manner. This is one of the elements that is not present in the governmental entities to a great extent.

Monitoring of an individual is done by another individual who is ranked above them. This trend carries on till the topmost individual of the organisation; such an individual is monitored by the government. However, this form of monitoring is not always as efficient as it is expected to be. This results from the absence of an individual who will be directly responsible for giving punishment in the event that the proper performance is not achieved. In addition, job security makes the monitoring process very ineffective. The employees in this sector have job security and hence do not have to worry about getting fired in the event that they fail to perform in the right manner. In addition, these individuals are not provided with stringent goals or objectives that they have to achieve. However, due to the fact that there is no target revenue in the public sector governmental entities, these organisations are not subject to stringent monitoring procedures.

Lane (2010) emphasises that the lack of this form of monitoring has been a major reason for inefficiency and the lack of efficacy in the public health sector. Since the employees are aware that no one will lay much emphasis on monitoring them, they do not perform as well as they are required to. Hence, they present a below average performance, which leads to inefficiencies in these sectors. This trend is not as common among the junior employees as is common among the senior employees. The junior employees, however, could work hard slightly for the fear of the seniors.

### **2.3.9 Political Factors**

In the public sector, there are various political and legal factors that affect the governmental health services.



Thus, Roll (2014) argues that one of the most notable factors in this regard is the procurement laws. All governmental organisations are affected by the procurement laws that are abided in the country, which these organisations are required to adhere to at all times. In doing so, the concerned organisations ensure that they do not get into loggerheads with the government or other entities that may sue them for failing to follow these requirements of rules, regulations, and procedures. Apart from the minute details, there are different procurement laws that are present in various countries. For example, in some countries, these laws state that at least a certain percentage of the procurement should be done by local companies. In such a case, the institution is expected to carry out this activity as stipulated.

Another notable activity in this regard is the appointment of senior officials in the governmental entities. In many countries, the appointment of such individuals is done by the president of the appropriate governmental service commission. These entities appoint the individual that they feel is fit enough to carry out the specific mandate. Such individuals, if appointed, bring in their own policies and work ethics into the sector; all the individuals of the concerned organisation are expected to follow their policies diligently. Having passed the right vetting process, it could be believed that they would be the right individuals for the job, and hence what they bring into the table should be considered to be right. Hence, such individuals could make or break the governmental health activity depending on the type of policies that they bring.

Political interference is also another factor that the sector has to grapple with. Being in the political sector, it cannot escape interference from the political class. There are various ways in which this takes place, with one of being in the procurement process. There is a high chance that during the procurement process, interference is rife as the political elite seek to benefit from the tendering process. This is also likely to happen in the recruitment and selection process, especially in that of the senior officials. The political class could want people who are associated with them in the management of the organisation or individuals whom they can easily manipulate. When faced with such occurrences, the governmental entities need to realise that it has a mandate to offer the best service to the citizens and should then always ensure that its activities are geared towards offering these services (Horn, 2015).

### **2.3.10 Economic Factors**

With regard to economy, there are also other factors that have a remarkable effect on the public health services provided by governments.

One of the notable economic factors is the growth of the economy. This is one of the greatest factors that affect the public health services. As expressed above, the health services that are governmentally provided majorly depend upon the government for funding. For this reason, the growth of the economy has a significant influence on its performance. If the economy improves, the government has more money to allocate to its health sector. However, if the economy deteriorates, the country has less capital, which leads to less funds being available for distribution. This results in budget deficits in many governmental hospitals across the concerned country.

Another key factor is the changes in the exchange rate of the foreign currencies against the local one, with respect to the materials and services that are imported. The most apparent relevant examples are medicines and medical equipment as well as machinery that act as materials, while the training and accreditation bodies exemplify the services. (Prowle, 2010).

Another impact on governmental services is the inflation rate. This can be described as the prices of goods and services that increase in a country over a period of time, which means that if there is an increase in the inflation rate, the local currency unit purchases less goods and services. On the other hand, a decrease in the inflation rate means that the currency unit has the capacity to purchase more goods. This element has a great effect on the services that are governmentally provided, as an increase in inflation rate entails an ability to make the required materials and services that are available limited when compared to the allocated funds. At the same time, a decrease in inflation means that this sector has the capacity to purchase more items with the current funds. Accordingly, it is important to take such factors into consideration when the budget is processed (Whicker and Areson, 2014).

### **2.3.11 Technological Factors**

In general, the role of technology in our life has become very vast, as it has become an inevitable part of our whole life demands as well. With respect to the governmental health

services, there are various features under this significant factor. From both perspectives, technology in general and information technology (IT) in specific, utilising the latest information technology available, enables governments to transform their operations from conventional methods towards modern ones that are also the requirements of the citizens in the existing process of health services. Effectiveness and efficiency are two elements that have a drastic impact on the overall governmental sector performance. Thus, by exploiting information technology, government organisations bring automation into their process, enhancement in their delivering services, savings in their budgets, efforts, and a lot of time. Further, it has been recognised that online transactions and services are only some examples that are used by the governmental organisations to improve the performance efficacy and efficiency within the process of e-government (Alomari, Woods and Sandhu, 2012).

Moreover, adoption of information technology emulates the convenience and efficiency within the e-government services that are performed digitally. In addition, automation increases the ability of the government to carry out its activities; e-government usage has a positive impact on the organisation-based trust among the citizens within a country (Lim et al., 2012).

The traditional literature mentioned in research studies, have indicated that IT is conceptualised to be unfolding with the changes that are occurring within the government on the basis of structure and behavioural context. Pons (2004); Hazlett and Hill, (2003) and Alsaghier et al. (2011) state that information technology has an influence on the processes of e-government service that provides the products. Likewise, the adoption of new or innovative technologies is affected by the changes occurring within the surrounding context. As a result, technological influences on the e-government have an impact on the relation between the citizens who get the services and the governments that deliver the services. However, while the developed world vastly utilise technology, some countries of developing world are, yet, far away from doing so, where their citizens are unable to use the e-government services in a best manner. Such matters surely have a negative impact on the health services that are provided and might have an impact on the trust of the citizens pertaining to the governmental entities within a country as well.

Besides, technological influences also have an impact on different stakeholders (i.e. suppliers, customers, employees, etc.) while providing e-government services in a country. In contrast,

Lee, Kim and Ahn, (2011) state that there are certain norms that need to be followed while using e-government services and which at the same time have an impact on the levels of trust among citizens with regard to their governments. Further, before governments proceed to adopt or implement e-government services in a country, they must take into consideration some of the characteristics that are related to use of information technology when providing e-government services. These characteristics include, but are not limited to, maintaining security, ensuring privacy, and avoiding the use of interoperability standards that can be used for developing e-government systems and therefore improving the performance of delivering services.

There are different internal and external factors that have an influence on the implementation of information technology and on developing e-government services (Ozkan and Kanat, 2011); some of the internal factors that have an impact on implementation of e-government services include the influence of top-level management within government institutions, personal interest of the government, and security issues. On the contrary, there are many external factors that have an impact on implementation of e-government services, which includes the influence or pressure of political parties, cultural values, social values, etc. (Linders, 2012). Thus, these factors lead towards a technological influence that is related to the use of e-government services within a country. In addition, positive technological influence result in an improvement in the overall performance of government services.

### **2.3.12 Cultural Factors**

Cultural factors, in broad-spectrum, are certainly to be considered among the other factors that have an effect on the governmental performance, where public health services are not an exception. Also, in most cases, the cultural practices of a particular group of people are aligned to the religious teachings, which make the sects an integral part of the culture (Alcorta, 2011).

To elaborate, the population's general health that varies from one region to another is one of the noticeable factors that have an effect on this sector. In one region, the general health can be said to be poor while in another region, it can be said to be good. For instance, in semi-arid regions, the health can be said to be generally poor while on the productive regions, the health can be said to be much better. Therefore, in the arid regions the public health sector is likely to

register an influx in the number of patients when compared to the productive regions. In such areas, the public health sectors should be prepared to address many health complications as compared to the productive regions (Whicker and Areson, 2014).

Through the project of "Administrative reform in the European Commission: From rhetoric to re-legitimation", it was evidently indicated that there was a need to witness a cultural move amidst the EU commission toward output-focused practice instead of input-focused ones (Schön-Quinlivan1, 2007).

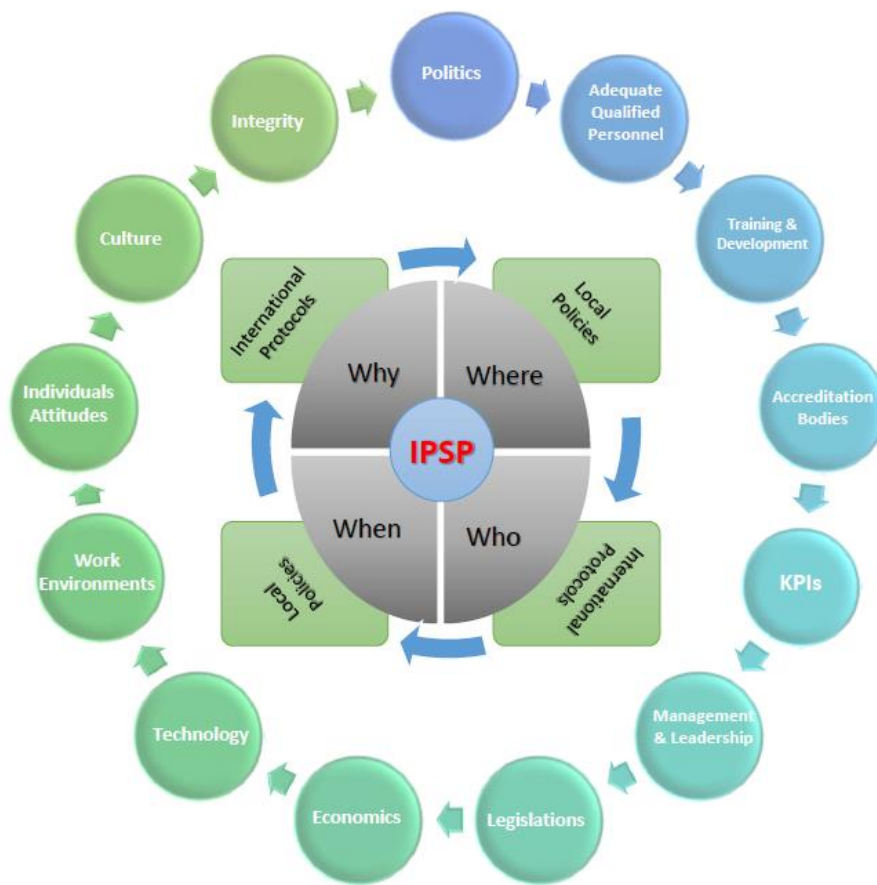


Fig. 1: Factors Impacting Public Sector Performance (Ghani 2016/1) - Literature Review Improving Public Sector Performance (IPSP)

## **2.4 Role of the Governmental Health Services Stakeholders**

There are several stakeholders that affect the performance of the public sector health services, for instance, civil society, Non-Governmental Organisations (NGOs), individual states, religious organisations, and corporations. The following parties have a significant influence on the health services, which is important to realise.

### **2.4.1 Role of the Civil Society**

With this in mind, Doyle and Patel (2008) grant that public health has been, and continues to be, a matter of great importance to the public. As such, its provision has always been regarded and treated as a matter of great priority. Among other factors, pressure groups have played a very crucial and lead role in the provision of public health services not only in the developed world but also in the developing world. The role of pressure groups, particularly the civil society, has been especially significant in pushing governments to increase expenditure on public health services. In the developed world, the civil society can be credited for its successful role in ensuring that governments increase their expenditure on public health services. Coupled with these facts, Castells (2008) demonstrates that this has expressively been on the basis of the needs of the specific countries concerned such as the US.

Successive governments since 2000, at least, have been under constant pressure to ensure that they commit themselves to improving the public health services. A major issue in the US with regard to public health has been the frequency and rampancy of hurricanes and tropical storms. As a result of the country's extremely long coast, it has been prone to tropical storms and hurricanes; from time to time, this has resulted in the destruction of property and critical infrastructure. The damage caused by Hurricane Katrina in 2005 was perhaps the turning point in the US public health sector. Owing to the large-scale destruction it brought about, governments, both at state and federal level, have been lobbied constantly to increase the level of preparedness for the purpose of ensuring that they deal with such crises effectively and that lives are lost. Not only have they pushed for increased funding but also for better infrastructure, especially for the construction of houses that can fairly withstand such tropical storms and hurricanes (Pfeiffer, Johnson and Gimbel-Sherr, 2008).

The civil society has also been involved in lobbying the US Congress to pass appropriate laws to govern public expenditure on public health emergencies such as the oil spill in the Gulf of Mexico that threatened many livelihoods. It is important to note that in the developing world, the focus has long shifted from the provision of basic health care services and infrastructure to improving and enabling them to address the changing needs of the population. For instance, as

the population ages, pressure is put on governments to ensure that they provide more public health services aimed at meeting the needs of the elderly (World Health Organization, 2015).

In countries such as Japan and Norway that are among the countries of the world with the largest proportion of people who are aged 65 years and above; subsequently, the proportion of the income spent on public health issues for the elderly has increased significantly. The elderly are prone to infections partly because of their reduced immunity, and unless preventive measures are taken to protect them, they may suffer from many public health-related illnesses. Therefore, campaigning and pushing for increased public health expenditure for the aged has been one of the major roles of the civil society (Pfeiffer, Johnson and Gimbel-Sherr, 2008).

Prüss-Üstün et al. (2008) disclose that, indeed, one of the main reasons why provision of public health services in the developed world has been highly efficient and effective in achieving the intended goals is that these pressure groups have been extremely successful in playing their roles. They have helped to keep both the government and even the private providers committed to the provision of appropriate public health services. The democratic space provided in the developed world, as a result of entrenched democratic principles, has made it possible for lobby groups and pressure groups to achieve immense success when compared to their counterparts in the developing world.

#### **2.4.2 The Role of NGOs**

Unlike the lobby groups that have been mainly concerned with pushing or lobbying for more action and increased funding for public health initiatives, various NGOs have indeed been supporting efforts by governments in the developed and developing worlds to improve public health care. However, in the developed world, the role of NGOs pertaining to the provision of public health services has greatly reduced mainly because governments themselves have been able to do the work in a more effective manner. This is primarily because the government can easily be made to remain accountable to the people and the public unlike private providers whose capacity to effectively and efficiently provide public health services has almost always been dubious. Nevertheless, the NGOs play a significant role in maintaining public interest, safeguarding the communities' interests against any kind of violation or exploitation in areas



such as human rights and environment, etc. (Pfeiffer, Johnson and Gimbel-Sherr, 2008; Castillo-Salgado, 2010; and (Utuk, 2014).

In the developing world, pressure groups and NGOs have also played an important role in the sphere of public health. Given these points, a distinction can be made between those groups that work alongside the governments to provide public health services and those that work to lobby both the public and private sectors to do more in terms of the provision of public health services. Starting with the former, it is worth noting that the developing world is in dire need of public health services. Among these needs, the most crucial ones belong to Africa. Africa is particularly a hotspot for public health ailments because of poverty, disease, conflict, poor governance, corruption, and an acute lack of education for a large section of the population. In fact, there is no other place in the world where global public challenges are more acute (Castells, 2008).

The most compelling evidence, as exemplified by Castillo-Salgado (2010), are present in sub-Saharan Africa, which is distinctly the area that is hardest hit by these public health challenges. Although this part of the world has only about 13% of the total population of the world, the burden of diseases that it carries is estimated to be at least 24%. Hence, sub-Saharan Africa remains, and is bound to remain, the one place in the world where the most enduring preoccupation and target pertaining to public health interventions can be expected. In fact, Parker (2009) affirms that this explains why pressure groups are extremely important. The leading pressure groups have been from the civil society where different groups have been engaged in specifically lobbying for the governments to take more initiative in order to address the dire public health situation in the concerned countries.

Unlike the developed world where the focus is on the improvement of existing public health services, the focus in the developing world in general and sub-Saharan Africa in particular is on providing the very basic public health needs, which includes infrastructure. Thus, it is the responsibility of the civil society to ensure that governments are pushed and pressurised. In the developing world, a major challenge has been the availability of limited funding. Therefore, it can be assumed that without pressure from the civil society and other lobby groups, these allocations could have been much lower (Chen, 2009).

Although the lobby groups have not been very successful when considered generally, there are specific countries where they have managed to bring about significant changes in public health care services. For instance, a country like Kenya, where a fairly established democracy functions, has seen a significant increase in budgetary allocations for public health over the years. The reason is that the democracy that prevails in the country has made it possible for such pressure groups to operate legally and without any threats from the government (Councils and Prout, 2014).

On the negative side, in other countries in Africa such as Uganda and the Democratic Republic of Congo, both of which have known nothing about democracy, the state of public health services is extremely dire (Potrafke, 2010). Pressure groups in these nations are either hardly heard of or they are non-existent. Further, those pressure groups that exist are forced to adhere to the official reasoning of the government that is in power; because such lobby groups do not have sufficient room to operate in such countries, they are unable to exert any pressure on these governments. The result, according to Castells (2008), is that whatever amount of resources the government decides to allocate to public health care, it cannot be challenged; this has led to the state of public healthcare services contributing to the further deterioration of public health as new threats emerge and funding remains the same or even declines.

In essence, the issue is that there is a key relationship between the nature of governance (democratic or otherwise) and the existence and effectiveness of pressure groups. In places where there is no democracy and the government in power is autocratic, pressure groups might not exist at all. If they do exist, they lack any significant influence of the kind that is necessary to push governments to act in accordance with the demands of the general public. However, where democracy exists, there are higher chances that the existing pressure groups will be able to successfully push governments to improve public health services.

There have been major initiatives, as pointed out by Castells (2008), in the democratic nations of the developing world, which have been implemented largely because of the pressure from such groups. For instance, pressure from these groups has forced the governments to increase the investment in specific public health ventures, for instance, campaigns that are aimed at eradicating or at least reducing ailments such as tuberculosis. Such pressure groups have also

compelled governments to permit other NGOs to come into these countries and engage in the concerted efforts to fight public health crises such as the HIV/AIDS pandemic and malaria. HIV/AIDS is especially an area of concern that has benefitted immensely from the existence and operation of various pressures groups, NGOs, and other support groups. Owing to the fact that this pandemic has been a major cause of many deaths and related public health challenges such as poverty and illiteracy, pressure groups have been able to push for greater reforms, including those of the private sector, in an effort to minimise the negative effects brought about by the pandemic.

Expressively, Chen (2009) realises that the NGOs working alongside the government have been quite instrumental in the provision of public health services. Both local and international NGOs have been working around the clock to make people's life better by helping in enhancing their access to important public health services. In sub-Saharan Africa, for instance, NGOs and other international organizations such as Save the Children, United Nations International Children's Emergency Fund (UNICEF), Oxford Committee for Famine Relief (Oxfam), and Joint United Nations Programme on HIV/AIDS (UNAIDS) have been at the forefront in helping people escape poverty, attend school, and get food, so that they can mitigate the effects of extreme poverty. The Global Fund to Fight Aids, TB, and Malaria has also been quite effective in Africa; this is largely due to the awareness that the pressure groups and NGOs have been making possible (Doyle and Patel, 2008).

### **2.4.3 Religious Organisations**

Religious organisations have also played an extremely important role in the fight against malaria, tuberculosis, and HIV/AIDS. These organisations, by virtue of the fact that they have a lot of following particularly at the grassroots level in the developing world, have been especially helpful in increasing the awareness of the public about various public health issues. First, among the noteworthy specific contribution made by religious organisations includes lobbying the governments to increase their funding pertaining to specific public health ventures and being used as agents of the government at the grassroots level when implementing some of the public health programs.

Second, by the same token, religious institutions have also served as centres where emergency relief efforts have been coordinated, including hosting the displaced people, acting as educational centres, and serving as centres where specific public health interventions are carried out. Third, these religious organisations have especially been helpful in helping reduce stigma associated with HIV/AIDS and enlightening people about how the disease is contracted and transmitted. Fourth, uniquely, it has been largely through the efforts made by the religious institutions that the government has been able to distribute mosquito nets to be used for the prevention of malaria. Last, with regard to TB, identically, religious organisations have been instrumental in informing people about any planned vaccination campaigns in various countries (Hotez, 2008; Meessen, Soucat and Sekabaraga, 2011; Karim, Churchyard and Lawn, 2009).

At the same time, religious institutions have also been a major hindrance, in some cases, to the efforts that have been made to address some of the major public health challenges both in the developed and developing world. On the negative side, they have been opposing some of the interventions that are being carried out or planned by the government or other agencies that are involved in public health work, where the use of condoms in the prevention of sexually transmitted diseases has been opposed by many (churches). This is because many (churches) advocate for purity in the form of abstinence among unmarried people. This means that while governments have been fighting hard to encourage people to use condoms, some religious institutions have been campaigning against such an approach (Reynolds et al., 2008) and (Parker, 2009).

Furthermore, Potts, Halperin and Walsh (2008) argue that it has been determined that the use of contraceptives can go a long way in helping reduce maternal deaths because some deaths are associated with mothers not having enough time to rest between births, which is different from the standpoint of the World Health Organization (2010c) that is of the view that the use of contraception could help in planning births. In fact, as reiterated by Meessen, Soucat and Sekabaraga, (2011), some religious organisations, notably the Catholic Church both in the developed and developing worlds, have been vehemently opposing the use of contraceptives. For the Church, the use of contraceptives is sinful and is therefore unjustified. This has resulted in the continuation of the deaths of many mothers , significantly in the developing world,

because they conceive too many children within very short period of time to be able to give birth successfully without assistance.

#### **2.4.4 The First Responsible Party**

As has been noted previously, the governments around the globe undertake and control all affairs of the governmental entities, where the political system plays a major role in this arena, in which cases both the successes or failures are attributed to their governing style.

In view of the above, they are sought to approach this aspect by adopting a comprehensive strategic direction, and are fully responsible for adopting serious measures in order to embark on administrative reform where improving the governmental organisations' performance forms a critical part. Whereas, the provision of welfare for the people is the main target of the governmental entities, the governments, consisting of ministers (secretaries), pastors, and officials, are reliable against people, responsible for achieving the best service, and overcoming any obstacles that are acting as hindering factors in the way of achieving the governments' organisational goals. In the same manner, such activities have been debated for a long time in theory; but only, approximately, in the last few years or two decades, have they been implemented. Thus, they have become an agenda of many governments such as UK, US, and other developed and developing countries, either rich or poor.

With this intention, a number of conferences, forums, and literatures have been frequently and elaborately discussing the administrative and governmental entities' reforms, despite the fact that some entities avoid using the term "reform", and use "develop" instead, arguing that the former might indicate bad impressions such as corruption. Regardless of the 'term' used, the reform of the governmental performance has become an unavoidable issue. Furthermore, in some contexts, the reform forms a part of the religious belief, ideology, and culture. (Al-Othman, 2003; Walker and Boyne, 2006; Jawad, 2011; Albuhairy, 2011; Hakimi, Safari and Jadidi, 2015).

## **2.5 Impact of Policies, Rules, and Regulations on the Public Sector Health Services**

Coupled with the external factors that are discussed above, the following inner aspects play an important role in the health service that is provided by the governments, though most of them are derived from those through a real association.

### **2.5.1 Legislations**

The presence of various laws and regulations has had different impacts, either positive or negative, on the efficiency and effectiveness with which public health services can be delivered to the general public both in the developed and developing world. In some cases, the delivery of public health services is entirely impeded; this has had the effect of totally hindering the provision of certain essential public health services (Kim et al., 2009).

Ironically, the impact of legal issues on the delivery of public health services is more likely to be experienced in the developed world than in the developing world; in essence, that means that laws, regulations, and policies of different kinds are more likely to affect the delivery of public health services, positively and/or negatively, in the developed nations than in the developing nations (Potrafke, 2010). This is mainly, but not entirely, because of the fact that the developed nations have better legal protections with regard to many issues compared to the protections available to the people in developing nations.

Essentially, people and practices in the developed world are governed by strict legal regulations or policies; this is an additional key point added by Lundberg, Yngwe and Fritzell, (2008), who emphasise that these laws and regulations are also firmly and uncompromisingly enforced, which is different from the developing world where there are not as many laws. Otherwise, they clarify, the existing laws are not enforced effectively; when any law has an impact on the manner in which public health services are delivered or can be provided to the people, then this impact is at the very least more pronounced in the developed nations than in the developing nations. This is an issue that needs to be taken into consideration at all times when planning for any reforms pertaining to the public health services in the developed and developing world.

## 2.5.2 Policies, Rules and Regulations in Developed and Developing Countries

Likewise, one of the major obstacles that is interrelated to public health services brought about by laws and regulations is with regard to the freedom of speech. Virtually all developed nations have thoroughly elaborated and clear provisions regarding freedom of speech and/or expression, as demonstrated by Rosenbaum (2011), when exemplifying the US where the freedom of speech is a constitutional provision that is provided for in the First Amendment of the US Constitution. Furthermore, Potrafke (2010) explains that laws restricting speech have been a major hindrance to certain public health initiatives, including issues that seek to protect or promote the health of children. The general tendency has been for the law on free speech to compete against the existing initiatives to enhance the public health services.

With this fact in mind, it has been extremely difficult to enforce prohibitions on the tobacco advertisements that target the youth or are located near institutions where children can be found (World Health Organization, 2010a). Although it is in the interest of public health to protect children from such advertisements of tobacco products – advertisements that may encourage children to engage in the use of tobacco – the free speech laws have tended to be given priority over the need to protect these children. Proponents of the free speech laws argue that while it could be necessary to safeguard children from smoking, banning advertisements from areas where children are found undermines the freedom of speech that every person, including those who are advertising, enjoys under the First Amendment (Potrafke, 2010).

Under such circumstances, Wakefield et al. (2008) reveal the conflicts, as many regulations banning the placement of tobacco signs and billboards within a thousand feet from schools and all other areas where children are found have been struck down by the US Supreme Court. This decision has been based on the grounds that such a prohibition, while it may help protect children, actually goes ahead and also hinders the access to the same advertisements by adults. According to the courts in the US (under what is known as the *Central Hudson test*<sup>2</sup>), it is important to first determine whether or not the advertisement promotes an illegal activity or if

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<sup>2</sup> This is based on the Supreme Court's case – *Central Hudson Gas & Electric Corp. vs. Public Service Commission*.

it is misleading or false. In the event that it is false or inherently misleading, it cannot be protected under the First Amendment.

Then again, Potrafke (2010) blames that in case it is neither misleading nor false, then it is subject to the protection guaranteed by the First Amendment, while adding that this protection is, however, dependent on the ability of the government to prohibit the advertising from meeting very stringent requirements (high standards). The government needs to have a substantial interest that it seeks to achieve through the prohibition. Furthermore, Wakefield et al. (2008) together with Kim et al. (2009) argue that it must be proven that the prohibition or restriction of advertising indeed advances this interest both materially and directly. Finally, the prohibition ought not to cause more restriction of speech than is necessary to advance the interest that is being sought. In this case, it is not necessary to prohibit the advertisement more than is necessary to actually protect children from the advertisement. It implies that if the prohibition affects adults as well as children, then the prohibition could be deemed illegal as indeed ruled by the Supreme Court from time to time.

As a matter of conflict of interest, this argument might be valid from the point of view of the First Amendment. Banning such tobacco advertisements from being located within a thousand feet from schools leads to prevent adults from being able to see the advertisement as well; in reality, this undermines their rights to speech as guaranteed by the First Amendment. On the other hand, it undermines public health, as smoking of tobacco actually affects not just children but adults as well.

As an illustration, the First Amendment, especially with regard to freedom of speech, has been a major impediment to the government-led initiatives that aim to reduce public health challenges caused by or associated with the use of tobacco especially among children. Other than such restrictions on tobacco signs and other forms of tobacco advertising close to schools and other such areas with children, there has generally been a contest between the opponents and proponents of such prohibitions. Opponents contend that any form of prohibition on any kind of product for the purpose of safeguarding public health undermines people's rights that are provided for under the First Amendment such as the right to free speech and freedom of expression (right to associate) (Plüddemann, Myers and Parry, 2008).



In view of the above facts, though the ban on smoking in certain areas has been a common practice among the countries in the developing world, the proponents insist that such bans help protect people from various public health issues such as the risk of cancer, while the opponents resist such restrictions considering that it violates their right, including their right to consume whatever they desire given that it is legal (Plüddemann, Myers and Parry, 2008).

For this reason, Nandi et al. (2008) point out that unlike the developing world, the developed world has more people opposing such restrictions on smoking advertisements and other kinds of advertisements that might increase risks of infections, as they strive to secure the fundamental rights that are deeply enshrined in law and violations of which can be quite costly to the violator.

With this in mind, Plüddemann, Myers and Parry (2008) clarify that in the developing world, however, it is only in very limited circumstances that individuals or even corporate entities can oppose governmental policies especially on the grounds that these policies violate various human rights. It is not that human rights are always open to violation in the developing world, it is just that the level of democratic development in the developing world is so low that people can hardly claim their rights from the state (in the event that they are aware of these rights in the first place). In case they are aware, they hardly get a countermand the policy of the government because the governments almost always have the final say, even in the face of the law.

### **2.5.3 The Role of Jurisdictional System**

Similarly, as a result of the absence of real democracy, the judicial system is most of the time constituted in such a way that it serves the interests of the state (government) and not the interests of the general public (Wakefield et al., 2008). To put it another way, basically, there is little or no separation of powers between the various organs of the government – the executive, judiciary, and the legislature; for this reason, the legislature on most occasions gets what it needs and in the event of a legal challenge, the odds are still tilted in favour of the government (Ozgediz and Riviello, 2008). While this does not augur well for the rule of law, democracy, and human rights; it has served to help promote public health in the developing world. This is because governments have had a lot of leeway and freedom to come up with the

laws, regulations, and policies, thereby limiting or restricting practices that are deemed to exacerbate, encourage, or lead to the violation of public health programmes.

For instance, several African governments have made vaccinations against certain diseases such as TB mandatory for all children under the age of five. Although every parent has the right to decide the kind of treatment their child receives, this policy of government has been implemented successfully because no parent can legally and successfully challenge it. Accordingly, the fight against TB has achieved significant success in countries such as Kenya and Nigeria (Ozgediz and Riviello, 2008).

Similarly, with respect to the partial democracy, Nweke and Sanders (2009) clarify that in countries located in the Rift Valley of East Africa, governments have been constantly evacuating people and directing others not to build or settle in areas that are near known to display volcanic activities such as faulting, volcanic eruptions, or mud slides. Others have been ordered to leave areas where there are hot springs and geysers. Therefore, laws, regulations, and policies, especially the ones that are acceptable among governments and people, have served a very important role in preventing public health disasters.

## **2.6 Policies, Rules, and Regulations at the International Level**

As a matter of fact, the international laws and regulations have had a significant impact on the public health sectors as well; indeed, they play an even more important role in the facilitation of such services. Among different nations and at different periods, various international treaties, protocols, and conventions have been used to advance and increase the use of public health services (Room and Reuter, 2012). These laws have been utilised as the highest standards on which the public health services of individual countries have been based on. Notable international laws that have been especially beneficial in the enhancement of the quality, efficiency, and effectiveness of public health service that was delivered include the Kyoto Protocol on climate change, the nuclear non-proliferation treaty, the international human rights law, and international humanitarian law (Fidler and Gostin, 2008).

However, such influencing parties, the UN for instance, do not have rules as such which govern the governmental entities. However, it has reliable policies that it believes the public sector

organisations should abide by in order to ensure convenience. One of these policies is on ethics; the UN is of the belief that the governmental entities should always act in an ethical manner. Being a sector that has been formed to serve the public, it should do so in the most diligent manner possible. It should not exercise any form of bias irrespective of the situation. In addition, the individuals employed in the governmental entities should always act in an ethical manner. Being professionals, they are guided by a code of professional conduct. Hence, the UN advocates that these individuals should always follow these codes to the letter (UN, 2003).

### **2.6.1 Human Rights**

Starting with the international human rights law and international humanitarian law, both of which are applied in times or contexts of war, it has been possible for these laws to ensure that human rights are adhered to even in the context of war. In essence, international human rights law endeavours to ensure that all people and nations adhere to and respect the rule of law as it pertains to respecting various human rights, which includes the right to life. In fact, the right to life suffices to illustrate the important role that is played by international legal instruments, regulations, policies, and laws (Sharma, Teret and Brownell, 2010).

Similarly, Keating (2004) emphasises that with regard to the process of employment, senior officials should be selected by the president or the commission that is in charge of the public service. Additionally, the recruitment and selection of the other members of the governmental entities should be through proper procedures, and these individuals should only gain their positions through merit. Such practices ensure that only the most qualified personnel are introduced into the organisation.

International human rights law ensures that people's rights are granted and minimises instances and cases where human rights are violated. Moreover, Room and Reuter, (2012) add that with an increase in adherence to and non-violation of people's human rights, there have been fewer incidences of public health problems that have been reported; for instance, by providing basic health care to all, the risk of a public health pandemic is minimised. Many public health problems have been avoided by ensuring that all people are protected from all forms of diseases and other disasters that might harm or injure them or even cause their death – by granting

people the right to life. In fact, ensuring that people enjoy the right to life is one of the most far-reaching, universal, and effective way of preventing major public health crises.

While focusing on emergencies and critical situations, Turnock (2011) reiterates that the international humanitarian law has principally been useful in the facilitation of public health services during emergencies and in the context of war. In of waiting for the laws to be implemented, it has been possible for those who have been injured during conflicts to be treated humanely and accorded the right care not just by humanitarian agencies but also by the combatants involved in the war. This essentially denotes that the international humanitarian law has made it possible for human rights to still be adhered to within the context of war. This is achieved by guaranteeing humane treatment of all those who are taking part in war. It has also been achieved by assisting in matters pertaining to the facilitation of the wounded people's access to public health services. Without such a law, it would be impossible, or extremely difficult, for those who are fighting in various battles to be provided with the very essential humanitarian assistance that they might need.

Similarly, Gulliford and Morgan (2013) add that countless times, international humanitarian law has been used as the basis for establishing ceasefires between two or more antagonists engaged in conflict. This has in turn helped make it possible for humanitarian agencies and aid workers to provide food, water, drugs, and other humanitarian needs to not only the wounded but also those who are trapped in conflict zones. Without such humanitarian assistance, which is made possible through international humanitarian law, conflict situations would quickly become the source of public health pandemics such as poor sanitation, hunger, disease, and extreme poverty.

### **2.6.2 Kyoto Protocol**

The Kyoto Protocol, by all means, has been quite important in facilitating public health services mainly because of its ability to set standards in the sphere of environmental pollution. Through the Kyoto protocol, it is possible for more people to have access to safer and cleaner environments to live and work in. This is because the Kyoto Protocols seeks to ensure that all nations that ratify it adhere to certain set standards in terms of the amount of carbon emissions and other pollutants that they may release into the atmosphere (Haines et al., 2009).

As long as various public health issues remain to be caused by poor or low standards of environmental cleanliness, the Kyoto protocol will indeed inspire nations to generally ensure that their people are safe from the worst forms of environmental pollution. This has in turn led to significant reductions in problems such as TB that is caused in part by the inhalation of polluted air. Cleaner cities and villages have also helped ensure that there is a decrease in the number of people falling sick and that drinking water and breathing air is generally safer for human consumption. This has helped to reduce the population's exposure to ailments (Brown et al., 2014).

## **2.7 Shifting the Paradigm – Culture or Politics**

### **2.7.1 The Essence of Research**

Among all the impacting factors and elements pertaining to the performance of governmental health services that have been discussed above, this topic examines elaborately, exclusively, and specifically, the debate around the **effecting role** of both concepts, cultural and political systems on the governmental entities' performance and to what extent both factors connect and interact in impacting the public health sector performance.

It is worth mentioning, from the outset, that it is not within the remit of this topic to analyse the characteristics and validity of both political and cultural theories, either right or wrong, instead, it examines the extent to which the culture and political system being practiced in a specific context influences the public sector performance.

For this reason, it must be remembered that it is neither for the purpose of drawing a comparison between the different characteristics of cultural and political insights that are being elaborated on here, nor for the purpose of discussing whether it is right or wrong; but to merely explore the current realities of the society that public health services that are provided from within. This is done in order to extract improvable workable solutions with respect to the outcomes of the governmental entities' performances. West (2005) assumes that there is a need to arrive at a compromise between the neutral administration demands and the politically aligned requirements as the "politics and administration are interviewed". Equally important to reiterate that according to this fact, the success in one culture does lead to the same in other

cultures. For further clarity on these concepts, refer to topic 3.4 – *Reasons for Choosing Bahrain Context* of Chapter Three and the *Research Problem Statement* of Chapter Four.

### **2.7.2 Role of Culture**

First of all, at the outset of any study, it is necessary to define the meaning of the terms of the topic that is being explored. Culture as a term has been problematic since ages and has a wide range of definitions; according to Cyrus (2015), despite the fact that the term culture has become universal among the economic literature, yet, an agreement on a clear definition on it has not been reached, which illustrates that structures of organisations as well as societies and economies consist of rules, laws, constitution, norms of behaviour, conventions, beliefs, customs, attitudes, values, self-imposed codes of conduct, and enforcement characteristics, which have been developed by humans over ages, and, it hardly changes. As a practical evidence, Hossain (2012) exemplifies that the Hindu and the Muslim Bengali communities insisted to keep their own identities separated from each other with respect to religion, culture, tradition, and outlook; they were reluctant to simply dispose these aspects to a nationalism that restrains the fundamental contributions of Indian Muslims to the Indian culture, society, and polity.

Distinctively, Alcorta (2011) adds that through synagogues, religious teachings align large groups of people together by carrying out specific practices such as health programs.

Furthermore, in their study that focuses on the assumptions and beliefs that are related to external adaptation such as organisational mission, identity, direction, and consumer orientation, Ko, Murphy and Bindman (2015) opt to identify the term culture as a pattern of shared basic assumptions that design the truthful way to perceive, think, and feel, while insisting that the culture is too rigid to change even among several areas of the same country, such as the US; although they have a common mission, among a limited number of respective entities such as health service providers, they experience conflicts over autonomy, institutional prejudices, and trust, which illustrate acute hindering obstacles that stem from inherent cultural differences.

Significantly, they differentiate between the culture and the known regulation and policy in terms of the emerging barriers. This is in contrast with the ideas forwarded by Cyrus (2015), who considers the law to be a part of culture, which implies that the party is responsible for making the laws and legislations, where parliaments are to play their role in view of the cultural elements. Granted that, as yet, there are two distinctive understandings or views of culture, law, and regulations, amidst a single or similar context (western).

At this point, the former US President Barack Obama, in his speech in Cairo, declared that US' freedom is inseparable from the freedom to pursue one's religious practice. In the section on religious freedom he asserted that people based on the persuasion of their mind, heart, and soul should be free to choose and practice their faith. He approvingly cited the ways in which religious freedom is beneficial for a society – respect for others, tolerance for diversity, interfaith dialogue, and interreligious deal such as fighting against malaria in Africa or relief for people affected by natural disasters. (Patterson, 2011).

Given these points, and in light of the very recent study discussing the 'ideology of political parties, Dommett (2016) expressively argues that the term ideology can be defined as systematic ideas built from perceptions that are synthesised from contradictory values that shapes attitudes, provides ideology, and henceforth leads to the formation of the party with a distinctive contestable outlook. This in turn, can shape the party behaviour and inspire the objectives and policies, through which they are reflected on and communicated to the external audience. When it comes to the role of ideology, Hossain (2012) quotes that the political parties played a significant role in developing the political structure in Bangladesh, and therefore, lead to the formation of a stable political system, where stability has been achieved through the efforts of a number of political parties and their ideological standpoints.

Where Dawes, Gharawi and Burke (2012) through their research titled, *Transnational public sector knowledge networks: Knowledge and information sharing in a multi-dimensional context*, clarify that the previous research works reveal that while the national context roughly corresponds to the cultures and political systems, the differences in culture cause difficulties in communicating knowledge and activities that are influenced by national characteristics such as norms and beliefs, language, political interests, and existing laws and policies.

In the long run, Abo Alkasimi (2008), in his broad exploration titled *Nadariiat Al Thakafa – Culture Theory* summarised the main components of the culture as follows: material life, language, social interactions, religion, education and values. To be precise, it is J. Paul Pennington's primary view of culture components, 2000. Even so, he explained then, Rey Lubeck's first model of culture classification that consists of seventeen components, considering 'cosmic vision' as the sphere's pivotal component among the others, which connotes that they are motivated by it.

Significantly, Lubeck has later reclassified his model by including all components, providing a more holistic and illustrative model with three level or layers instead of two, with two-dimensional concepts namely – moral and physical (material awarded), in order to differentiate between the two types of human needs and desires. Expressively, he placed the cosmic vision at the centre of the sphere, while repositioning the values and beliefs in the second level, and finally, the remaining components at the external third level, that is to say the cosmic vision forms the centre of the culture and acts as a control chamber of the culture components (Ibid).

### **2.7.3 Cosmic Vision as a Dominant Cultural Component**

To put it differently, having discussed the term 'culture' in general, and in line with the aim of this research that is targeting to improve governmental entities' performance in an Islamic Arab country, i.e. Bahrain; and coupled with the above exploration of culture, it is equally important to examine the culture in light of Islam through the Islamic scholars' explorations and literatures.

The Islamic scholars believe that the Islamic religion is the last God's choice, among the monotheistic religions such as Judaism, Islam, and Christianity, considered to be the all-powerful, all-knowing creator of the universe, worshiped as the only God (Jradi, 2015).

Additionally, in line with the ideas of Ko, Murphy and Bindman (2015) that have been previously explained, Zanjani, (2006) argues that, exclusively, each context has its own cultural characteristics that contribute in shaping its dynamics, which highlights that among those characters, insights, and objectives that stem from faith and political thought predominantly identify a society's organisations and individuals identity. In addition to this, they stress that



the human identity is developed and structured through beliefs, insights, and the way one lives, where the social life is derived from those insights, objectives, and beliefs.

In the first place, it is important to state that there is an agreement among all cultures on the significance of the term ‘cosmic vision’ that, according to Barghooth, (2015), provides answers to the following analogous questions that are related to such weighty issues – universe, Creator (GOD), cosmogony, existence, life, prophethood, the hereafter and final destiny, purpose of creating humans and other creatures, society, and how should people treat each other.

With this in mind, Abo Alkasimi (2008) demonstrates that since ancient ages many philosophers, scholars, and researchers worldwide have intensely and genuinely contributed in developing the cosmic view such as Galileo, Newton, and Pascal with regard to the formation of scientific cosmic visions, whereas Francis Bacon, Darwin, Locke, Rousseau, Freud, Hegel, and Marx have provided insight with respect to the formation of the Marxist culture and capitalism. Furthermore, the area of religion and science witnessed the contributions of, for instance, Episcopal church, Zoroaster, Plato, Descartes, Heraclitus, Pythagoras, Buddha, Hinduism, and other religious or scientific elites.

Correspondingly, Crossley (2006) clarifies that the Christian Church’s task vision in the world is to undertake the determination of the Christian ethics’ structure, which prevents the possibility of constructing those ethics along the lines of philosophical ethics.

#### **2.7.4 Local Context Culture**

To the above end, and for coping with the research question and aim, it is important to realise another key point, that is, exploring the collective attributes of local culture of the targeted context, i.e. Bahrain, the Arabian Muslim country, which this study undertakes for discovering its public health services performance.

The Bahraini culture will be studied in the light of the culture components that have been agreed upon and adopted by the scholars of the distinctive philosophic schools that have been elaborated above. However, it must be remembered that it is neither for the purpose of comparison between the different characteristic of cultures that are mentioned above, nor to

discuss whether it is right or wrong; but to merely describe the cultural reality of the society that the public health services provided from within.

With attention to the consistency, Bhat (2015) indicates that in addition to integrity, the Islamic culture fulfils both needs, material and immaterial, of the human lives alike. In terms of economics, for instance, the distinctive nature of the Islamic economy is that it adopts a moderate approach, while aiming to solve man's economic problems. The structure of the Islamic economy comprises of a dual form of ownership, judicious economic freedom, and social justice. The various aspects of the system are integrated together; aside from this, the entire system is intimately related with the other aspects of Islam such as social, political, spiritual, and psychological aspects.

Likewise, when it comes to social justice and human rights, apart from the kind of belief or ethnicity, Montazeri (2015) quotes the directives prescribed by the Islamic Leader Imam, Ali Bin Abi Talib, in the charter pertaining to governance that was written to Malik who was the newly appointed Governor of Egypt, which quotes that "Kindness to peasants must be main principle for you and being friend with every one, don't be like a vicious animal that just think of eating and lacerating. They belong just into two groups they or either your religious brother or human being similar to you"; this is the doctrine of the religion (Armstrong, 2011).

Along similar lines, Hammada (2016) explains the Islamic culture's view with respect to the human existence, significance, and purpose, as a part of the cosmic vision, "God created man and subjected to him the universe at his proposal. Moreover, God provided man with all means and gave him a superior rank over all creation. Thus, it became clear that man is the purpose of creation and that he is the ultimate result and precious fruit. Hence, man has gained the honour to be the vicegerent on earth. The wisdom behind the creation of man is to worship Almighty God. Therefore, man has to recognize the features that God has honoured him with. Then, he has to truly know his Creator, because it is the most important issue in his life. However, many people have forgetfully denied this issue. They spread mischief on earth through their arrogance and disobedience, even if, the Holy book of Qur'an Verse that they are confirmed and accepted in hearts and minds beyond any doubt for anyone who has a heart or gives ear while he is heedful".

In addition, Al-Zinki (2005) expresses faith in the Islamic rules that formalise a Divine Imperative Doctrine that are constantly valid and non-voidable, which aim to fulfil the needs and cover the entire areas of the Muslim nation (Ummah) lives, which they must keep adhering to. Because this Divine Doctrine is derived from the holy book of Qura'an and prophetic medians, in which it is the Divine Revelation that fully guarantees and maintains mankind's interests without any bias or negative deviation that might emerge when they themselves attempt to develop an unanimous utopian system, owing to the malfunctional nature of humanity or wrong or unsuccessful actions. The following verse is one example among many, which is explicitly expressive of the Islamic religion – as a cultural belief component – that says, "... And whoever desires a religion other than Islam, it shall not be accepted from him; and in the hereafter, he shall be one of the losers" (Holy Qura'an, 3:85). Additionally, Allah says in His Book, the Holy Qura'an, that "And whoever seeks a religion other than Islam, it shall not be accepted from him, and in the hereafter, he shall be one of the losers". In the same way, connecting to the verses quoted earlier, Ibn Kathir (2016) explains "Do they seek other than the religion of Allah, while to Him submitted all creatures in the heavens and the earth, willingly or unwillingly. And to Him shall they all be returned. Say – 'We believe in Allah and in what has been sent down to us, and what was sent down to Ibrahim, Isma'il, Ishaq, Ya'qub and Al-Asbat, and what was given to Musa, `Isa and the Prophets from their Lord. We make no distinction between one another among them [all prophets] and to Him (Allah) we have submitted.'"

### **2.7.5 Political System**

To begin with the terms that are most relevant, Heywood (2015) states that the study of politics encompasses three subdivisions – political science, political theory, and political philosophy, where these terms are often used interchangeably. Explaining that, the term 'science' utilises observation, experimentation, and measurement to acquire knowledge. So, science of politics that studies observable and measurable behaviour of human beings, could adopt the natural sciences methodology in gaining knowledge. The political theory that can be identified as a distinctive approach to a subject, though it is seen a subfield of political science, involves an analytical study of the concepts. Based on the major thinkers such as Marx and Plato, political

theory concerns itself with ethical and normative questions, for instance, how is the impact of transnational migrations on social, cultural, political, and economic dimensions of a society?

Until now, in the centre of this question's implications; while Giuntella, Nicodemo and Silva, (2015) in their widely published study titled *The Effects of Immigration on NHS Waiting Times* concisely pointed out to the effects on the labour markets, housing market, and crime, as well as the finance, which were cited above, they elaborated on the effects of immigration on health services, where this research focused on as an example the governmental performance, empirically ending up to the negative impact on the waiting time as a major indicator of the patients' satisfaction, providing evidence that there was an increasing uncertainty in waiting periods, which interrupts the individuals comfort, which ranged to some health care areas.

All in all, clearly, the above study emphasised the role of politics, though most British politicians focus on the accidents and emergencies, the negative pressing impact made the Prime Minister, David Cameron, in 2014, take measures to reduce those impacts and invoke the EU leaders to review the immigration policy.

Turning back to Heywood's (2015) questions related to the political theory – why should I obey the state? How should rewards be distributed, and what should be the limits of individual liberty?' as well as the legitimacy, and relationships between governors and nation; however, versus this 'traditional approach', is an alternative one called 'formal political theory' that enhances models of procedural rules attempting to understand the individual behaviours such as voters, politicians, lobbyists, and bureaucrats. Besides, the search of wisdom and understanding, that is the general term 'political philosophy' in which it processes the empirical subjects in contrast to the normative political science that empirically and neutrally analyses political entities, such as governments in a decisive means. The politics that has been operative since Pythagoras era as on most important scientific disciplines became the core of philosophy in the age of Plato. Recently, the relation between what has been called 'governance', on one hand, and 'democracy', on the other, has won a place in scholarly agendas in political science and related fields. Nowadays, politics forays into discussions regarding many disciplines such as globalisation, global governance, implications of nationalism, utopianism, good governance, democratic governance, cosmopolitan democracy, etc.

As an illustration, Lee (2012), while including citing others' works, argues that the "International studies of New Public Management (NPM) reform have stressed the political nature of the reform, and how such reform has occurred in different contexts with different significance across political regimes. Although NPM reform of the non-profit sector has become a trend in the past three decades, its political impact and significance remain understudied, especially from a comparative perspective. NPM reform of the non-profit sector can be highly political to the extent that it affects the power relations with the state. Equally important, as the non-profit sector is widely regarded as part of the 'welfare mix', the significance of NPM reform of the non-profit sector is closely associated with the politics of welfare restructuring".

In the event that the present-day government is reluctant or does not value the importance of the services, it is likely to create bad laws that will hinder or limit the activities of the respective organisations that provide health services, either by denying facilities or limiting the ways by which funds are sourced out. The effects of these bad laws will leave the poor in highly endangered circumstances. A good government is capable of creating policies that ensure subsidised medical covers for their vulnerable population, but a bad one will always fail to do so. However, scholars stress upon the fact that the need to increase the political positive prepones the process of making policies of governmental entities. (Sleat, 2014; Larijani, 1998, Hupe and Edwards, 2012; Sager, 2016; Brookings, 2016; Horwitz, 2014; Panainte-Culeac, 2012).

### **2.7.6 Public Service: The Mutual Role of Both the State and People**

Having accessed the political field through the above preface – and with attention to the role of the governing party and practicing political system as the first party responsible for the governmental performance – the foremost element is exploring the role of the state with respect to the performance of the government organisations that are sought by people, in which the nature of mutual relationship exerts a crucial influence.

The apparent governing practice, the adoption of which is prompted by the UN, is democracy, which is, without delay, the most dominant acceptable governing system. Among a lot of debates and perceptions concerning the subject of democracy, the study of Christensen,

Himmelroos and Grönlund, (2016) expressively illustrates the features of democracy and relevant issues by exploring the works of many scholars which extend for years. They state that in such a decision-making system, the involvement of people in the decision-making process is a constructive complementary means. Indeed, providing them with tools and channels that are necessary to experience their participation and overcoming any hindrances is important, so as to enable them to make political decisions, provide input into decision making, or even know the details of decision-making processes.

However, their study reveals that unless there is an extraordinary phenomenon, an apparent reluctance among people to participate in political activities, seeing that such activities are not rewarding, contradicts the growing demands for democracy. Based on many studies, people avoid getting involved in prolonging political disputes and tend to restrict their participation to the minimal level. As it has been witnessed in some democracies, even in a few that are deep-rooted, it is not clear what kind of process people prefer. On the other hand, the representative democracies are relatively stringent with regard to offering opportunities for ordinary citizens to engage in deliberative practices, seeing that they are incapable of conceptualising complicated political matters, rather, in order to restrict their involvement in the process of electing their leaders in competitive free and fair elections. At the same time, an opposing attitude has been observed that ordinary citizens would practice their given role if they were given the choice. As a matter of fact, this has been observed with regard to political support, that is, the growth of negative attitudes toward political parties, politicians and democracy. (Maier, 2010).

In essence, according to Christensen, Himmelroos and Grönlund's (2016) study of scholars' research works, there are many factors influencing the engagement of ordinary citizens that influence discursive participation in representative democracy such as demographic experiences, cultural issues, like-mindedness, age, etc. However, their own study that was undertaken using well-structured questionnaires, in either case, concluded – "Overall, our results clearly indicate that ordinary citizens support discursive participation as a supplement to representative democracy after gaining first-hand experiences with deliberative practices".

Furthermore, Bengtsson and Christensen (2016) state that the "political theorists have called for more participatory forms of democracy and scholars as well as policymakers have pursued

an array of projects that engaged citizen in participatory and deliberative participation”. By the same token, Hupe and Edwards (2012) present the central question to answer: Given the structural and cultural developments affecting the current position of modern government, which strategies can be observed as aimed at bringing democratic control to a corresponding level? Analysing that, first, this can be done by characterising the broader structural and cultural context of modern governing in terms of some central concepts. Then, it is important to specify the problematic aspects in the relationship between democracy and governance, as the concept rhetorically captures modern governing. We do so while discussing the strategies pursued to enhance democratisation in varying ways. Finally, we adopt a conceptual framework for analysing governance in its multiple dimensions that may cast a different light on what seems to be problematic and what presents possibilities. We conclude to adopt the following: the relocation of power attracted attention, pointing to ways of governing beyond hierarchical steering, jointly addressed as governance; characterising the cultural developments in the transnational context; identifying and evolving a variety of action spots (de-centring), the relevance of a plurality of self-conscious actors (autonomisation), and a diversification of sense-giving activities (multi-sourced sense-making). A discourse pertaining to a “democratic deficit” could refer particularly to a legitimacy problem, but there is also an accountability problem. The first concerns itself with the relation between society and government; the latter is concerned with the relation between the government and performance. A government is normatively expected to bring about desired results on behalf of the people. On the input side, citizens and their political representatives have difficulty in finding each other. In the relationship between the society and the government, the legitimacy problem refers to the insufficient support obtained from citizens for public actions; there is representation but without a corresponding participation.

On the output side, outcome and throughput sides, a number of stakeholders have become involved, instead of just the central government. In the relationship between the government and its performance, the accountability problem refers to the lack of visibility of what public actors do and why they do it; power is exercised without corresponding representation.

Several strategies were explored, including that of a move towards associative democracy. It is possible to rethink democracy in terms of the conceptualisation of governance. On the

normative basis of the principles of the Rechtsstaat (legal state or state of justice) and democracy itself, it appears feasible to reflect on the consequences of the shift “from government to governance” (Hupe and Edwards, 2012).

### **2.7.7 Returning Back to the Context Targeted in View of the UN**

With attention to the aim of this research, and in light of the insights that have been elaborated above, the UNDP’s 2002 Arab Human Development Report, which was distributed around the world, adopts six main compulsory directives concerning the good governance approach (political system); these were addressed to the Muslim governors as an epistle by Imam Ali Ibn Abi Talib as a must. It states the following:

“He who has appointed himself an Imam (ruler) of the people must begin by teaching himself before teaching others. His teaching of others must be first by setting an example rather than with his words, for he who begins by teaching and educating himself is more noteworthy of respect than who teaches and educates others.

Your concern with developing the land should be greater than your concern for collecting taxes, for the latter can only be obtained by developing; whereas he who seeks revenue without development destroys the country and the people. Seek the company of the learned and the wise in search of solving the problems of your country and the righteousness of your people. No good can come out in keeping silent to the government or in speaking out of ignorance. The righteous are men of virtue, whose logic is straightforward, whose dress is unostentatious, whose path is modest, whose actions are many and who are undeterred by difficulties.

Choose the best among your people to administer justice among them. Choose someone who does not easily give up, who is unruffled by enmities, someone who will not persist in wrong doing, who will not hesitate to pursue right once he knows it, someone whose heart knows no greed, who will not be satisfied with a minimum of explanation without seeking the maximum of understanding, who will be the most steadfast when doubt is cast, who will be the least impatient in correcting the opponent, the most patient in pursuing the truth, the most stern in meting out judgment, someone who is unaffected by flattery and not swayed by temptation and these are but few”.



With this in mind, in addition to the definition of management, it is significant to note that “the science and the art of efficient and effective utilizing human resource and material through planning, organising, leading and controlling in a dynamic environment in order to achieve organisation or society aims based on current value system”. Likewise, Montazeri (2015) while quoting Ahmadi (2012), states that “Islamic management is the management that provides background for human being. In addition, it is based on Quran and tradition of Prophet Mohammad and Imams. Moreover, obeys sciences, technics and experience of human being in accomplishing the aim of a system in different dimensions”. In a like manner, he identifies the distinctive characters expected of managers and rulers, related to spiritual, scientific, physical, and operative capabilities that a person needs to have, in order to be admitted in to management, which are derived, once again, from the directives of Islam; for instance, statesmanship belongs to a man with two qualifications: self-restraint that helps him to refrain from sin that is forbidden by God and patience that helps him to avoid anger, be a wise executive, have patience and continence, and practice abstinence.

In addition, there are several broad lines stated by Imam Ali Ibn Abi Talib, targeting the governance of people and countries – subject matters on which scholars have been elaborating on. Here are other examples, in terms of appointing executives – guiding the governor to select wise men having continence, as their supervisors, emphasising that “if virtue governs to the society, the root of yours will not be extinct and your land will not be thirsty, among that all people achieve their dreams, and justice will be as water for your land... Assign piety on peasant, as he is architecture of the state, presidency is full of problems, for men who are cruel to people”. Being concerned with forbearance involves patience: “Patience is as a knife sharper than sword”. Prophet Mohammad stated that “after believing in God, good behaviour toward people is epigraph of wideness”. Additionally, in the Islamic ideological doctrine, management and responsibility are both trusteeships of high commitment – addressing his commander officer, Malik stated that “avoid being enticed by any proposals for employing your executors and managers, unless they are competent and trusteeship. Whoever undervalues commitment to government, and his responsibility and someone who breach his promise, his being and religion, he would be dishonourable in this world, and he will be more dishonourable in the hereafter”. While in the centre of avoiding ambitiousness with regard to administrative

positions, during Imam Ali's governance time, he refrained from assigning government position to greedy and ambitious men.

In terms of capability, wisdom, science, and experience, Imam Ali explains the consequences of inattention to science and profession in management selection by stating that a nation must not assign a man in a managerial position when there is someone wiser than him, as they would be gradually degenerated, aiming at learning from their mistakes. Accordingly, they would choose the most competent man for governing. Again, Imam Ali advised Malik Ashtar to choose agents of experience and gravity, adding that as experience is the most important qualification and principle that must be considered while selecting competent executors and managers, where doing this provides him with the ability to perform his duties and accomplish his responsibilities. On the other hand, experience is a source of knowledge and wisdom, and it is indicative of his cognizance of the related issues. In practice, Imam Ali refused to appoint one of the fellows of the prophet, who had asked him to do so, due to the lack of the capability required, saying that governance is divine custody; it requires capabilities that he lacked; so, it was the reason of regret and disgrace in the Judgment day.

When it comes to good reputation, intelligence, and insights – Imam Ali reminds the necessity of trusteeship, honesty in the selection of executors while stating that the importance of seriousness in assigning the ministers, not to be partners in a crime of a previous commander, before your presidency, which means that they were partners in crimes of the previous commanders, so they cannot be confidant. So, one should be serious about assigning men with good reputation. Additionally, He said “a sage man is whom that he is listening, thinking, and watching carefully and use lessons” explaining that the states survive when there is awareness of people in maintaining of affairs (...). There can be no manager without insight, patience, and capability of the cognisance of God.

As can be seen, the above facts present some key parallels between modern management, good governance, and Islamic insights. It is a key part of Islamic culture and thought, i.e. it provides a greater understanding of the vital ideology, ethics, morality, justice, and responsibility to the stakeholders at the micro and macro level organisations in the world, in general, and in the Muslim part of the world, in particular. This will, in turn, foster convergence in the world

instead of polarisation that the world is currently headed towards. (Ibid; UNDP - Farjani, 2002; Mahnaz, 2014; Nejad, 2015; Shahriari and Farahnak, 2015; Azmi and Hamzah, 2015; Khademi, 2015; Mahdavi and Hakakan, 2015; Al-Islam.org, 2017).

To clarify, the above key examples reflect characteristics of the Islamic practice pertaining to good governance and leadership, as a part of the Islamic culture.

Likewise, Al Buraey (2014) with respect to the good governance approach and leadership that has been previously mentioned, the following Islamic elements according to the Holy Qur'an verses are for choosing excellent leaders and making appointments of public officials, only on the basis of merit and nothing else, where the Islamic perspective of "merit" is one that is based on the rule of law, submission to Allah, empathetic justice, trust, integrity, and promise keeping.

1. Excellent Islamic leaders submit to Allah and govern by His edicts – powers of governance are prudently disciplined, checked, and the rule of law is ensured through supremacy of God's (Allah's) direction, "And whosoever does not govern by that which Allah has revealed, such are the wrongdoers" (Quran 5:45).
2. Excellent Islamic leaders are empathetic, forgiving, and use a Shura [consultation] form of decision-making; the Quran states: "And by the Mercy of Allah, you dealt with them gently. And had you been severe and harsh-hearted, they would have broken away from about you; so, pass over (their faults), and ask (Allah's) Forgiveness for them; and consult them in the affairs. Then when you have taken a decision, put your trust in Allah, certainly, Allah loves those who put their trust in Him".
3. Excellent Islamic leaders are truthful, just, and avoid bribery. "And do not devour your wealth among yourselves through falsehood, and offer it not as a bribe to the authorities that you may knowingly devour a part of the wealth of other people with injustice."(2:189).
4. Excellent Islamic leaders keep their word and deal firmly with those who break theirs. "If you fear treachery from any people, throw back (their covenant) to them (so as to be) on equal terms (that there will be no more covenant between you and them). Certainly, Allah likes not the treacherous." (8:58).

Accountability for Islamic leaders goes beyond the confines of this life; they will also be accountable to Allah in the afterlife.

“Verily, Allah commands you to make over the trusts to those entitled to them. And, that when you judge between them, you judge with justice.” (4:58).

Coupled with the above, the UN’ 2015 World Public Sector Report, (Responsive and Accountable Public Governance, 2015) states the several features that are fully consistent with the above Islamic perspectives. The report argues that the concepts of governance emphasise upon the participation and interest of the public. Moreover, strong responsiveness, equity, transparency, and accountability of public officials remain at the centre of public management, whereas public administration has a central position in the practice of public management and good governance. This is revealed through leadership behaviour that is effective, efficient, economic, transparent, accountable, equitable, and responsive to the needs of the public, where surely “people the world over expect their governments to be honest, accountable and responsive to their needs. We are calling for a fundamental shift – to recognize peace and good governance as core elements of well-being, not optional extras” (Piccone, 2016).

Additionally, the implementation of United Nations Millennium Development Goals (MDGs) that embodied global and national development priorities for the period from 2000 to 2015 includes emphasis on responsive public leadership, inclusive growth, decent employment, social protection, and the need to allocate more resources to ensure universal access to the essential services. Moreover, governance responsiveness and accountability will be central factors for reaching the sustainable development outcomes. According to the report, the emphasis on the importance of peace, good governance, the rule of law, and human rights seems higher in the UN Committee of Experts on Public Administration (CEPA) discussions on the Sustainable Development Goals (SDGs) than it was in the discourse on MDGs. The report affirms that with a movement towards development that is rights-based and governance that is democratic and participatory, governance responsiveness and accountability will function as the central factors in implementing the new development outcomes.

Furthermore, public administration scholars observe that public trust is essential for maintaining the legitimacy and stability of political systems; they also pointed out its economic

and social benefits. Trust in the government encourages cooperation and compliance with laws and regulations, which are essential for ensuring good governance. These observations advance the concept of a reciprocal relationship between public trust in governments, their associated organisations, and responsive governance. In June 2012, in Rio de Janeiro, the leaders of the UN member states affirmed the importance of development framework, peace and security, good governance, the rule of law, and the respect for human rights for developing a transformative sustainable development agenda. In particular, they point out that institutions of all levels which are effective, accountable and inclusive are needed.

After all, what does this mean in practice? How can policy-makers, tasked with transforming public institutions along these lines, be better equipped to address the complex challenges of the new framework for sustainable development?

With regard to the role that the state plays in the politico-economic development of the people, they consider the good governance approach, the rule of law, and human rights as essential for establishing sustained, inclusive, and equitable economic growth, sustainable development, and the eradication of poverty and hunger.

### **2.7.8 Crucial UN Decisions**

In the light of the above facts, the most challenging ones among the twelve key factors influencing the governmental entities' performance that are discussed are the cultural and political factors. This is because of the criticality and implications of exploring them in some contexts, on the one hand, due to the interdependency and the deep impact that is exchanged between each other and on the other hand, the related factors and issues as well.

Additionally, with respect to the improving process of public health sectors performances, there are two apparent issues that are to be considered as a must; first, as it has been stated previously, there is no consensus among scholars and respective parties on a specific model that is valid for all contexts to improve the governmental entities' performances. Second, the absence of a culture role, in particular religions, beliefs and ideologies, as a dominant element that plays the most crucial role in reforming the practices when required in specific contexts and societies. However, the political system that is usually derived from the cultural acts as a hindering factor

that is encountered in the development; this occurs in the event of amorality and deficiency of virtue among the practicing politicians and decision makers, particularly in the non-democratic contexts.

Another key point is that there is an observable difference between Islam and Christianity in terms of the legislation process, where the former has an essential role while the latter is kept away according to systems of secularism.

In the light of initiatives with regard to improving the public sector performance that have been or are being carried out worldwide, and fostered by the UN for its member states, it has been witnessed that the developed world experiences such processes with the help of a commitment from the top executives and officials; however, it rarely occurs in the developing world (Arab and Muslim worlds).

With this fact in mind, the respective parties need to synergise in order to bring about change, i.e. the executive, legislative, and judicial authorities, where the characters of the contextual culture, political systems, and UNDP Good Governance Approach must be considered for improving the governmental entities' performance.

Additional important key points identified through “The Rio+20 outcomes” document, which was agreed upon by all UN member states, contains some crucial signposts; public governance needs to assure the following points:

1. Broad, active, and meaningful participation in processes that contribute to decision-making, planning, and implementation of policies and programmes for sustainable development at all levels. This implies the need for a strengthened civil society and an enabling environment for participation of all stakeholders.
2. Improved access to information and communications technology (ICT), especially with regard to broadband networks, is necessary, as an access to governmental proceedings, regulations, data, and easy-to-understand procedures for availing of public services.
3. National regulatory and policy frameworks that enable the business and industrial sector for advancing sustainable development initiatives. Governments have a leading role to play

in promoting partnerships in the public interest, responsible business practices, and corporate social responsibility.

4. Well-functioning institutions at all levels with a leading role on the part of the governments. Transparency and accountability mechanisms should be built into the fabric of public institutions, including judiciaries and legislatures, as along with the capacity to achieve and demonstrate results.
5. An integrated approach to planning and building sustainable cities and urban settlements. Support of local authorities and participation of urban residents in decision-making should be strengthened.
6. Combatting corruption in all of its manifestations. All states should ratify or accede to the United Nations Convention against Corruption (UNCAC) and proceed with its implementation.

It is worthy to mention that the most compelling evidence is that provided by Kimura (2009) in her paper that states “The key for institutionalization is a stable government and its policy implementation. For achieving that, the keys are political stability and the stability of administration. FDI (Foreign Direct Investment) is the Key for Growth, Effective Government is the Key for FDI”. Citing that the former UN Secretary-General, Kofi Annan, underscores that “good governance is the only factor able to eliminates poverty and promote development”, while the vice president of World Bank, according to Kimura (2009), briefs her experience by stating that no healthy nation building is possible without good governance, where the reasons for poverty reside in bad governance pertaining to public policy and institution.

Furthermore, the UK Department for International Development (DFID) considers that the effective states focus on development, protect people’s rights, and provide security, economic growth, and services such as education and health care. Building a better governance of any country is a time-consuming process and must stem from within, but international partners can always provide help. (ibid).

### **2.7.9 Comparison of Key Characters of the Local Culture, Political System, and UNDP Good Governance**

Interactive Complex Intervention Approach (ICICs)

Based on the research outcomes, and prior to concluding this chapter, the tables (table 1 a & b) below compare a number of common characters between the contextual culture (religious teachings), political system (Bahrain constitution), and UNDP Good Governance Approach. It illuminates the consensus range of the components, where the main features of the sought model of reforming the governmental entities' performance, which are being developed are emerging to be the Interactive Complex Intervention Approach that is derived from the above elements with respect to the concerned aims and objectives.

**a. Consensus on the Following Characters:**

<b>No.</b>	<b>Subject</b>	<b>UNDP Good Governance</b>	<b>Contextual culture</b>	<b>Politics System (Constitution)</b>
1	Participation in Decision-Making	Yes	Yes	Yes
2	Patronage in Employees' Appointment	No	No	No
3	Executives with Righteousness, Merit, and Virtue	Yes	Yes	Yes
4	Right to Health	Yes	Yes	Yes
5	Concern with Development of People and Land	Yes	Yes	Yes
6	Governing by Example	Yes	Yes	Yes
7	Transparency and Accountability of Public Officials	Yes	Yes	Yes
8	Anti-Corruption	Yes	Yes	Yes
11	Officials must be Undeterred by Difficulties		Yes	



**b. Consensus on the Following Aims and Objectives:**

No.	Subject	UNDP Good Governance	Contextual culture	Politics (Constitution)
1	Stability	Yes	Yes	Yes
2	Social Justice, Public Right to Good Quality Education and Healthcare and Ability to Rely on Good Quality Public Services without any type of Discrimination	Yes	Yes	Yes
3	Sustainable Development	Yes	Yes	Yes
4	Accordance between Governing Entities and Governed People	Yes	Yes	Yes
5	People Satisfaction	Yes	Yes	Yes
6	Comprehensive Growth	Yes	Yes	Yes
7	Better Investment of all Resources	Yes	Yes	Yes
8	Law and Order	Yes	Yes	Yes

**2.8 Conclusion, Limitations, and Future Research**

The public sector performance has never been under more application than at present among people, politics, and sociocultural matters. As a result, its service quality, in particular, has been under the focus of the UN, as well as the governing entities, politicians, people, scholars, and academic communities, where many performance management processes and practical techniques have been put into practice. Although, there is a consensus among all that there is a need to reform the public sector performance of services provided to the citizens, the focus in studies has largely been restricted to the western contexts, US and Europe mostly, where the cultural and political systems are alike, which have not been able to form an agreement among themselves with regard to a specific reforming model that is valid for all contexts worldwide.

Therefore, it is important to focus on each context from within to examine the validity and to provide suitable techniques, locally and in collaboration with international parties, as “This can only result from an understanding of the historical, cultural, and social contexts of a given society or community” (unescap.org, n.d.). Additionally, according to the study of Dawes, Gharawi and Burke (2012), “differences in culture, i.e. shared beliefs values and practices strongly influence cross-cultural interaction”, and they must be released in order to play their role. Furthermore, political systems need to move towards the good governance practice and minimize the obstructing political interventions in managing and administrating the public sectors, on both the micro and macro levels; they also need to adopt decisive measures and implement regulations in order to overcome the various obstacles such as corruption, especially pertaining to the recruitment and procurement process of the governmental entities.

## CHAPTER THREE: CONCEPTUAL FRAMEWORK

**Keywords:** culture, good governance, ideology, sociocultural force, political system, governmental performance reform, public sector performance, and the UN.

### 3.1 Introduction

In line with the previous section, this chapter moves from the discussion of the general contexts to focus on the context of Bahrain as an example of not only the Islamic contexts but also the developing countries of the world, which leads to narrowing the research method from dealing with general sociological studies to specifically focusing on governmental health services, for conceptualising the reforming model that is sought in this research – the Interactive Complex Intervention Model (ICIM) – by exploring in particular the real impact of the sociocultural and political factors and their relevant aspects on the performance of the health services that are provided by the government in Bahrain. The research aims to provide practical insights into the influencing factors to close the gap between theory and practice, as at present there is a problematic gap between theory and practice, and to overcome the concerned obstacles and hindering factors.

As has been clearly stated previously, the main aim of this thesis is to provide practical insights for the governmental health services' workers, i.e. the practicing policy makers and implementers; the contemporary model that is widely used in such sociological studies, as well as health-related research works in particular, is the theory-driven Normalisation Process Model (NPM) that is built on the Grounded Theory (GT), considering which this research will not be an exception.

This thesis will adopt the Normalisation Process Model (NPM) to design the conceptual framework of the research, by orienting – in line with the next chapter, i.e. the research methodology – the research questions, sampling decisions, data analysis, coding, etc.

With regard to the ICIM, it is a non-direct-parametric technique for measuring the governmental performance's effectiveness; however, it is the first substantial step that the contexts (of developing world) demand. The only exception among the typical ICIMs is that

while the existing models (of the developed world) that are in place were introduced along with the governmental organisations' performances directly, this ICIM is regarded as a prerequisite and fundamental stage that provides access to the incremental pursuits practiced by the developed world, which stem from the deep-rooted democratic systems on which they build on, whereas the targeted contexts have a lack and a need to simulate. Then, it aims to dynamically process the reforms in the governmental entities' performance with respect to efficiency, efficacy, and effectiveness.

At present, an overview of the Normalisation Process Models (NPM) of Complex Interventions has been provided, which are utilised to enhance the outcomes and impacts of governmental entities' performances, as the NPMs facilitate analysis of the related issues to lay the foundation that is required (May, 2006).

According to Binachi (2010), the governmental organisations that provide welfare to the community are complex and dynamic systems; the complexity stems from the legal framework that restrains the decision makers, while the performance is affected by the competence of several institutions that cover different interrelated fields. While it is a dynamic system due to the presence of several influencing stakeholders (that are legally relevant parties) that are slowly observed. This is owing to the time required to provide the community with high-quality services that are affected by the performance itself, and therefore, could improve the private sector's performance as well, whereby new values beyond financial contribution such as accord and image are considered.

Significantly, the complex intervention models are designed to reform or improve the performance of the concerned private sectors at a micro level. In his distinctive study, May (2006), while quoting the views of other researchers, classifies the model through four paradigms - practical interaction, interpersonal complementary, functional skills, and systemised work conjunction, whereby the interventions systematically become practicable and the developed models that were sought can be efficiently converted into routine practice of an organisational activities. Therefore, this leads to the enhancement and reformation of its performance's efficiency and effectiveness, that subsequently help to understand the potential for the adoption of new modes of practice by utilizing innovative techniques.

Based on the above facts, specific procedures that have been systematically developed are required to build upon those concepts of the models that were sought; namely, the four practical suggestions are as follows:

1. Agreeing upon the components

All intervention models contain specific and/or common core components that are identified as a set of suggestion, as well as other supportive components that play a specific role in the intervention process function.

2. Choosing the components

The components, particularly the core ones, are verified in order to be retained or rejected based on a number of criteria such as soundness for the generalizability and practicability of the interaction process, effectiveness of interpersonal relations, negative effect and moral diffusion against social relations, association with a particular case specifically, and restriction to a specific work environment. In the cases where the first two criteria secure the retention, the presence of the rest of the criteria leads to the rejection of the component.

3. Development of the constructs

Components that maintain the process collectively represent the constructs, which can be the validity and the empirical testability, in which case both the constructs are assessed against known outcomes and extracted into the smallest identifiable components.

4. Informal Circulation

The analysis outcomes are circulated through the relevant parties to ensure whether or not it is valid and practically workable in specific research contexts.

Relevantly, May et al. (2007) argue that such complex interventions models treat the theory and methods of social sciences as ways of implementing the integral elements with the aim of improving the performance effectiveness. However, a sound and reliable evolution process is conditionally required in trials of complex interventions and other implementation studies.

Finally, the research has treated the above insights in an innovative different way to a large extent.

### **3.2 Bahrain Context Preview: General Overview**

Bahrain is an ancient land that has a rich culture and history, which is also the smallest oil-producing country among the GCC countries; it has a history that dates back to the Stone Age around 5000 BC and is perhaps even more ancient; however, as the seat of the lost empire of Dilmun, Bahrain was home to a powerful civilisation whose influence lasted between 3200 BC and 330 BC.

Bahrain gained independence from Britain in the year 1971, and in 2002, Bahrain became a constitutional monarchy with an elected parliament in which both men and women are eligible to vote and stand for office, which is usually dominated by the Islamist blocs and individuals.

With respect to its population, as of 1st January 2016, the population of Bahrain was estimated to comprise of 1,393,661 people, which resides in a total area of 710 km<sup>2</sup> according to the United Nations Statistics Division; 95.65% of Bahrain's population consists of its adult citizens (aged 15 years and above) who are literate. It is significant to note that immigrants make up almost 55% of the country's total population; Keeping these facts in mind, according to Almadhob (2016), the official statistics of Bahrain's Labour Market Regulatory Authority (LMRA) revealed that in the second quarter of 2016, the total number of foreign workers reached 595,151 workers, while the number at the end of last year (2015) was 566,785, which means that there are 28,366 foreign workers in the duration of six months; therefore, the average number of foreign workers who find work in Bahrain is 4727 per month, which represents an annual increase of 7.8%, when compared to the figure of 551,859 foreign workers in the second quarter of last year. At the same time, LMRA states that "The total national employment reached 159,711 Bahraini workers by the end of the second quarter, achieving an annual increase of 0.8 percent compared to 158,437 in the second quarter of 2015" (Ibid). Similarly, such an issue, according to Giuntella, Nicodemo and Silva (2015), has been a disputable one with respect to the impact on the standard of services provided by the governments of the host countries; for instance, most of the UK citizens are unsatisfied with an increase in immigration since the 1960s. This is owing to the observation that the cost

overruns the profit, and the EU enlargement of 2004 intensified this debate when the citizens of the eight new members were favoured with an unconditional right to work in the country, which was followed by a considerable increase in the flow of immigrant to the UK. However, it might be too onerous to discuss this issue pertaining to another country for political reasons.

Regarding the role of the concerned international entities, such organisations work with Bahrain with the aiming of reforming the public health services, in particular the UN bodies such as the UNDP that has a permanent office in the country.

In terms of culture, the dominant religion practiced in Bahrain is Islam, as most people in the country are religious, where the teachings and instructions of the Islamic culture are practiced throughout the country. They are tolerant, especially with those who show respect without demonstrating offensive acts in terms of the culture, beliefs, and social conventions.

As emphasised by the official website of Bahrain's e-government, Islam is practiced by the vast majority of Bahrainis and it governs their personal, political, economic, and legal lives. It is significant to note that Bahrain's society is conservative.

According to the official website of Ministry of Information Affairs, the people of Bahrain, with feelings of conformity and peace, had embraced Islam in the year 630 AD, and, as narrated by Imam Bukhari, among all the Islamic communities of that time, Bahrain was the first to perform Juma (Friday) - the most common prayer that is observed during weekly gathering according to the Islamic ritual - which brought together the Juma in the mosque of the Messenger of Allah, (God prays on him and his family). Moreover, Bahraini people played a pivotal role in spreading the magnanimous call of Islam (Countrymeters.info, 2016; Mia.gov.bh, 2016; Worldtravelguide.net, 2016; Indexmundi.com, 2016; UNDP in Bahrain, 2016; Bahrain.bh, 2016).

### **3.3 Bahrain Context Preview: The Civil Services Bureau (CSB)**

In order to identify the role of the Civil Service Bureau (CSB), the following facts and information have been copied entirely from the official website of the CSB, without any change or adaption. The purpose of the information stated is to reflect the substantial activities and

responsibilities undertaken by the CSB. The information also aims at clarifying the presupposed role in terms of the performance of the governmental entities.

### **About CSB**

Civil Service Bureau (CSB) was established in the Kingdom of Bahrain back in 1975 as an independent government entity under the jurisdiction of the Cabinet Affairs with the sole mission of supervising human resource in all government entities, and seeks to develop the level of the civil service by raising production efficiency and achieve justice.

Government entities in the Kingdom of Bahrain are governed by the policies and procedures set by the CSB, ensuring that all entities follow the overall civil service policy, the bureau supervises the affairs of all civilian employees under the provisions of the Civil Service Law in all government entities, the Bureau studies all related draft laws, proposed regulations, policies and procedures related to civil service affairs, ensuring that the necessary recommendations are suggested prior to any approval or change.

On the other hand, CSB is responsible for proposing policies, strategies and objectives related to Civil service development, accomplished through a detailed management audit system on the government entities., at the same time the Bureau proposes general policy on salaries and employment benefits to ensure consistency among government entities, through the development on their regulation, and conduct research and propose amendments thereon.

Furthermore, the bureau studies the creation of directorate and senior positions before the issuance of the legal tools; the Bureau also approves the creation of other positions, at the same time the bureau core objective is to re-engineer operations and interdepartmental relations and services among all government entities, considering the essential services for each government entity that doesn't violate the terms of reference laid down by law for each entity, also the Bureau reviews and approves all contracts between government entities and the private sector inside and outside the kingdom in terms of recruitment.

Also, the CSB shapes and develops the data management and information technology system used for human resource. In some circumstances, consulting firms are used to further develop the civil service policy.



Furthermore, the Bureau organizes vacancy advertisement process for vacant positions, and in coordination with government entities the Bureau conduct and supervise examinations and interviews, and also ensure a proper observance between the outputs of education, training and employment opportunities in government entities. (Csb.gov.bh, 2016).

## **Mission and Vision**

### **a) The Vision**

A competent human capital and governmental excellence

### **b) The Mission**

To improve and empower the employees to be competent to work for the civil services and achieve its objectives and implement the strategic visions and directions of the state with mastery and excellence through an efficient management of the available human resources (Csb.gov.bh, 2016).

## **Values and Strategies**

### **c) The Values**

- Credibility, honesty and integrity while carrying out business and in providing information
- Knowledge and professionalism for working skilfully and professionally
- Mastery for working at the required speed with accuracy
- Firmness and discipline in the application of the laws and regulations formulated by the civil services
- Justice and equality in dealing with others and equal opportunities for all
- Sense of belonging to the organization by deepening the sense of responsibility and motivating and recognizing the employees for their excellent performances
- Transparency in providing required information and data
- Collective work with a team spirit
- Initiative, creativity, and innovation in developing methods and techniques for the accomplishment of the work

## **Strategic Objectives**

### **Competent Qualified Nationals – Government Performance Excellence**

Through the implementation of the following mechanisms:

- Improving institutional and individual performance
- Strengthening the sense of belonging and promoting a culture of research and development
- Attracting and maintaining national expertise in the cadres
- Achieving discipline, internal control, and accountability
- Effective networking with government entities, the public, and the media (Csb.gov.bh, 2016).

### **Recruitment Directorate**

Providing top-of-the-line on-job services, implementing the objectives of government entities by developing policies and appropriate plans to achieve innovation and excellence in the providing administrative, advisory and development services are some of the responsibilities of the Recruitment Directorate. The directorate strives towards hiring a manpower based on a pre-defined mechanism in line with the current requirements of the job market and adhering to the Civil Service Law and implementing regulations (Csb.gov.bh, 2016).

### **Policy and Regulatory Affairs Directorate**

Managing the vision and mission of the bureau and its strategic objectives, preparing, reviewing, and updating the strategy and policies of the human resources in Civil Services and supervising their implementation, developing initiatives, proposing projects and examining the various dimensions of the laws, decrees and decisions, developing instructions and regulations of the civil service, providing legal advice to governmental entities in regards to the law, the regulations, decisions and instructions of the civil services, providing technical and administrative proposals to senior management regarding human resources strategies are among the many responsibilities undertaken by the Policy and Regulatory Affairs Directorate (Csb.gov.bh, 2016).

## **Employee Performance and Relations Directorate**

The Employee Performance and Relations Directorate works at improving the productivity of the employees of the civil services with the help of the improvement of career discipline systems, reviewing the disciplinary actions taken by the government entities, studying requests for incentives and rewards, following-up on the grievances of the employees, and ensuring high effectiveness, justice, and equality by improving performance management programs and enhancing occupational safety (Csb.gov.bh, 2016).

## **Organisational Performance Directorate**

The Organisational Performance Directorate is responsible for spreading a culture of organizational performance, developing and implementing a comprehensive program for the betterment of the organizational performance to raise its efficiency and productivity, working on the enhancement of a quality of services provided by government entities by evaluating their current status, providing support, administrative solutions, and assistance for implementing strategic plans for various government entities, and working on measuring organisational performance in it (Csb.gov.bh, 2016). This is the end of CSB identification.

### **3.4 Reasons behind Choosing the Bahrain Context**

There are several reasons that motivated the researcher to conduct the research in the context of the Kingdom of Bahrain that have been summarised in the following section. As there is no specific model that can be implemented and applied to the contexts of all nations in the world, it is important for researchers to consider the specific characteristics and features of the targeted context to reform the performance of the governmental entities. The governmental performance reforming models that are already in effect are expressively varied, as each context has its own exclusive environmental challenges and obstacles, where the variation is attributed, for example, to culture, strategic directions, political systems, management characters, ideology, and the like. These aspects play a crucial role in deciding the legislative process, rules, regulations, and policies, and they therefore reject the one-size-fits-all model and call for the development and designing of different models from within to suit the characteristics of each context, fulfil the needs, and satisfy all the stakeholders and citizens in particular (Alaboudi et

al., 2016) (Bianchi et al., 2010), (de Waal, 2010), (Duggan, 2010), (Lane, Bianchi and Bivona, 2010), (Manning and Watkins, 2013), (Mulimbika and Waal, 2014). For this reason, the researcher has to start at the macro level: the sociocultural forces and the political systems in which the Occident has already maintained its democratic role with deliberation can be used as a foundation. Through the means of this foundation, they administrate and reform governmental organisations, while the developing world must adapt the same level of governance to move to the next step: reforming the performance of government organisations at the micro level.

Additionally, despite the consensus among all the respective parties on the need to reform the performance of the governmental services, most of the studies and initiatives have been with respect to the developed world, where the culture and the political system are very different from that in the developing countries; Bahrain is one of the developing countries with an Islamic context that lack such initiatives. The initialisation of such enterprises in these countries will contribute in migrating studies to those countries.

According to the researcher's knowledge, the originality of this research has been maintained on account of the lack of a precedent research on the subject in the context of Bahrain. Moreover, this research looks at the context of Bahrain through the Interactive Complex Intervention Model (ICIM), i.e., the politics, culture and UNDP Good Governance Approach, where, as it has been elaborately and clearly evidenced through several sources in the last chapter, Bahrain is an example of those Arab Muslim countries where the culture (religion and ideology entirely) has a main role in legislation. However, Bahrain lacks the harmony between contexts such as culture and politics that is consistent in the countries of the developed world. Accordingly, in itself, the research looked at this issue from several perspectives, for example in addition to culture and political systems, but not restricted to, the societal norms and traditions, religion and ideology, laws, and mainly, the cosmic vision. It is not proper to compare the status of the governmental services between the developed and the developing worlds, as there are significant basic and key differences between the two worlds, mainly with respect to the economic growth, living standards, income distribution, poverty and employment, the level of per capita income and the Gross Domestic Product (GDP), infrastructure, revenue generation, Human Development Index (HDI), medical facilities and

sustainability of government duty. See for more details (Surbhi, 2015) who states that "as the developed countries are self-contained flourished while the developing countries are emerging as a developed country. Developing Countries are the one who experience the phase of development for the first time."

Caluser and Salagean (2007) argue that there is a crucial need for a reform in governmental performances in many developing countries that lack such Western-style democracies with, for example, multiparty elections to participate in the process of decision-making, an independent judiciary authority (lawyers, public prosecutions and judges), and a parliament.

As a result of the above, the researcher was faced with the challenging task of undertaking an unprecedented type of research; it is an unaided topic due to the lack of references for developing a new reforming model (i.e. ICIM) in unfamiliar contexts, with such influencing main forces in a synergising role between contextual sociocultural factors, politics, and the UNDP Good Governance approach. However, the study successfully extracted those innovative insights, thereby making a significant contribution and achieving originality.

This research comes in line with the Reformative Project launched in the year 2001, where the topic was not given sufficient attention and due consideration in such context. The President of the Supreme Counsel of Health, General, Doctor Sheikh Mohammed bin Abdullah Al Khalifa points out the negative aspect and states that the health system [in Bahrain] lacks the accountability process with respect to the budget allocated for the governmental health services covering the main medical complex, the Salmaniya Medical Complex, and other hospitals and health centres, while, due to the lack of such an accountability, the budget of the Ministry of Health is depleting, leading to losses. Abdulla adds, "We lack the accountability element of the existing health system, in spite of its urgent necessity. The accountability maintains the efficiency" (Abdulla, 2017).

As Größler opines, "In terms of political science, policies are the content that political processes are about and the results of such political processes in form of plans, laws, regulations, rules or guidelines. This understanding is coherent with the understanding of policies in system dynamics" (2010).

So, it is necessary to support the decision-making process with respect to the performance of the governmental entities. In addition, the originality will encourage the enrichment of practical knowledge in the context of the Bahrain. This knowledge cannot be gained merely through knowing or classroom teaching (Cross, 2013), rather, it is important to make right decision (Saemi, 2016), and reform the efficacy and efficiency of the organisational performance by utilising one means or another (McIver and Wang, 2016). Ultimately, it is the researcher's duty, as a Bahraini citizen, to share his knowledge with his fellow citizens and the respective parties.

This research, through the developed model, i.e. the Interactive Complex Intervention Model (ICIM), will help in providing effective insights from the citizens themselves to improve the performance of the governmentally provided services and will therefore minimise the political unrest that the country suffers every 10 - 15 years.

### **3.5 Bahrain among the GCC Counties: A Cross-Country Comparison**

#### **Introduction**

To achieve its aim and objectives, the research was conducted with Bahrain as an example of the specified contexts targeted, where the Cooperation Council for the Arab States of the Gulf (GCC) is the most apparent relevant pattern of Islamic contexts that the research addresses to reform the governmental performances, as Bahrain, according to Icaew.com (2017), is the least resource-rich country among the GCC countries, and being compatible with the IMF recommendations,<sup>3</sup> is also more flexible in terms of the non-oil activity, as its economic activity in 2016 grew by 20%, leading to a subsequent growth in the employment and a 6% rise in the spending power of the consumers, with an estimated 3% rise in the GDP. However, "This investment has only been feasible with substantial financial support from the GCC

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<sup>3</sup> It is worth mentioning that, as a part of their recommendations, the directors of International Monetary Fund (IMF) have stressed that Bahrain should carry out additional measures to reduce the cost of doing business and equip national workers with skills for employment in the private sector (IMF, 2017). On the other hand, Al-Wasat News quoted the statement of the official Bahrain News Agency (BNA) that the Cabinet studied in its session held on May 8, 2017 the recommendations and possibilities presented by the Ministerial Committee for Financial Affairs and adopted the recommendations contained in the report issued by the Consultative Mission of the International Monetary Fund in dealing with budget deficit, adjustment of the general budget, and diversification of the sources of income (BNA, 2017).

Development Fund, from which the government has borrowed \$10 bn, as well as issuing sovereign debt” (Icaew.com, 2017).

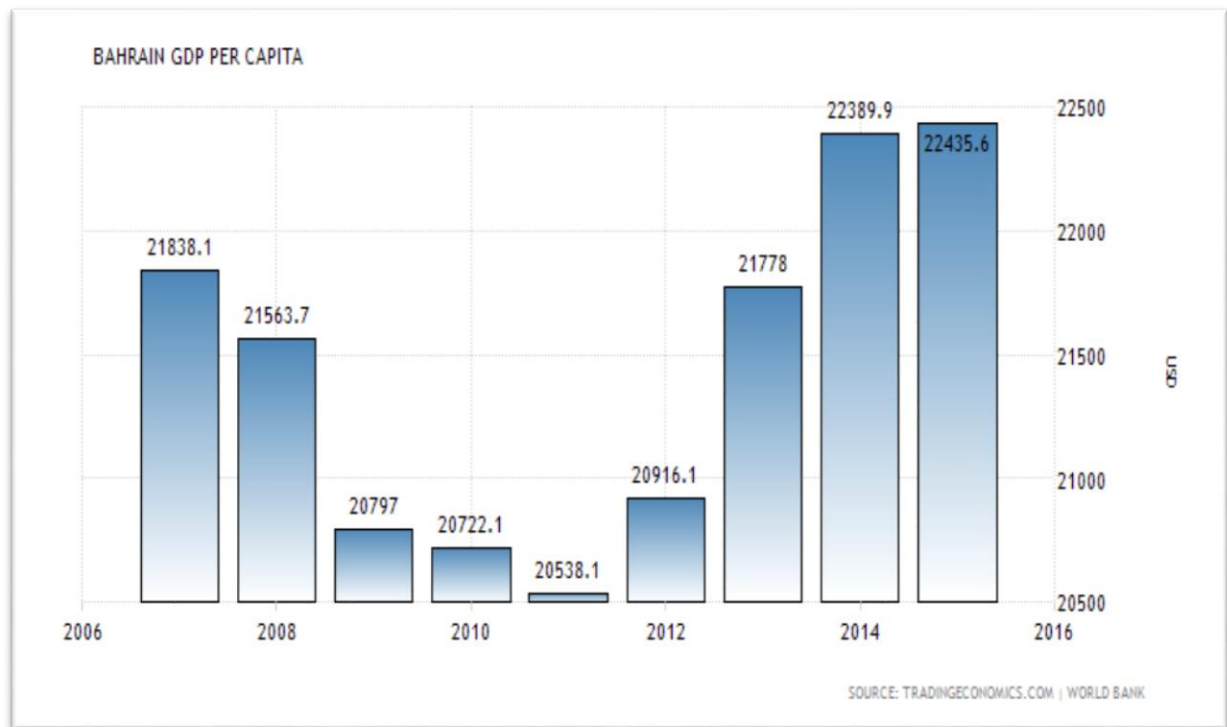
The GCC was founded in the year 1980 by the following six countries: The United Arab Emirates, Bahrain, Saudi Arabia, the Sultanate of Oman, Qatar, and Kuwait. According to the charter, endeavouring to take into account the vital perspectives of the people and their hopes for a better future on the path of their states unity, to enhance the integration among them, and to reinforce Arabic and Islamic grounds based on the ties of featured relations, collective characteristics, faith in a common destiny and sharing one goal, and alike systems founded on the doctrine of the Islamic Religion linking them; the states have agreed to establish the Council mentioned above (Secretariat General of the Gulf Cooperation Council, 2017).

On one hand, as it has been recurrently explained, it is not proper to compare the governmental performance between the developed and developing worlds. Marking a departure from this point of view, this topic, to some extent, provides a mere economic cross-country comparison between Bahrain and similar countries in the GCC. The exception to this is the only unbending, modest initiative of the State of Kuwait to reform its governmental performance that began in 2012 and is expected to last till 2019, since there is no real respective comparable example (Manning and Watkins, 2013). Significantly, however, this research derived the governmental performance reform model from politics and sociocultural forces, rather than from economics.

## **Bahrain**

To start, the researcher will provide an overview of Bahrain, as it has been previewed earlier also in topic 3.2. The population of Bahrain was estimated to be about 1.4 million in 2016 (Ibid). This study does not consider the slight differences in the numbers obtained from different sources of information, since this is not the core subject of this study. By the year 2015, the GDP per capita – which is defined as the total output of a country divided by the number of people residing in it, while it is used to compare one country to another, as it illustrates the relative performance of the countries (Segal, 2017) – reached about USD 22435.60, which is equivalent to 178 percent of the average GDP of the world. GDP per capita in Bahrain, where the life expectancy is 76.68 years, averaged at an approximate value of USD 20630.83 from 1980 until 2015, reaching an all-time high of USD 22955.10 in 2000 and a

record low of USD 16571.40 in 1986, as shown in the following chart (Tradingeconomics.com, 2017; FocusEconomics, 2017; Investopedia, 2017).



As an expressive access of GCC statistics, the researcher has derived the following table from the branching economic data provided by the World Health Organization (2017):

<b>Statistics</b>	<b>Bahrain</b>	<b>Qatar</b>	<b>Kuwait</b>	<b>Oman</b>	<b>UAE</b>	<b>Saudi Arabia</b>
<b>Total Population (2015)</b>	1,377,000	2,235,000	3,892,000	4,490,000	9,157,000	31,540,000
<b>Gross National Income per Capita (PPP International \$, 2013)</b>	36,140	123	88,170	52,170	58,090	53



<b>Statistics</b>	<b>Bahrain</b>	<b>Qatar</b>	<b>Kuwait</b>	<b>Oman</b>	<b>UAE</b>	<b>Saudi Arabia</b>
<b>Life Expectancy at Birth m/f (years, 2015)</b>	76/78	77/80	74/76	75/79	76/79	73/76
<b>Probability of Dying under Five (per 1 000 Live Births, 0)</b>	Not Available	Not Available	Not Available	Not Available	Not Available	Not Available
<b>Probability of Dying between 15 and 60 Years m/f (per 1 000 Population, 2015)</b>	74/59	75/47	98/58	110/70	81/57	93/79
<b>Total Expenditure on Health per Capita (Intl \$, 2014)</b>	2,273	3,071	2,320	1,442	2,405	2,466
<b>Total Expenditure on Health as % of GDP (2014)</b>	5.0	2.2	3.0	3.5	3.6	4.7
<b>UAE: United Arab Emirates</b>						
<b>Derived from:</b> <a href="http://www.who.int/countries/en/">http://www.who.int/countries/en/</a> .						

Speaking in economic terms, all GCC economies are less diversified; they depend to a large extent on the oil production, where the entities of the states are budgeted through to provide

for the welfare for the citizens. To illustrate, for the last seven years, the revenue that Bahrain collected from oil and the revenues collected from non-oil resources were about 80% to 20% respectively, where the ratio of the contributions of oil revenues in governmental entities budgetary allocated for the same exemplified period reached 80% to 90% (mof.gov.bh, 2017). It is important to note that the prices of oil are mostly beyond the control of the governments of these oil-rich countries; they are subject to the supply and demand of oil in the international markets and the internationally respected organisations such as OPEC and other non-OPEC oil producers, rather than the quantity of oil produced or sold. Besides, with respect to GDP as an economic indicator, the expats working in the GCC oil sectors represent more than fifty percent of the workforce, indicating that more expats and less citizens work in oil sectors, which minimises the long term period of linking between the GDP indicators and the welfare of citizens, according to the International Monetary Fund, as due to the dominant role of the oil sector and the preponderance of expatriate labour, GDP in these countries is only weakly linked to variables such as employment and consumption that are central to economic well-being. (Beidas-Strom et al., 2011). Read the work of Al-Tahoo (2007) for more details with respect to the governmental services in specific.

### **GDP of GCC Countries**

According to the source referenced above, the GDP of Oman is USD 69.83 Billion, where the population of the nation is 3.893 million and the life expectancy in the nation is 77.08 years. The charts below, which have been derived from the documentation by the World Bank and Trading Economics, depict the GDP rates of the GCC countries between 2007 and 2016, except for Bahrain, Oman, and Kuwait, for which the GDP rates until the year 2015 are depicted (Tradingeconomics.com, 2017).



The population of Kuwait in 2015 was 3.892 million and the GDP per capita was about USD 112.81 billion. The life expectancy of the nation in the same year was 74.58 years.



The population of Saudi Arabia, the largest state in the GCC—both in terms of area and population—was 31.54 million in 2015; it is indicated that its GDP value per capita was USD 646.3 billion, with the expected life expectancy of the nation being 74.34 years.



In the United Arab Emirates, the life expectancy for a population of 9.157 million was 77.37 years, while the GDP per capita in 2015 was USD 370.3.



The GDP of Qatar per capita in 2106 was 66415.30, according to Tradingeconomics.com (2017), representing an equivalent to 526 percent of the world's average, while the population was about 2.5 Million, with, as per the figures provided by Data.worldbank.org (2017), a male/female life expectancy of 77/80 in 2015.



Equally important in relation to the GDP and based on it; economists use the Gross National Income (GNI), which, according to Investopedia (2017) and Global Finance Magazine (2017), is the sum total of the value of all residents of a nation, any product revenues (minus subsidies) not included in output, and income flows from abroad, such as employee compensation and property taxes. On the other hand, in line with the World Bank national accounts data and OECD National Accounts data files, Beidas-Strom et al. (2011) clarify the argument of the economists that generally, and with respect to the GCC in specific, they cannot depend on GDP reasoning, that it doesn't deliberate outside market production. Informal activities are not fully considered, even if the money generated from citizens living outside the country will mainly flow back to the country; the GDP does not take this inflow into account, and finally, the physical capital depreciation and/or depletion of natural resources is not considered (Data.worldbank.org, 2017).

Starting with Bahrain, the following table briefs the GNI of the GCCs in 2015 in USD (Unstats.un.org, 2016):

Country or area	Year	Currency	Gross National Income
Bahrain	2015	US\$	29,389,893,617
Kuwait	2015	US\$	127,753,574,813
Oman	2015	US\$	67,517,035,111
Qatar	2015	US\$	161,124,507,182
Saudi Arabia	2015	US\$	669,602,220,279
United Arab Emirates	2015	US\$	370,568,628,469

With this intention, the members states of the GCC endeavour to diversify their economies in order to face any challenges that may emerge in the future. However, it is not within the scope of this study to discuss these issues. For such details, see for example the report by Oxford Economics through Icaew.com (2017) as well as report by Qatar National Development Strategy (2011–2016); Almalki, Fitzgerald, and Clark (2011); Kieft, Al-Ahmad, and Aziem (2012); Baten (2017); Hossain (2011); and Cammett et al. (2015).

### 3.6 Research Outcomes

The following aspects have a core impact on the performance of the health services of the government of Bahrain:

1. In light of the aforesaid, the General Conceptual Framework of this study – which lists the many factors severally or (jointly) affecting the Bahrain governmental performance in Bahrain – discusses two main forces, namely, the sociocultural and the political factors, and their vital role in performance of the governmental entities. It also discusses that there is much evidence of the existence of the potential characters in both forces to play a distinguished role in boosting the governmental performance. Among the numerous activities undertaken by the governments to ensure the well-being of their people, the research focuses on the health services of the government as an example. Despite the fact that the research only briefly reviews all or most of the factors affecting the Public Health Sector as an example of governmental performance, it goes to discuss the role and effect of two factors in particular, culture and politics, in great depth, where the outcomes of the governmental performance are the objectives and indicators of the performance effectiveness and efficiency.
2. While international studies relevant to the topic of this study are focused, to a very large extent, on a particular environment where the community culture – as per the definition given in the previous chapter – plays no role in the legislation and formulation of laws, nor in the political decision making process, we see that the role of culture is very clear in other environments – which have not been the subject of any consideration or study – where culture interferes in a democratic manner with official power and contributes to the formation of the political and administrative power, the making of laws, and the formulation of legislations and policies. However, it cannot be ignored that these studies rightfully and undoubtedly present common (general) practical solutions that can be applicable to all environments and cultures, as opposed to stubborn cultural characteristics that impose themselves strongly and are hard to change.

It has also been proved through this study that there are solid common grounds with very useful outcomes if they find their way to adoption and practical implementation, such as the characteristics of a virtuous rule and the nature of the relationship between the ruler and

the ruled (for e.g. the relationship between the president and the citizen) and the recruitment criteria, especially for senior servants, taking into consideration the very deep relationship between the two factors in an Islamic context and their separations from each other in a secular, non-religious environment on which most studies so far have focused. Despite the interlinking of these factors in many political characteristics in particular, their motives and sources are different; the latter is contradictory to the former, whose source lies in religion and ideology.

3. It is also important to note that this independent force (i.e., the sociocultural factor) and the semi-independent force (the political factor) are not different from one another in their role and effect; they are interrelated forces, indeed entirely interdependent down to the core activity, and they cannot be ruled out or overlooked because, in the targeted context, they represent an integral part of the daily life of the inhabitants. In this life, the governments provide public health services to people, and, to a large extent, the performance outcomes depend on this factor as elements affiliated to the dependent force – something whose current reality is the target of this study with the aim of developing it in line with the developed world. Zanjani (2006) reiterates, in his work about the working of societies in general, that every society has its own characteristics that determine its dynamics, while one characteristic stands out as the source of other characteristics that are the ideas and objectives stemming from its political thought, where the main axes and major objectives of a society determine the identity and nature of its institutions and determine a logical sequence, making one as the main and the other as the branch. The society consists of human beings whose basic identity is crystallized through their beliefs, ideas, and lifestyle.

In addition to the above, Panainte-Culeac reiterates, in her study of 2012, that the negative impacts of the appointment of public sector officials on the basis of patronage, favouritism, and political allegiances are that it leads to a decline in performance standards. Contrary to this, a recruitment based on merit and competency guarantees an improvement in the performance.

In this respect, Panainte-Culeac agrees with what was indicated in the past by Montazeri (2015), UNDP-Farjani (2002), and others as well, and adopted in the report of the UN in



2002, where Panainte-Culeac expresses the idea that performance outcomes in the governmental entities depend to a large extent on the politics and the methods used in the appointment of servants, where the element of performance management of the employees is adversely affected when the appointment is political or on the basis of patronage and favouritism. In that case, it is difficult for employees backed by politicians to comply with the policies, laws, and regulations of the systems as opposed to those whose appointment was on the bases of their abilities and competencies. Once again, Panainte-Culeac (2012) points out that as far the general policy of the state is concerned, the negative effects of the first method of the appointment of servants has become the focus of attention of public administration scholars.

The study has discussed the aforesaid in detail, especially the subjects forming the essence of research: (7.0) culture (ideology in particular) and political theory and their effect on the performance of government services through the elements and phenomena attached thereto. In this discussion, it has become very clear that the political system is a part of the culture of the people and the governments in Islamic countries and that ideology is the most important constituent of the culture for those environments. All other constituents around it are influenced by it, while the political system among them is distinguished by the different degrees of counter impact it has on the culture in one country or another, although they are stemming from it.

Based on the fact that political force was considered as a semi-independent force, the political system plays its role in affecting the performance of the public health sector and other government activities through its association with the making of legislations, laws, and setting and adopting strategic directions and to set regulations, laws, codes, policies, and procedures in place. To organise the administration of the state and the job appointments especially for senior posts of the state, and to secure sustainable development, in addition to other affairs, while taking into consideration that the leaders and managers attributes and basic qualifications, the relationship between the ruler, and ruled in such environments. Culture has undertaken to set its general criteria through the constituents of religion and ideology, sometimes in broad and sometimes in detailed lines. It has gone beyond that to the

organisations of the public sector, such as ministries and commissions, thus indicating that it is at both the macro and the micro levels.

4. It is also important to point out that the constitutions of these countries – in contrast to the secular and Christian states – adopt Islam as the main source of legislation and stipulate that expressly, e.g. the constitution of the Kingdom of Bahrain, Kuwait’s constitution of 1962, reinstated in 1992. It is religion which is at the heart of the culture which is described – as per the second chapter – as having a systematic cosmic view.

Similarly, Encyclopedia.com (2008) identifies the term “political culture” as a set of attitudes, beliefs, and sentiments that shape a political process and give rise to the fundamental assumptions and rules that govern the behaviour of the political system, with respect to both areas: the political principles and the operating norms of a state. Political culture is said to aggregate the psychological and subjective [personal] dimensions of politics. It is derived from both the collective history of a political system and the life histories of the members of that system, and hence, it is embedded equally in both public and private practices.

Based on the above, the research explores the following outcomes:

1. Despite their unanimous opinion with other parties and concerned practicing experts about the necessity and the need to improve the overall performance of the public sector, there is no consensus among the scholars and the rest of the academic community about a specific model that will lead to a the reform of the performance of the public sector; a model that can be applied to all environments worldwide. This disagreement is clearly reflected in the study by Manning and Watkins (2013) as an example that sheds light on the many experiences and initiatives adopted by countries harbour diverse cultures and ancient, well-established systems of governance.
2. The cultural factor tops the list of the factors affecting the performance of the public sector, followed immediately by the political factor. Although studies usually address the independence of culture from politics in its effect, this independence from culture does not apply in any way to the politics that take place in Islamic environments like those in the Gulf countries mentioned previously in the paper.

3. Culture – according to the opinions of many philosophers and theoreticians, being an integrated system that presents an integrated vision of the creator, the human being, the universe and the life within, the most important component of which is known as the cosmic view – plays a crucial role, especially in the Islamic environments in which this study addresses the performance of the governmental entities. As stated above, all the other components of culture revolve around the cosmic view component.
4. Majority of previous studies that discuss the performance of the public sector are focused largely on the developed world. Very few of the countries that belong to the Islamic world are a part of this developed world. However, following in the footsteps of those pioneering initiatives is among the sublime attributes of those institutions whose aim is to achieve development at the macro and the micro level of the economy by way of scientific and practical comparisons with the best practices in the developed world, especially those countries which have shown a commitment to the governmental hierarchy, such as the United Kingdom, where the public sector performance reform process is led by the Prime Minister, and the US, where the Vice President is in charge of the process. While the initiatives aimed at better public sector performance in other countries are not only shy and rare, but they are also not in a position to be used as role models for public sector performance development (Manning and Watkins, 2013).
5. It is very obvious that culture imposes itself in studies and theories due to its effective and proven role in the reform of governmental performance where their treatments will be suitable to the cultural framework of the targeted environment. Without the assurance of this suitability, those attempts will lose their feasibility, and their results will indeed be reversed, and perhaps, catastrophic, where those nations and governments will look at them not only as attempts to damage their culture, but more than that, they might also consider them as a religious confrontation, where the difference between cultures will play a major role in stirring up conflicts, although this does not mean that the attempts made were aimed at causing conflicts at all (Blank, 2002).

As for the positive collaboration between Islam on one side and the UN democracy and the good governance approach on the other, as far as the importance and the characteristics of the regime are concerned, which have developed over time as a human practice, the

following is revealed in an attractive way with a huge difference between the time of stemming and appearance, where these were issued in Islam as (mandatory and binding) instructions and directives for the rulers some 1400 years ago.

As far as the characteristics of good governance, the UNDP adheres to the mandatory instructions for Muslim rulers issued by Imam Ali Ibn Abi Talib. In its Human Development Report of 2002, the UNDP urged all the Arab states to adopt these instructions as a mode for good governance.

The characteristics of Islamic culture that are concerned with good governance highlight the importance of activating the mechanism of accountability, control, rectification of faults in full, and not half, solutions that may lead to corruption at the level of both administration and finance in one way or another. They also suggest executing the functions by treating the ruler as one of the members of the community with the same duties and responsibilities as that of the ordinary people. He has certain rights based on his post and certain responsibilities towards the people he rules. He is their attorney to help them achieve their interests. Proper monitoring and control on their part will prevent his despotism.

Therefore, out of concern for the public and their interests, Imam Ali, from his position as the Caliph (the supreme head of the state), addresses the Ummah (Islamic nation) and urges the people of this Ummah to hold him accountable for maintaining the efficiency, efficacy and effectiveness of governance performance with respect to the all life demands. He encourages the people to establish a very distinguished pattern for the relationship between the ruler and the ruled, based on partnership in decision-making and drawing the policies that concern the interests of the nation. He tells the people that he is one of them, as he has the same duties and responsibilities as them. This necessitates the obedience of the laws and their implementation to all without discrimination, regardless of the background of the people. This culture, in another one of its characteristics, considers any breach of the law, or of the exceptions based on relationships and patronage, not among the authorities granted to the Muslim ruler. There must be no impunity against the law, otherwise, the official governmental performance will be disrupted and will decline at both macroeconomic and microeconomic levels. History records, at the level of practice, prove that punishments for

those who breached the law were imparted in reality and did not exist in theory only (Zanjani, 2006; almareef.org; Hashim, 2007; 2015; Jordac, 2016).

This practice by the ruler reminds one of a commitment (in line with a practice) by the highest executive authority in the United Kingdom (PM Mr Tony Blair) in adopting an innovative model for reforming the public sector performance known as the Deliverology Approach, which was later adopted by many countries, and also the American model, known as The Administration's National of Performance Review, adopted by President Bill Clinton and Vice President Al Gore, which contains 800 recommendations aimed at improving the administration of the governmental entities. Instead, in spite of the investment of a considerable amount of resources, a similar initiative in Kuwait proved unsuccessful due to the lack of such close engagement in the service delivery unit that was developed with an involvement of the Office of Tony Blair between 2009 and 2012. As of today, there have been no further initiatives for such reforms (Manning and Watkins, 2013; Brudney, Hebert and Wright, 1999; Alyahya, 2005; Mahdavi and Hakakan, 2015; al-Tamimi, 2014).

6. The programmes and initiatives of the UN that agree, almost completely, with the Islamic culture, for a very long time have played an important role in improving the performance of public sector organisations at the micro level and have promoted good governance all over the world by adopting the criteria of the recommended political system, Representation Democracy of Macro level, and urging the member states to implement and adopt the system too, with the assumption that somehow, its effect will cover the member states (Forestpeoples.org, 2016).
7. Official studies of the United Nations bodies, have, over the years, provided practical insights for the member states, and they have also made available the experiences of the other states in the reform of public sector performance, which, if implemented shall boost the public sector performance and achieve tangible results that will please and satisfy the public and, at the same time, contribute towards the achievement of an outstanding level of performance in the public sector.

8. One among the most important matters from the above study that represent the centre point and the core thereof is the fact that the public sector performance can only be boosted in the targeted context if the following constituents are available:
- a) An advanced and deep-rooted civil culture that gives a comprehensive and convincing vision of the human being, universe, life and the purposefulness of creation, where faith and ideology dominate other components and the political system is given the charge of the people and countries without despotism among the other important components and is accountable before Allah.
  - b) A truthful political will followed by commitment from the highest authority.
  - c) Practical participation of the ruled (the citizens) in decision-making and drawing the general policies through the representatives of the people in the elected councils, where the real and active role of the nation is a must. This role is derived from the local culture and UN programs relative to the criteria of good governance.
  - d) A tangible social justice which crystallises within a faithful practice that guarantees human rights (all people and all their needs).
  - e) The availability of an adequate number of qualified professional staff, selected on the basis of equal opportunities, with the existence of a solid and sound performance management process (PMP).
  - f) The existence of supporting factors such as an integrated macro and micro strategic direction (namely: vision, mission, strategic objectives and values, as well as principals stemming from and consistent with the comprehensive vision, non-arbitrary both in terms of formulation and implementation, free and honest media and strict practical monitoring and accountability).

This is to avoid being an example, among others, of most researchers of today, whose aim is to verify the existing theories and not generate new ones. These researchers tend to gain a limited knowledge of the existing noble theories rather than getting a chance to explore and uncover new areas. Most theories are not derived from the data themselves, but are stemmed from past studies and knowledge (Faculty.babson.edu, 2016).

Finally, based on the theoretical outcomes above, an interim model to reform the public sector performance in Bahrain has been proposed: Interactive Complex Intervention Model (ICIM) –

see Fig. Ghani 4/2016 below – considering that it has been superseded by the final adopted ICIM (i.e. Fig. Ghani 5/2016) as a result of the revising this chapter by chapter six below (Revising the Model Framework):

Improving Public Sector Performance (IPSP) - Bahrain Context (Superseded by Ghani 5/2016 )

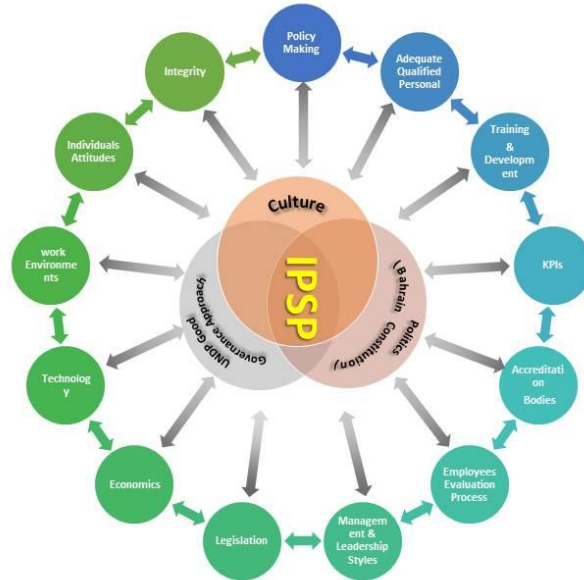


Fig. 4 Interactive Complex Intervention Model (ICIM) - (Ghani 4/2016 superseded by Ghani 5/2016)

# CHAPTER FOUR: RESEARCH METHODOLOGY

## (DATA THEORY)

### 4.1 Introduction

The purpose of the ICIM developed in the previous chapter is to promote and develop high standards of professional skills, abilities, and integrity among all those engaged parties to reform the governmental performance through effective policies derived from the framework of laws, rules, and regulations. The most compelling evidence comes in line with Kim's argument (2011) that "Performance is a topic that is a popular catch-cry and performance management has become a new organizational ideology." Brown (2005) regards the performance management holistically as an appraisal rather than as a performance. For him, performance management is not limited to the results and the pay, but it includes the development of the employees, introducing several reasons that organisations consider for adopting the performance management as follows:

1. To provide information on organisational effectiveness;
2. To provide information on employees' effectiveness;
3. To improve the organisational effectiveness;
4. To improve the employees' effectiveness;
5. To provide information on organisational efficiency;
6. To provide information on employees' efficiency;
7. To improve the organisational efficiency;
8. To improve the employees' efficiency;
9. To focus the employees' attention on areas deemed to be of greatest priority;
10. To improve the employees' levels of motivation;
11. To link employees' pay with the perceptions of their performance;
12. To improve the quality of the employees' training and development;
13. To raise the levels of employee accountability;
14. To align the employees' objectives with those of the organisation as a whole;



15. To improve the customer service;
16. To facilitate the implementation of an organisation's mission and/or strategy; and
17. To act as a lever of change in developing a more performance-oriented culture

Paying the due attention to the targeted contexts, where Bahrain exemplifies and influences, among the objectives of GCC is to verbalise similar laws, including legislative and administrative affairs and affairs related to the culture, the society, and the health between all countries (Secretariat General of the Gulf Cooperation Council, 2017).

As a matter of fact, this research does not pay special attention to the reform in the governmental entities performance from an organisational and/or individual performance effectiveness measurements point of view, without overlooking the interacting forces and factors; where such issues are recommended for the next researches to achieve more inclusive, integrated, and improved results, as the main prerequisite and access is achieved through the course of this study, despite the indispensable need to perceive and define the interdependencies that fundamentally affect the government's performances. For further information, refer to the works by Herrera-Restrepo et al. (2016). Bianchi (2010) cites Rosenbloom et al. (2009) and expressively explains "Their decisions must always comply with such framework, although diverging from them could imply the achievement of better performance level – e.g. in terms of efficiency and effectiveness".

Sequentially, this chapter (Research Methodology), through an appropriate scientific methodology – considering, in addition to the *domain* of this thesis, i.e. the public health sector, the aim and objectives, such as promoting good practice and providing services for the benefit of the contextual community – clearly aims to design a practical guidance for implementers and, ultimately, to develop a comprehensive, effective, and easily applicable approach. The prospective, theory-driven process that this thesis undertakes makes effective use of the engagement of culture (ideology) and political system so as to achieve the model that is considered to be a threshold for improving the governmental performance in the context of Bahrain; a model that is founded on the teachings of Islam and the characteristics of what is internationally known as the UN good governance approach. By way of the implementation of these models, this thesis develops a perceptive, sustainable, and scalable model that aims to

reform the governmental performance with the help of – with respect to public health services this study aims to improve – the following qualitative methodologies: the classic Grounded Theory (GT) and the pioneering Normalisation Process Theory (NPT). In their work with respect to these theories, Glaser and Strauss (1967) argue that “much of current researches primarily consist of the verification of the theories that are already in existence or the development of new theories based on logical deduction rather than from the data obtained from self-conducted experiments” (Faculty.babson.edu, 2016).

To gain a quantitative insight, a closed-ended questionnaire has been distributed anonymously and randomly, along with the conduction of interviews and the recording of the observations of the participants (implying self-reflection). Taking into consideration both the outcomes of the research and the below-mentioned topics that are relevant to the aims and objectives of the said research, in which to the questions were aimed at deriving the real life experiences in the field health professionalism, law making, and high level executive practice. Those experiences are not only highly relevant to the study, but they also contribute substantially to it. Additionally, technology was utilised to conduct and record the questionnaire and interviews while ensuring that Brunel’s ethical rules were being adhered to, such as an on-line user-friendly link that secured privacy flexibility and precision, in time, moreover, it was easy for participants to reach, quick to analyse through graph. Additionally, were carried out on-line, recorded and retrieved through software, and finally, the process was computerised controlled.

The researcher took precautions to ensure that the opinions of the interviewees were their own and not influenced by any outside factors, including the researcher himself.

No false promises were made to the participants, who were encouraged to volunteer for the experiment with the full knowledge of their right and freedom to withdraw from the same at any time, to refuse to provide any information that they were uncomfortable about, and to ask for further clarifications about the concerned study. Moreover, they were also informed that they were sincerely invited to add value to this research, the topic of which has been approved at the level of ethics by the Ethical Approval Committee at the Brunel University, London.

## **4.2 Terms**

The following terms were derived from several sources that discuss the relevant topics, and they have been referenced below.

### **Efficiency and Effectiveness**

Both of these are management terms. Efficacy refers to aspects of a process such as cost, executing the procedures in place in a right manner, getting the maximum outputs, outcomes, and impacts that are generated from minimum inputs (such as funds, expertise, time, and the like), whereas effectiveness refers to the final results and undertaking the right procedures that are constantly measured to evaluate whether the actual output meets the desired output.

While there are several concepts in place to assess organisational performance efficiency, not all of them are valid enough to be applied on government-oriented entities, as it is not proper to financially compare between the private sector and the non-profit sector due to differences in their orientation towards economic performance.

### **Efficacy and Cost-Effectiveness**

Efficacy, in conflict with the efficiency above, can be identified as the extent to which the goals are met in terms of the intended quality and the ability to achieve the planned objectives, without taking into account the allocated resources. While cost-effectiveness is regarded as the results achieved or the ones are expected to be achieved, at the minimum cost. In comparison to what it would cost if the alternatives were implemented instead. To maintain such result and goals, a programme must be run following the alternative that costs the least.

### **Governance, Good Governance and Relevant Approaches**

Governance, as a multidisciplinary field, literally pertains to government, rule, and leadership; in general it is referred to an agreed way through which a political authority manages a country's people and its natural and economical resources to achieve the objectives that would beget the good of its people, keeping into consideration the citizens' rights and obligations. While the term "governance" is a function of the government, this term, from an organisational point of view, means to control or manage.

The concept of good governance approach was developed by the World Bank more than 25 years ago, during the time of unprecedented political changes, such as the collapse of the erstwhile Soviet Union. It lays vital focus on the governing system and the inclusive performance of the states, taking into special consideration to factors such as accountability, responsiveness, transparency, rule of law, equity and inclusiveness, consensus-seeking, participation, efficiency, and effectiveness. More attention is given to human rights, participation, and fight against corruption as compared to economic issues. Explicitly, these directives are aimed at constitutional reforms and increasing the efficacy of the governmental performance. Briefly, the concept of good governance is a sum total of efficient governmental services, a reliable judicial system, and an accountable administrative exercise to the people. It is a joint responsibility at the national and the international levels.

Consistent with the features of good governance, the governance approach suggested by Imam Ali Ibn Abi Talib (Malik Ashtar) ideologically and politically embraces several practical indicators, promoting values for good governing practice that fulfil the workable mutual role and characteristics of the rulers and the ruled, such as participation, quality of rule, a rule that adheres to the law, transparency, fight against corruption, and the absence of discrimination, in which they provide a governmental performance with proficiency, efficiency and effectiveness (efficacy) and, therefore, are successful in maintaining political stability.

Finally, with respect to the Islamic doctrine, there is consensus among all Islamic groups and sects on the necessity of a good governor.

### **Stakeholders (Partners)**

Politically, the term “stakeholders”, legal terms, includes all respective parties and individuals that have and a role and/or impact on the decision-making process and act as partners involved, such as governing bodies (states), political parties, citizens, regional and international entities and countries, and the like.

### **Culture**

There several disagreements about the definition of the term culture; the term is generally defined as a collective term for individual norms, lifestyles, conventions, beliefs and customs,

attitudes, and values that are an integral part of a society and that are difficult to change. In political terms, culture is the political ideology, national ethos and spirit, values, mutual relationships between the citizens and the governing entities, the regional and international relationships of the states and the respective international organisations, the system of governance, and the role of people in the decision making process.

### **Religion**

Religion can be identified as a doctrine that encompasses concepts like divinity, faith, and belief that motivates people to worship and exercise specific devotions as an obedience to God. Religion has an influencing role on the lives of the people and is extended to the international affairs and political thoughts and state of affairs.

### **Politics**

Politics, which is also known as political science, is related to the principals and activities exercised by governing authorities and political parties concerning citizens and the relationships between states and the relevant local, regional, and international entities. Politics, as a branch of knowledge, encompasses the states' constitutions, power, the governmental structures of countries and their political systems and principles from which most policies, plans, and rules are derived.

### **Law-making Process**

This term is interchangeable with legislation process, in which it is constitutionally a part of the duty of the parliamentarians, the cabinets, the provincial and local governments, and other legislative parties depending upon the political system of the state that undertake the process. The law-making process includes formulating a new, general framework of regulations and rules making amendments to the existing ones. Additionally, the parliaments also approve international treaties, alliances, and conventions that are formed in their tenure.

There are specific procedures and rules that have to be followed from the stage of the proposal of the laws or regulations to their final approval. This is followed by the publishing of these approved regulations in the Official Gazette. These laws then lead to the enactment of plans,

policies, rules, and guidelines for efficient governmental performance of the countries. Legislation process ultimately orients the outcomes and impacts, i.e., the efficiency, the efficacy, and the effectiveness of the governmental performances. Additionally, law-making process also work on the rights, obligations and, responsibilities of all concerned parties and stakeholders, not to mention the relationships stated above under “politics”.

### **Policy Setting**

This term refers to the actions that executive institutions take to achieve the objectives that they have set for the betterment of the welfare of citizens and also for the improvements in and reforms of the governmental performance in terms of effectiveness and efficiency, enhancing the quality of life of the citizens and solving their problems.

### **Complex Interventions**

The word “complex” has several cognitions both as a noun and an adjective, such as many different multifaceted but connected fragments – apart from the level of interaction and retaliation with each other – out of which it is the most reason relevant to this study and to the concept of “interventions” the process in which actions and workable thoughts purposely adopted to achieve specific objective(s), where many social subjects utilise such perspectives to develop new practical models and insights. Usually, “complex interventions” target the improvement of the organisational performance at the micro level, however, it is based on the democratic political system that is commonplace in the developed world.

### **The Research Interactive Complex Intervention and Its Components**

In contrast to the concept of complex interventions, the research, in line with the targeted context, sights the macro level as a main prerequisite and an access to reform the organisations at the micro level. The study employs two contextual components, namely, the sociocultural force (ideology as a culture) and political the system and, in addition, the UNDP and World Bank Good Governance Approach.

## **Interactive Complex Intervention Model (ICIM)**

The research developed an **interactive** complex intervention model (ICIM) aimed at reforming the governmental (public sectors) performances of the developing world in the Islamic contexts. The model adopts three acceptable components that collaboratively “synergise” to provide an **effective general legal framework** that offers a rare integration of vision and pragmatism, i.e., the sociocultural force (ideology as a culture) and the political system in addition to the UNDP and World Bank Good Governance Approach, utilising the common features between those components, whereby the ICIM satisfies all attitudes and aptitudes of the people. Expressively, the good governance approach recommended by the UN consists of eight fundamentals of governing management and public administration that are entirely consistent with the local culture of citizens, which is influenced by the teachings of Islam, and which is clearly stated in the constitution as a main source of legislative process.

For more details, please refer to the works by World Bank (2017); Difference Between (2017); Tiemann, Schreyögg and Busse (2012); Huang, Smilowitz and Balcik (2012); Herrera-Restrepo et al. (2016); Sgroi et al. (2014); Maldonado (2010); Weiss (2000); Caluser and Salagean (2007); Simms (2008); Wyman (2001); Jamshidi and Safari (2016); Cyrus (2015); Encyclopedia.com (2008); Mavani (2013); Ferrara (2015); Google.de (2017); Oxford Dictionaries | English (2017); Größler (2010); Sabinetlaw.co.za (2017); May et al. (2007); May (2006); Al-Islam.org (2017).

### **4.3 Complex Interventions Models: Main Features and Characteristics**

This topic is focused on establishing the inevitable link between the preceding and the subsequent chapters of this study, whereby the characters and components of the reforming model sought have been categorised, and therefore, been investigated at the practical level.

The vital purpose behind this topic is to evaluate the implementation of ICIM with respect to the outcomes and impacts (in terms of efficiency and efficacy), i.e., the **Normalisation Process**, considering all relevant factors and issues by which the model becomes effectively adopted and converted into daily routine practices.

Generally, complex interventions are initiatives defined as deliberately initiated attempts aimed at creating new or modifying the existing kinds of practices and actions in a specific context. All complex intervention models have both common as well as specific characteristics. It is important to clarify, at the outset, that while most of such models orient the workability and implementation on a micro level basis, this research model specifically targets the macro level. As it has been clearly stated earlier, the reason for this difference is that all or most of them are designed to meet the nature of the models that are applicable to the developed world and/or democratic contexts, in the case of which, compared with the developing countries, the ground to immediately address the micro level is maintained. Nevertheless, this study starts with the macro level as a main **prerequisite** and access to reform the performance of the governmental originations at the micro level with the help of common and specific performance indicators being investigated via the following tools.

May et al. (2007) describe the NPM as a conceptual tool utilised to evacuate the factors that affect the implementation processes of complex interventions, concentrating instead on the ways of implementation of complex interventions that are influenced by hindrances of workability and integration.

#### **4.4 Research Interactive Complex Intervention Components (ICICs)**

Realising the influencing and interdependent role of both culture and politics – with full coherence of the effective UNDP Good Governance approach at the same time – on the public sector performance is essential to evaluate and enhance the current reality of the governmental entities performance and ultimately develop an applicable, suitable model sought that can be effectively implemented and normalised into the routine practice of the public sector, particularly in the context of Bahrain, and consequentially in similar contexts, when tested and proved effective in minimising the problematic gap between theory and practice. As a result, there are three components that act together: independently (culture), semi-dependently (politics), and the UNDP Good Governance Approach.

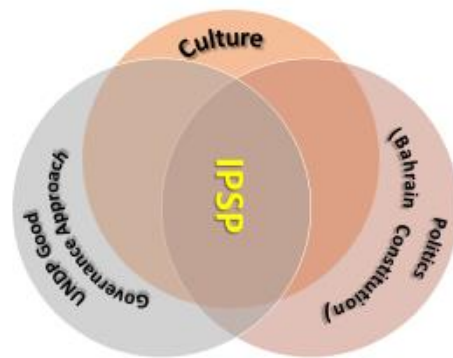
While the first two are originate from within the internal context, the last is insightfully derived from international entities. This to ensure that the interventions that are being developed and evaluated can provide definitive assessment and improvement of efficacy and



effectiveness and can, therefore, be effectively implemented. Moreover, the Interactive Complex Intervention Model (ICIM) satisfies common and opposed attitudes and perspectives with respect to the cultural and political directions and loyalties of the local context. Adopting this approach leads to the development of a practically integrated, shared, strategic vision towards the achievement of the aim of this study, i.e., improving the governmental performance in the context of Bahrain.

The questions that are a part of the closed-end questionnaire and the interviews have been formulated keeping in mind the components of the Interactive Complex Intervention Model (ICIM) mentioned above.

How do sociocultural and political forces play their essentially axial role in improving the public sector performance in Bahrain?



**Fig. 4: Key Combined Components of Interactive Complex Intervention (ICIC) Approach**  
Improving Public Sector Performance – Bahrain (Ghani, 2016)

#### 4.5 Justification of Research Tools Utilised

According to Neergaard et al. (2009), “the qualitative research approach in health research is limited and is often criticised as less firmness, while it can be properly used to provide useful data through use of mixed method study such as, assessments and questionnaires, even small size samples - see as well, (Patton, 1990) - or in relation to small independent research projects.” However, Moorthi (2016) argues that the accuracy of the physical and social sciences

are distinctly varied. It is important to mark that Bender and Ewbank (1994) quote Steckler et al. (1992), who expresses the view that “the strength of qualitative methods are that they generate rich, detailed, valid process data that usually leave the study participants’ perspectives intact.”

While MacFarlane and O'Reilly-de Brun (2011) employ the WH-interrogation questions to induce data and theories in general, Neergaard et al. (2009) restrict those questions to three that come in handy while using a qualitative research method, justifying that qualitative research is well-suited for why, how, and what questions related to the behaviour, motives, views, and barriers pertaining to humans. So, as it is mainly an inductive approach, qualitative research is the suitable approach for identifying the problem, generating hypotheses, and development of the form and the concept.

Based on the above deductions and considering following topics – the use of NPM and interviews requires a pragmatic approach philosophy and a focus on implementations, see for instance MacFarlane and O'Reilly-de Brun (2011) and Neergaard et al. (2009) – the research design utilises a combination of the following main tools: an anonymous, closed-ended questionnaire, interview(s), and the observations of the participants (and their self-reflection).

These topics will be elaborated further in the next section, i.e., 4.6 Justification of Methodological Approach.

#### **4.5.1 Closed-Ended Questionnaire**

The inceptive data collecting tool is an anonymous tool that does not recode any personal information or data of the participants. It is a closed-ended questionnaire that consists of three parts: first, an appropriate informative overview that clarifies in brief the current reality of the governmental entities performance worldwide, including the initiatives of developed world. It then focuses on the Bahrain context using the health services as an example, the aim of the research, the Interactive Complex Intervention Approach (ICIC: culture, politics and UNDP Good Governance Approach). This focus seeks to develop a practicable, tested model to enhance the public sector performance of the governments in the concerned context; second,

the participants' personal data, such as age, work experience, and the like; and third, the core questions that are derived after a study of the research outcomes.

The questionnaire is subject to some very restricted criteria to maintain the quality that are mentioned below:

The age of both the sexes recruited must not be less 30 years. They should possess a minimum experience of 5 years, they must be working in or have retired from service in any of the governmental entities, preferably the health services. These criteria limit the number of targeted participants to about 50–100 (Note: the number of all workers in the entire public sector and the governmental entities is about 120,000, whereas the total citizens are about 600,000 in number). There are several reasons that have motivated the researcher to adopt the above criteria; first, to remain consistent with the nature of the qualitative approaches that focus on “quality” rather than “quantity”, as such criteria provide real, mature, reliable, practical, and in-depth information based on solid experience and the ability of evaluation from within, upon which the researches competently build.

To demonstrate further, these criteria aim at achieving a deep understanding of how people think about the research topics, and not just how they view them. Such complex and sensitive topics can be investigated with the help of qualitative research (Socialresearchmethods.net, 2017).

### **Grounds for Using the Closed-Ended Questionnaire**

- Provides precise information from the respondents in the minimum time possible (the questions have been sent formerly)
- The answers are direct and to-the point
- The answers are much easy to access, compare, and rate
- No or less confusion and scattering
- It helps the respondents to understand the themes and insights better
- The respondents do not need to furnish unique or unanticipated answers, but rather, they only have to choose from a list of pre-selected options (Peter and Justus, 2016); (Moorthi, 2016); (Griffith, 1999); (Expert Program Management, 2017).

## **4.5.2 Interviews**

Indeed, the most commonly operational source of data in qualitative researches are interviews; they are the most open-ended and less structured; the outcome from interviews ranges from person-to-person, which is most advantageous. This study also conducts group interviews on focus groups (meeting interviews) that have a different name but are less formal. Structurally, they range between a high style of predetermined questions to a more open-ended, conversational format (Neergaard et al., 2009); (human-kinetics, 2016).

This widely used technique enables the researchers to gather a lot of information in one session, generate new hypotheses, clarify the interactions of perspectives, and validate the collective findings of their studies (Expert Program Management, 2017); (Bender and Ewbank, 1994).

### **Interview Considerations**

Interviews range from the highly structured style, in which questions are determined before the interview, to the open-ended, conversational format. In qualitative research, the highly structured format is primarily used to gather socio-demographic information. For most part, however, interviews are more open-ended and less structured. In order to utilise the interview technique to the fullest, the researcher has to consider narrowing the expanse of the topic that is being examined. Being interested in the topic that is being dealt with by the investigators and respondents, the interviewees feel free to ask and interact with their fellow participants rather than with the interviewer (Ibid).

### **Advantages of Utilising the Interview Technique**

- It enables the researchers to generate new hypotheses, to explore intermediate variables as a means of explaining certain relationships found in survey data, or to validate findings gathered through other methods using triangulation for comparison of different perspectives.
- There is a limited number of people.
- Interviews facilitate immediate responses and contribute in minimising the time taken to conduct the study.

- It helps in stimulating the participants to reveal deep information, which may, in turn, stimulate the individuals to rethink their own views.
- Interviews enable the researcher to control the quality of the interviews; there is also the possibility to clarify the questions to get more accurate answers and insights.
- Researchers can also ask for the clarification of answers from the participants and eliminate ambiguities, if any.
- There is flexibility for both the interviewers and the interviewees.
- More elaboration on the questions remains a possibility.
- By taking notes, all parties involved in the interview can easily enrich the outcomes and provide quality, as participants tend to check and balance one another out, which can serve to control false or extreme views on their part.
- Interviews are more informative, reliable, credible, integral, deeper, and they enable broader perspectives.
- In the interview, the researcher does not try to persuade the group to reach a consensus.
- Interviews give more freedom to the participants.  
(Neergaard et al., 2009); (Moorthi, 2016); (Bender and Ewbank, 1994); (human-kinetics, 2016).

### **The Predetermined Commencing Topics of the Interviews**

The questions have been generated such that they are relevant to the research aim and objectives and the questionnaire perspectives, in which they rotate around the following topics:

- Formal and informal policies that are practical. Both local and international levels are considered.
- Contextual integration: What are the formal and informal policies, operating at both local and national levels, which might influence the public sector performance?
- With respect to adopting new measures to improve the governmental entities (public sector) performance; what is the capacity and what is the expected resistance – if any – in terms of implantation (normalisation process)?

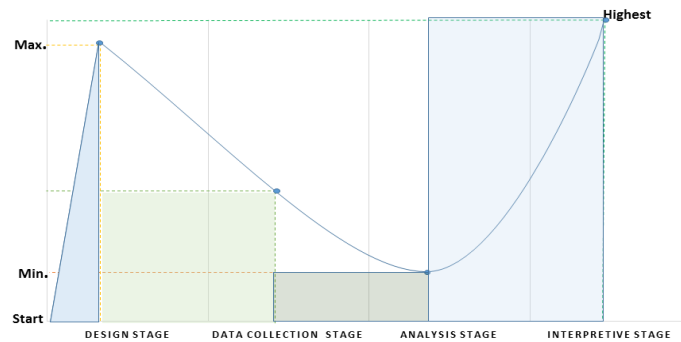
- Skill set workability: Who needs to do what to convert new insights into routine practice, and are these implementation tasks compatible with the existing rules and regulations of people (constitution), the culture, their work environment, skills, KPIs and professional identity?
- Interactional workability: Is there clarity regarding the appropriate roles and behaviour? Is each employee, with respect to his performance, (among executives, at least) aware, from the beginning of each year, of his/her own agreed objectives that are to be achieved?
- What is the role that the CSB plays in improving the public sector performance?
- How is the relationship between the governmental entity (the targeted example here is the MoH) and the CSB? Is there any immediate interaction between all respective governmental parties involved?

#### **4.5.3 IQA through Participants' Observation**

The aim of the interviews is to discuss in depth where the public sector performance stands at the moment and what is needed to normalise the insights into the routine practice. This is also one of the main points of the Normalisation Process Theory/Model (NPT/M) which either releases new insights or trims those derived from the original research. This is to clarify the nature of the qualitative methodology and the relevant approaches that the research used.

According to, and building on, Smith's views (2005), the Interactive Qualitative Approach (IQA) is described as a process in which the "researcher's engagement is highest at the beginning (design), decreases during data collection, is at a relative minimum during the process of the analysis (which is largely protocol or rule driven), and increases again at the stage of interpretation." The utilisation of the IQA possesses several advantages; for instance, concepts that are contributed by a group of specialists and experts would automatically trim the original insights and develop novel ones that were not presented in the researcher's initial work. Similarly, at the stage of the processing of the data collection and an analysis of the protocols, IQA "reduces erosion of original data by researcher "tracks" and enhances the ability of replication by other researchers" (Ibid).

### Interactive Qualitative Approach – IQA Researcher’s Engagement Level



*Improving Public Sector Performance – Fig. 2 Ghani 2016 - Derived from view of (Smith, 2005)*

This is in sync with the above explained Grounded Theory (GT) and Normalisation Process Theory/Model (NPT/M). Hence, respective personnel have been interviewed, considering the outcomes of the questionnaire, and other new questions (refer to Appendix B), and the interrogating questions stated in following chapter– which have been formulated on the basis of the responses received from the first questionnaire; this is to practice their role in evaluating the aspects being tested of the model sought to improve the public sector performance in the context of Bahrain context, as an example of the Islamic contexts. They were of the following respects: human resources specialisation and professions, medical consultants, patients and executives. Let us bear in mind that more details will be explained in the following topics.

In fact, the interview above explicitly and indirectly comprises another two qualitative research tools: the participant’s observation and self-reflection, that has enriched the ethnography of the research, as participant observation is commonly used as an ethnographic approach as a part of field research. The ethnographer practically, at the core of the culture, actively participates and records extensive field notes. As mentioned in the Grounded Theory, there is no pre-set limit of what will be observed and no real ending point in an ethnographic study (Socialresearchmethods.net, 2006). Importantly, participant observation is one of the most common demanding methods in qualitative data collection that utilises an experience of months or years of intensive core work (Ibid).

#### **4.6 Justification of the Methodological Approach**

Having said the above, based on the research question and outcomes of the work progressed, it has been decided that the research methodology used in this research will be the qualitative method. This is primarily because, according to many previous studies in general, the qualitative approach is used when there is a need to get in-depth information, where the ability to measure is unsure. Additionally, it focuses on the existing phenomena and issues rather than trying to deduce the “how many”. It is a range of informative and expressive techniques that might be useful in decoding and will be especially rewarding in the context of the social, psychological, cultural, and interpretive studies for utilising impartial and realistic approaches. When associated to this study, it copes with the qualitative method – the non-positivist perspective that assumes that the world cannot be generalised about – as there is no specific model that is available for universal use, where it will help to identify and understand patterns while processing the research data gathered.

Moreover, studies have revealed that the qualitative method is comprehensive, realistic, and multi-disciplined in focus, though some researchers argue that precision in control of variables and behaviour measurement cannot be achieved.

The research conducted for this thesis focuses on the role of cultural and political factors in improving public sector performance that is well associated with the human behaviour practised in response to regular life. This is in line with the view that when the research subject is in relation to the human behavioural characteristics, a qualitative method is definitely utilised.

Secondly, with respect to the health services researches in particular; there is a growing trend to use the well-established qualitative method that was generated since emergence over time from a series of inductive qualitative studies called “The Normalisation Process Theory – NPT” (Mueller et al., 2004; Awortwi, 2010); Blakeman et al., 2010; Nystad, Spein and Ingstad, 2014) and Morden et al., 2015), which is characterized by highly inductive designs involving the use of the methods listed in the Grounded Theory that was formulated in 1967 (Glaser and Holton, 2004; Smith, 2005; May, 2006; Kamal, 2008; MacFarlane and O’Reilly-de Brun, 2011; Bargate, 2014).



Among the many different approaches of qualitative research, Strauss and Corbin (1998), in their view, through explanation and by quoting others, present the Grounded Theory (GT), which is derived from data that is systematically gathered and analysed through the research process, wherein data collection, analysis, and eventual theory share a close relationship with one another. This takes place as the researcher begins with an area of study and allows the theory to emerge from the data themselves. Theory derived from data is more likely to resemble the *reality* than theory derived by putting together a series of concepts based on experience or derived solely through speculation (how one thinks things ought to work). Since these are drawn from data, the GTs are more likely to reflect the real insights, enhance understanding, and provide a meaningful guide for taking actions. Researchers are essential elements in terms of grounding concepts, while data are the main feature of this method. Qualitative evaluation implements both critical and creative thinking i.e., both the science and the art of analysis. For more information, refer to the work of Neergaard et al. (2009).

Markedly, Normalizationprocess.org, (2016) identifies the NPT as the toolkit of sociology utilised to understand implementation dynamics, embedding and integrating some new technology or complex interventions. Additionally, healthcare innovation researches need not extend their focus to performing process evaluations to understand how these effects occur, and not be restricted only to the outcomes of the innovations, measuring their impact, and exploring their effects. Identifying and adopting a new way of organizing professional work is only the start. Policy-makers, managers, professionals, patients, as well as researchers and evaluators all face two important problems as they try to get innovations into practice. First, is the implementation process of new ways to think, act, and organize within health care. Second, stress on the structural problems; integrating new systems of practice into existing organizational and professional settings, to understand implementation and integration, there is a need to focus on the dynamic processes that lead to innovations becoming embedded in daily routine practices. NPT is an explanatory model that helps managers, clinicians and researchers understand these processes (Ibid).

As an illustration, the Grounded Theory is either processed as a well-codified set of propositions or through a running theoretical discussion, utilising conceptual categories and their properties, where the latter form is preferred as it is regularly easier to follow and tends

not to freeze the theory in a set of intentions or suggestions (Faculty.babson.edu, 2016). Comparative analysis can generate two types of theories, Substantive and Formal. Substantive theory is developed for a specific area of inquiry such as patient care, professional education, etc., while Formal theory is used for a conceptual area of inquiry such as stigma, deviant behaviour, formal organization, socialization, reward systems, etc.

Usually, one must start with generating substantive theory that stemmed from data, then leave the formal theory or revisions to the existing formal theory that emerges empirically from substantive theory rather than through proposing the use of logic to deduce substantive theory from formal theory. A large number of studies generate substantive theory, and ultimately generate and improve formal theory (Ibid). Notably, qualitative reviews concentrate deeply on relatively small samples, even single cases for instance, selected purposefully, allowing the practice to logically and powerfully emerge through the formation-rich cases for study in depth (Patton, 1990).

Furthermore, the *Creative Thinking* researchers should do the following: (a) consider multiple potentials; (b) generate a list of options; (c) explore various possibilities prior to opt any one; (d) utilise all means of expression and metaphors to stimulate thinking (e) manoeuvre around the themes so as to inspire fresh perspectives; (f) have different and unusual ways of thinking and working, again, to get a fresh perspective; (g) rely on the process without hindering the progress; (h) elaborate on work and put sufficient energy and effort; and finally, (i) enjoy the research process. Bearing this in mind, and in line with Smith's (2005) view with respect to the Interactive Qualitative Approach (IQA), Strauss and Corbin (1998) demonstrate that the analysis is the interaction of researchers with the data. Creative researchers properly categorise, stimulatingly question, effectively compare in order to extract innovative, integrated, and realistic schemes from large amounts of raw data. It is to weigh the creativity that a researcher strives for, when they are taken out from science through procedures of standardisation and comprehension. However, these procedures are utilised in creative and flexible way (Ibid).

#### 4.7 Research Problem

The research problem includes the following:

Despite international consensus among governments, management experts, academics, researchers, and the concerned international organisations on the need for reforming the performance of governmental entities, they all also agree that there is no specific model applicable for all countries of the world owing to the differences in cultures and political systems. Efforts must indeed be made to develop an effective governmental performance reformative model, which stems from and is consistent with the contextual sociocultural and political system forces, while at the same time benefits from the experiences and initiatives of the developed world and the approval of international organizations such as the UN to satisfy *Who needs what*, and to efficiently and effectively deliver a reform model for the deteriorating public performance.

#### 4.8 Research Question(s) following the Hypothesis

1. In the reality of the targeted context, and despite the mutual influence between culture (i.e., ideology/religion) and politics, especially in the Islamic context, it is culture which dominates politics and not the other way around. There is also no real conflict between the two, but a common ground through which they establish laws and legislations as a strategic framework of action at the basic level, from which the general policies drawn stem at the secondary level i.e., governmental entities.
2. The consequences of any political or administrative legislation that clashes with Islamic beliefs are not only confined to failure but also will have adverse effects since people will consider it as a confrontation with their present and future. To the best of the researcher's knowledge, this is the first study of its kind that addresses the **basis and roots** of the reform of government performance. It is a brave attempt to create a model that links ideology and politics to the concept of good governance in a stubborn and hard to reform context, which satisfies all intellectual and ideological inclinations in an open and tolerant manner through an effective general legal framework offering a rare integration of vision and pragmatism, which lays ground for the reform of governmental entities and the drawing of their policies in total harmony within the general strategic direction stemming from the sociocultural and

political system. Here, it must be pointed out that there is a need for subsequent researches that enhance the outcomes and impacts of this study. Such researches shall address the role of the factors influencing the public sector performance reform, each by itself. In the health field that this study focuses on, it is possible, for example, to study the impact of technology or training factors in enhancing the performance of governmental entities.

3. Contextual Culture has the necessary constituents to build an effective, cost-effective, and efficacious general legal framework, which forms the definitive strategic basis through which both legislative and executive authorities operate and from which thereafter, they branch out the drawing of effective policies and other performance reforming factors in all governmental entities. However, this culture has not been given its due systematic and practical attention.
4. Efficiency is maximized in governmental entities and activities when culture plays its ordinary and pivotal role as an independent force in synthesising the general comprehensive framework for the array of laws, rules, and values, where the inefficiency of public performance is a result of the fact that the process of drawing the policies with regard to each governmental entity is left only to the interpretation by its officials in the absence of the sociocultural force playing its actual role in building the general strategic direction that provides governmental entities with the basis and method for working consistently.
5. Senior officials committing themselves to the reform of government performance will be a strong enhancer for other employees and citizens to push forward an effective reformative process, in terms of quality, quantity, and speed (time).
6. Since the targeted context – Bahrain – is an example of developing countries and the Islamic World, it is assured that the ICIM is applicable in similar contexts to make the governments' performance more efficient, effective, and cost-effective.
7. Due to the unity in culture, characteristics, inclinations, and objectives of the GCC states, their common destiny and the enhancement of integration in various fields, the applicability of this study's outcomes shall be available, especially if the political will exists.

The aim of above hypotheses is to qualitatively test the workability of the research's initial theory by using questionnaires and executive interviews as data collection tools to reveal the current reality of the Bahrain's governmental performance, and evaluate the developed performance reforming model as sought.

In relation to the above, MacFarlane and O'Reilly-de Brun (2011) use the Normalisation Process Theory (NPT) to draw the Normalisation Process Model (NPM) by manipulating the relationships and effects of the impacting factors and issues in order to implement positive interventions.

Accordingly, using the research outcomes and utilising the GT and NPM in qualitative evaluation to explore where the performance of Bahrain public health sector is and what strategies need to be put in place. These reveal questions for a closed-ended questionnaire and topics for personal interview topics that are designed to equip the tools of research methodology i.e., uncovering significant data that are required to further build on it.

#### **4.9 Research Questions**

Based on the current reality and considering that Bahrain is an example of the developing world countries and Islamic context; *how and why* does reforming ICIM maximise the non-profit governmental performance's effectiveness, efficacy, and efficiency? And to what extent it can be promoted among similar non-diversified economic contexts?

It is important to point out the following:

1. Qualitative research facilitates generalisability of very detailed information. However, while this enables the researcher to specify the phenomena, the tiny details mislead the perspectives that may be generalisable.
2. The developing world, which Bahrain is a part of, lacks the foundation for public sector performance reform, that is, the Western-style democracy, for example, multiparty elections to participate in the process of decision-making, an independent judicial authority (lawyers, public prosecutors, and judges), accountability, transparency, and rule of law. Although the Islamic contexts in specific are more inspired to practice it, it is not within the remit of this research to study the reasons.

3. Among the eight ideals recommended by the good governance approach of UNDP and World Bank, six were specified by the Muslim Caliph, Imam Ali Ibn Abi Talib's epistle to his ruler Malik Ashtar (which is the longest document, even though there are many others containing relevant directives). The UNDP urged the Arab states in its Human Development Report of 2002 to adopt those instructions as a model for good governance where reform is sought.

#### **4.10 Closed-Ended Questionnaire – Questions**

The aim of this questionnaire is to evaluate the public sector performance in Bahrain, taking Health services as an example.

##### **Overview**

Scholars, specialists, researchers, respective governmental entities, and the UNDP agree on the need to improve the performance of the public sectors worldwide, including the developed countries such as USA and UK.

However, they disagree on the specific model that can be implemented and adopted in all contexts, because of the differences in the culture (mainly, the ideological beliefs and religion) and political systems, as they play the most significant role in making policies, rules and regulations as well as affecting on the other factors.

Most initiatives in this respect carried out by developed worlds are done so with the commitment of the highest officials, e.g. UK led by the Prime Minister (Tony Blair) and USA by the president deputy Al Gore.

There are many factors that affect the public sector performance being discussed in this research, where they are governed by the culture and political system.

A questionnaire of every restriction criteria has been prepared and distributed among the targeted segment of participants (for details refer to Appendix A). It considers the qualitative method in harmony with the qualitative research methodology opted.

Using stimulating questions, the questionnaire has been designed very strictly through the following conditions (criteria) of the first section i.e., the following participant personal data were a must to be eligible to participate:

- Minimum age: 30 years
- Minimum years of experience: five years
- Field of work: only governmental entities employees
- Area of work: health field, human resource affairs, and patients of long period of treatment (or companions for the same period)

In accordance with Murray et al. (2010), NPT accepts healthcare as a collective activity requiring collaborative interactions between general professionals, patients, and others. So, the following tools define three groups of individuals for the analysis, recruiting members from the public sector, preferably health field workers as such executives, consultants, nurses etc., HR specialists (limited to the public sector), and patients.

The above criteria protect the study not only from deviation and breach in the research's scientific route but also to achieve the maximum possible perfection of the outcome as they work at the centre of the context, whereby they are able to test, evaluate, and measure the impact of the influencing factors based on their direct experience of the phenomenon, not mere prediction or generation of new assumptions, where the first is "tangible" while the latter is problematic, which is unreliable at this stage of the research. Moreover, experience and maturity play a crucial role in testing the model sought to reform the governmental performance in reality.

After all, restricting the participants to be recruited to those who directly experienced the phenomenon, **tell the real story, and achieve a deep understanding**, is too distant from what any individual interviewees might tell, but it addresses the question of interest.

However, the above is supported by an introduction and explanation of the terms and aspects expecting that they might not be identified well by every participant.

This is to ensure the maturity and ability necessary to evaluate the current reality of the health public sector performance, with respect to the three components of the Interactive Complex

Intervention Approach (ICIA) (contextual Political system and culture, and the UNDP Good Governance Approach), that are derived from the role of the main drivers influencing the public sector performance – the cultural and political factors.

The outcome of the questionnaires, in addition to the literature review and conceptual framework outcomes, lays a foundation for the second tool of research methodology, whereby in consistence with the GT, where there is an interplay between the researcher and data emerging as a practice of the IQA, stated above (topic 4.3). This is because the first step of satisfying the main aim of this thesis is to provide practical insights for the public health services workers i.e., practicing policy makers and implementers; this is followed by the second step, which is to normalise the these insights in daily routine practice, also referred to as the NPM.

While the second step of synthesizing the sought model of improving the governmental entities' performance in Bahrain is entails the outcomes of the interview being elaborated on in the next topic, keeping in mind the theory driven NPM built on the GT.

#### **4.11 Researcher's Observations**

The researcher, being one of the involved observers who witnessed the public sector performance, used this opportunity to overtly observe the progress of the health service performance as an example of the services provided by the government, along with the discussions that took place therein. The researcher, keeping the research and questionnaire outcomes impartially in mind, used the interrogating questions with the interviewees as a stimulating creative thinking pace to generate the theory and test the sought model i.e., the GT, which is derived from data that are systematically gathered and analysed throughout the research process. Here, the data collection and analysis draw the theory to be standing in close relation to one another, and ultimately appear as the characters of improving the public sector performance model. Hence, it is the best interrogating tool that can be used to describe and assess the current reality of the public sector performance and reveal the ability to normalise the ascending insights into daily routine practices, and therefore enhance the sought reality. This is done to satisfy the adopted research approach of the NPM.



Enquiries on both critical and creative thinking were raised as mentioned above, and it was attempted to record answers for the following questions:

- How can public sector policy makers develop workable policies derived from the three Interactive Complex Intervention Components (ICIC)?
- To what extent can both the national council's elected and appointed chambers employ the ICIC to constitute constructive laws to improve the public sector performance?
- When and how the CSB play a practical role in improving the public sector performance?
- How would you evaluate the relationship between the CSB and governmental entities?
- What type of influences would the high-level executives have?
- Do you believe that there are practical policies enhancing the public sector performance?
- How would you assess the HRD programmes in impacting the public sector performance?
- Are there regular reviews of policies to enrich the public sector performance?

It is good to note that such questions and others came up during the process of data gathering and analysis while the researcher only observed them.

This was done to substantively achieve the aim of the research i.e., to develop a comprehensive and effective model to improve the public sector performance in Bahrain; through, as detailed above and adapted here, 'beginning to identify and adopt a new way of organizing professional work, to help the policy-makers, managers, professionals and patients, as well as researchers and evaluators all successfully facing the two major obstacles when trying to get innovations into practice: first is the *implementation* process of new ways of thinking, acting and organising in health care, secondly, the *Structural problems*: about the *integration* of new systems of practice into existing organizational and professional settings, ending that to understand implementation and integration, we need to focus on the dynamic processes that lead to innovations becoming embedded in everyday work as the Normalisation Process Theory is an explanatory model that helps managers, clinicians and researchers understand these processes' (Ibid).

Additionally, to understand the above stated insight ‘It is often better to begin with generating substantive theory from data and then let formal theory or revisions to existing formal theory emerge from substantive theory instead of using logic to deduce substantive theory from formal theory’ (Ibid).

#### **4.12 Limitations**

When the above-mentioned tools were used, some limitations and obstacles affected the research plan in the data collection process, among which are the following:

1. With respect to the general questionnaire, although distributing the them electronically was easier, there was a difficulty in getting quick responses and assuring full awareness and commitment, resulting in a delay in data readiness to collect and process as planned. Here, maintaining impartiality needs to keep away from practicing any of the impacts, particularly for those who have technology illiteracy and/or aversion.
2. Moreover, though the number of participants targeted was relatively small due to the criteria – age, specialisation, and nature of jobs, specific sector and years of experience – restricted the number of the participants and increased the time taken for the responses. As the researcher is required to adhere to non-aligning conformity and full impartiality, he has neither practiced any undue influence nor invited anyone to participate personally or by any other means. Fortunately, 46 responses were received, which are representative enough to work on.
3. The answers to the interviews were varied. Some gave very specific and to the point answers, while others did not. The researcher could not get in touch with one of the potential interviewees, who was a high-level policy-making executive, due to official procedures, despite several attempts to communicate with them. Hence, until the submission date the writer could not get his answers to the written questions in spite of the official agreement to participate with the CSB, whom they worked for.
4. The participants’ observation and self-reflection went smoothly without any problems as these tools were employed within the concerned topics in the interviews.

# **CHAPTER FIVE: DATA ANALYSIS AND PRELIMINARY FINDINGS**

## **5.1 Introduction**

Keeping in mind the main aim and objectives of the study, the research examines the outcomes of the questionnaire and interviews. This study comprises of two tools i.e., closed-ended questionnaires and interviews as described in the previous chapter. The latter employs the outcomes of the former in addition to the theoretical research outcomes. The following topics examine the real role of the ICIM's dominating components in improving the governmental performance in Bahrain, with respect to the culture, politics, and UNDP Good Governance Approach, as well as the impact of the rest factors.

## **5.2 Empirical Findings**

The main aim of this study is to develop a model to improve the governmental performance in Bahrain, as an example for the Islamic world contexts, using the three main components adopted by the ICIM namely, culture, politics and the UNDP Good Governance Approach. According to Moorthi (2016), the term empirical asserts that strong evidence resides behind any conclusion revealed from the analysis of data and information collected from real life experiences or observations. The initial findings of both tools are described below, starting with the closed-ended questionnaire.

### **5.2.1 Findings of the Closed-Ended Questionnaire:**

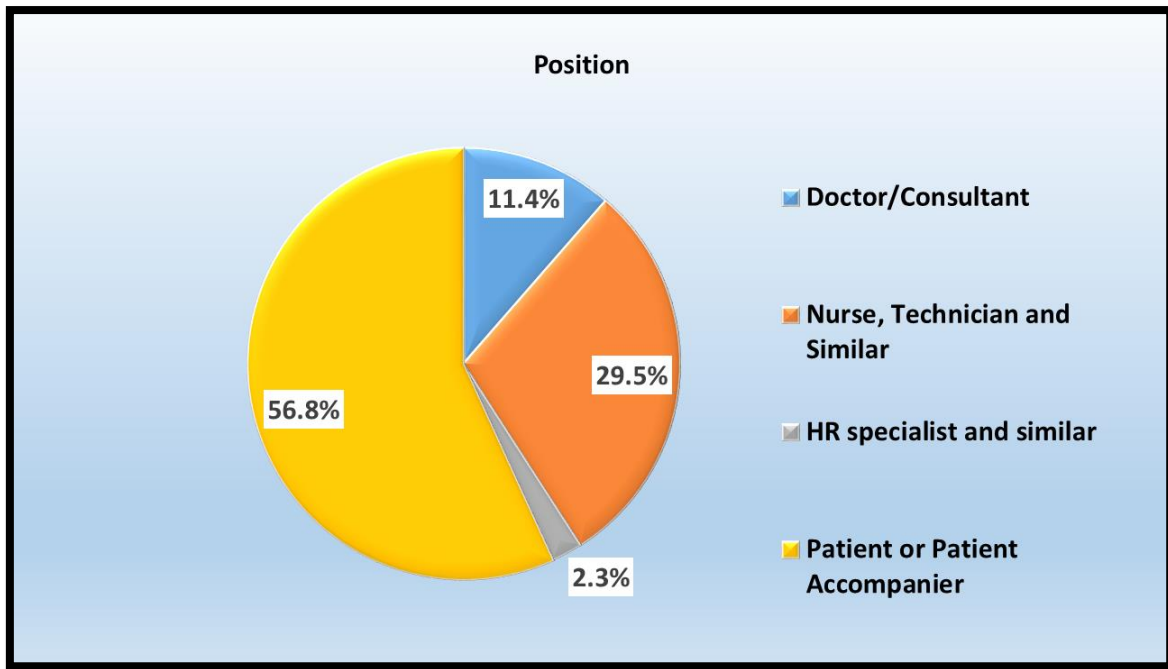
As discussed earlier, the methodology that the research uses will be based on the qualitative findings and is subdivided into a questionnaire, which received responses by 46 people, who either worked in the governmental hospitals in different levels, employees of the governmental entities particularly the health services, or were recipients of services (as patients or their accompaniers) from hospitals or health centres in Bahrain. The second part processes the interviews of real practices and experiences of various core activities of the public health sector:

medical consultant, head of primary health care, a member of the Legislative Council (a law-maker), and ex-minister of health. Hence, the research is enriched with real life experiences of Bahrain governmental health services with respect to decision making, setting policies, activities, responsibilities and efforts to operate the said field, which inevitably employ two more research tools, participant observations and self-reflection. To reiterate, this has enriched the research ethnography because participant observation mostly function as part of field research, immersed in the culture actively and record extensive field notes, whereas in the GT, the research area is open without restricted boundaries preventing researchers observation (Ibid).

The interviews were intentionally carried out after the participations had answered the questionnaires. The reason for this being to collate the questionnaire results with the research outcomes to form a base for the experts who were interviewed in order to investigate the ability to normalise the results (convert the theoretical insights into daily routine practice) for the public sector aiming at improving its performance.

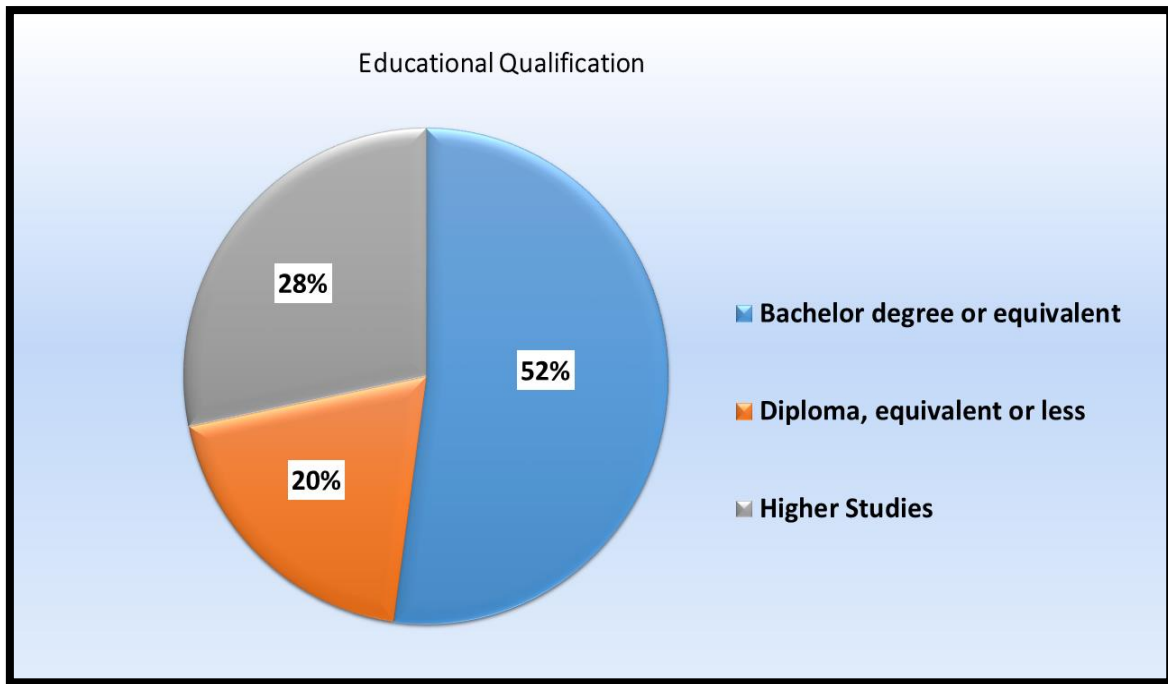
#### **Analysis of the Questionnaire Outcomes:**

The questionnaire was distributed online via the Monkey Survey website and it was directed randomly and anonymously to specific people who either worked as medical practitioners or were service recipients. 43.2% worked in the field and the other 56.8% were either patients or patient accompaniers, which is a good sample as they were almost equal in weight, and the data could be a truer reflection of the service from both an insider and outsider point of view (see figure 1).



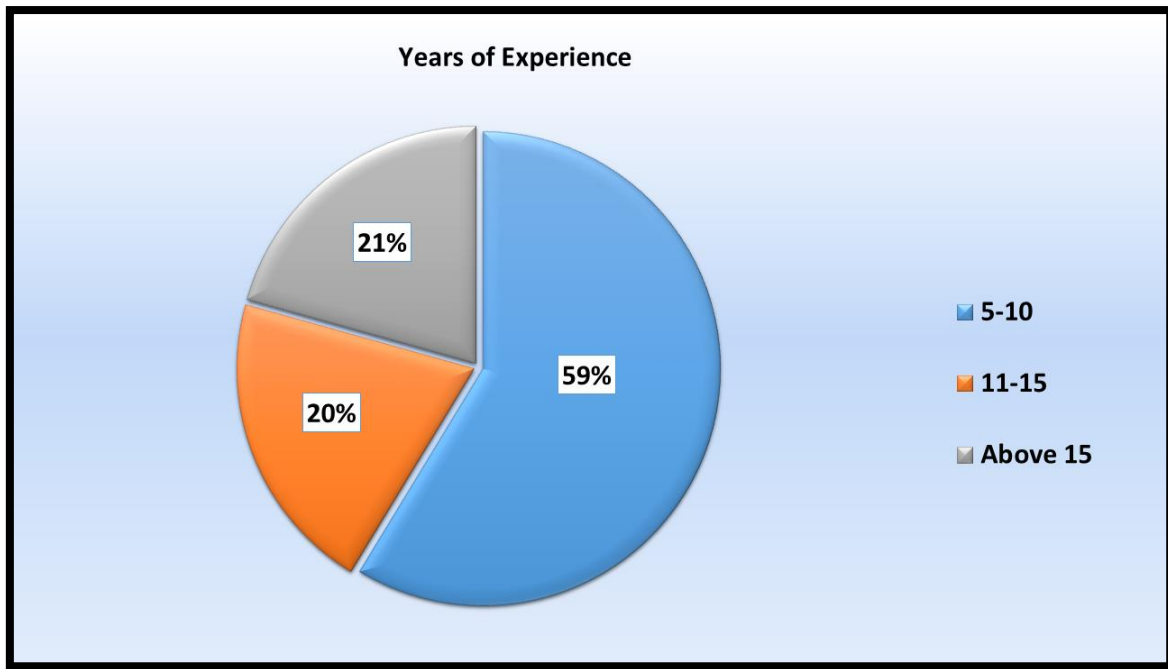
**Figure 1 – Personal Information Position**

This is further supported by the fact that all the participants in the study were educated and almost 80% held bachelor's degrees or had completed higher studies such as master's and PhD, which can be seen in figure 2, giving the study more validity and credibility.



**Figure 2 - Level of Education for the participant**

In the 3<sup>rd</sup> question, there has been an emphasis to ascertain the level of experience, which found that each of the participants has at least 5 years of experience. On the other hand, if the participant was a patient or an accompanier, there must be at least 5 years of receiving the health service, as this was a pre-condition to the questionnaire. Around 58% had between 5-10 years of experience and the rest around 42% had above 10 years of experience. Consequently, the participating sample had enough experience to enrich the research and was subjected to very predetermined areas involved in participation, that is of medical services before 10 years. This was also done to highlight the changes in the health field in Bahrain, so the research could reflect how the services were and compare it with the present levels.



**Figure 3 - Years of Experience**

In the 4<sup>th</sup> and 5<sup>th</sup> questions, the analysis was involved age and gender, which found that all participants were above the age of 30 years, most of them being between 30–35 years old (61.4%), while the second largest group consisted of people between the age of 36–40 and above 45 years old. With respect to gender, most were females, representing 75% of the selected group, which also reflected the reality that most health workers are women. See figure 4 and 5 respectively.

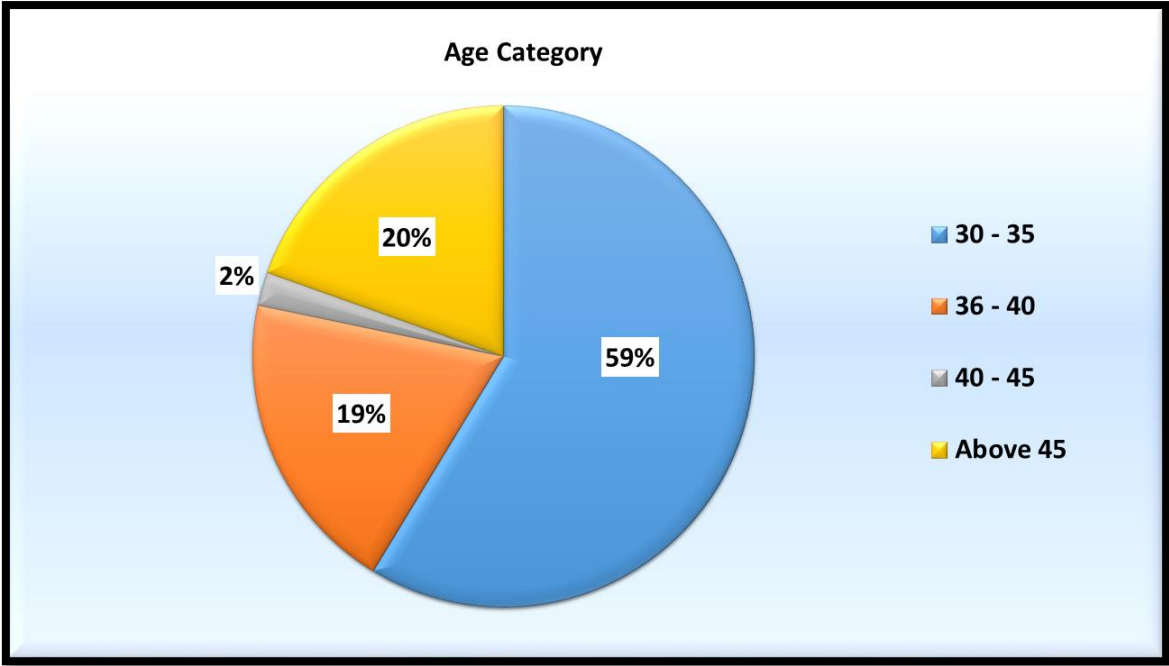


Figure 4 - The Age

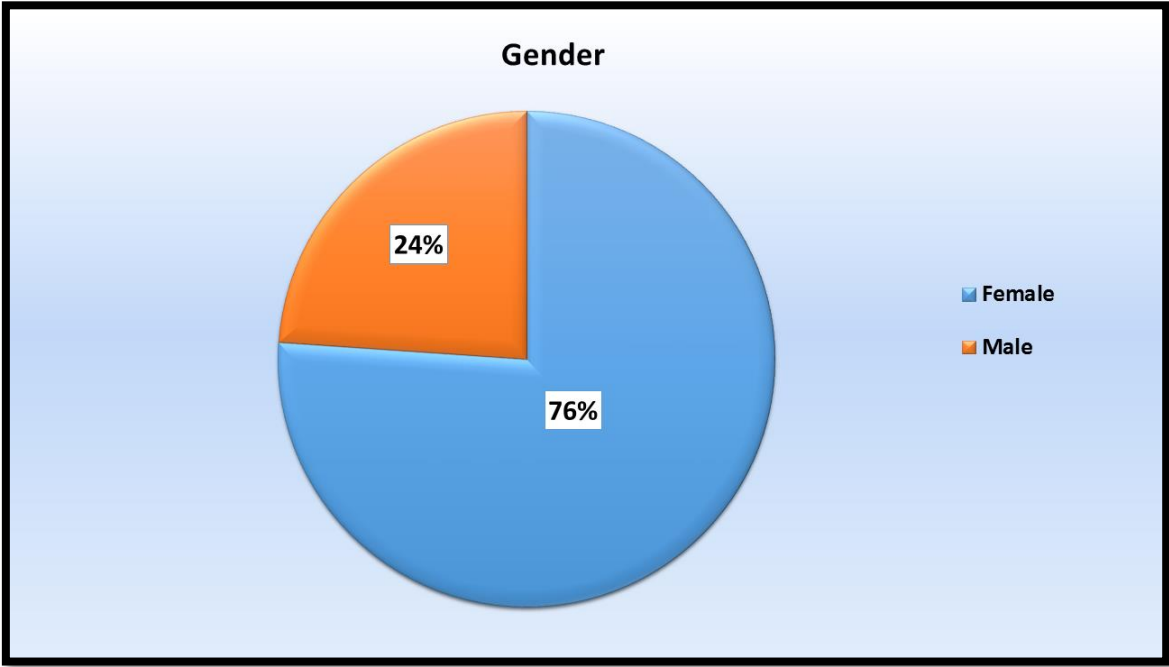


Figure 5 - the Gender / Sex

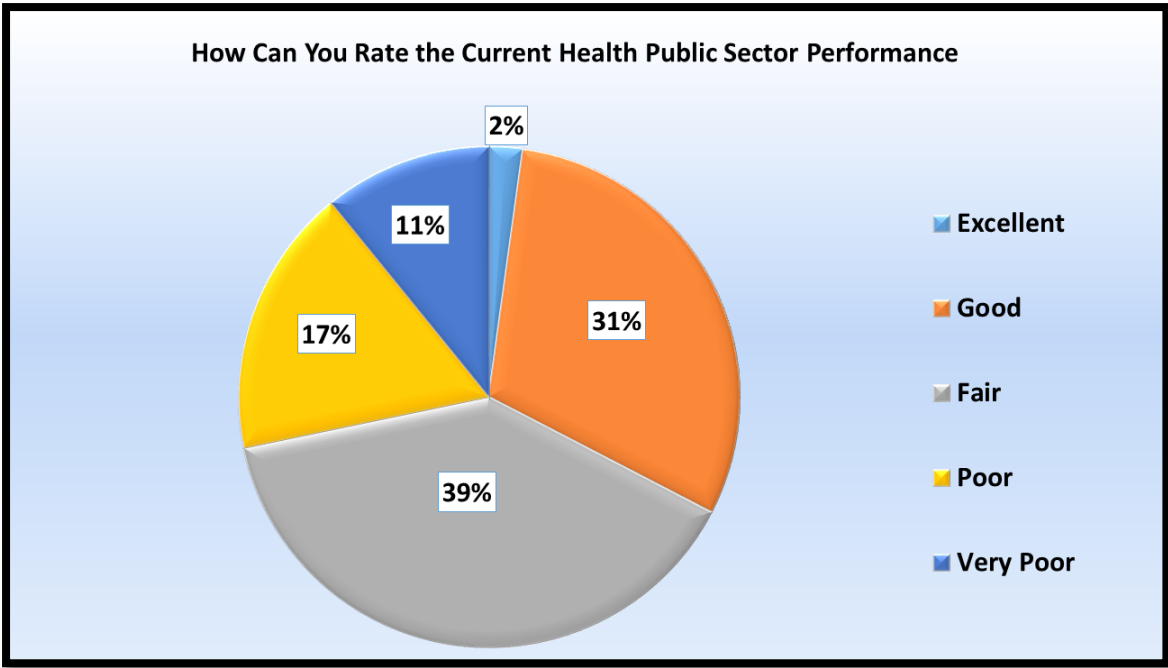


Based on the personal information, it can be ascertained that the study had good levels of both experience and education, which increases its credibility. The second part is about the evaluation of the service quality provided, where the participants have classified the services between Fair and Good as follows: 68.2% of the participant have said that the level of the services is between Good and Fair, 29.6% have classified it as Bad or Very Bad. This can be quantified by scaling the responses as follows in the table below:

**Table 1 - Evaluation of Health Service Performance**

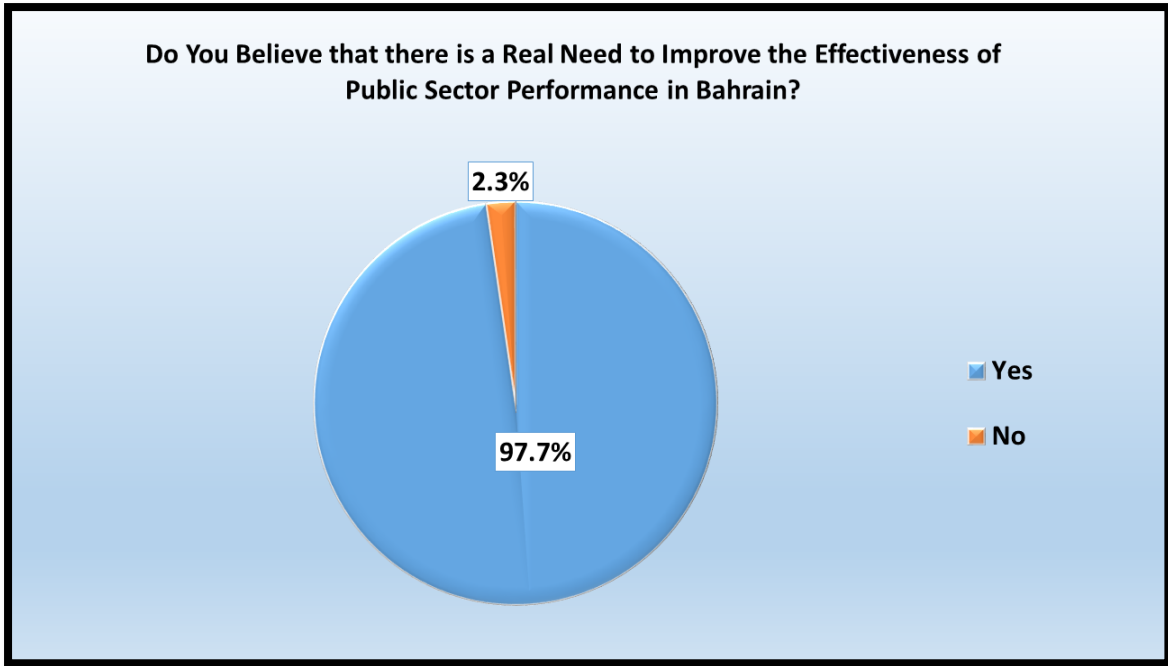
Answer	Very Poor	Poor	Fair	Good	Excellent	Total
<b>Response Count</b>	5	8	18	14	1	46
<b>Weight</b>	1	2	3	4	5	-
<b>Total Point (response x weight)</b>	5	16	54	56	5	130
<b>Total Allocated Points (46 x 4)</b>	230		<b>The Performance Level</b>			<b>59.1%</b>

If this is compared to the World Health Organization rating, Bahrain ranks 42 out of 190 countries worldwide, making it part of the top 20%. But in the Gulf Cooperation Council (GCC) region, Bahrain occupies the 4<sup>th</sup> position, behind the Sultanate of Oman, Saudi Arabia (KSA) and United Arab of Emirates (UAE), as per the **World Health Organization Ranking; The World's Health Systems**. This ranking from the participants is fully understood as the country is compared to its surrounding GCC countries (WHO.int, 2017 and thepatientfactor.com, 2017).



**Figure 6 - Public Sector Performance**

When the participants were asked if the performance effectiveness of the public sector in Bahrain needs to be improved, almost 98% said 'Yes', which is a true reflection of table 1 (see figure 7).



**Figure 7- Do we need to improve the Performance?**

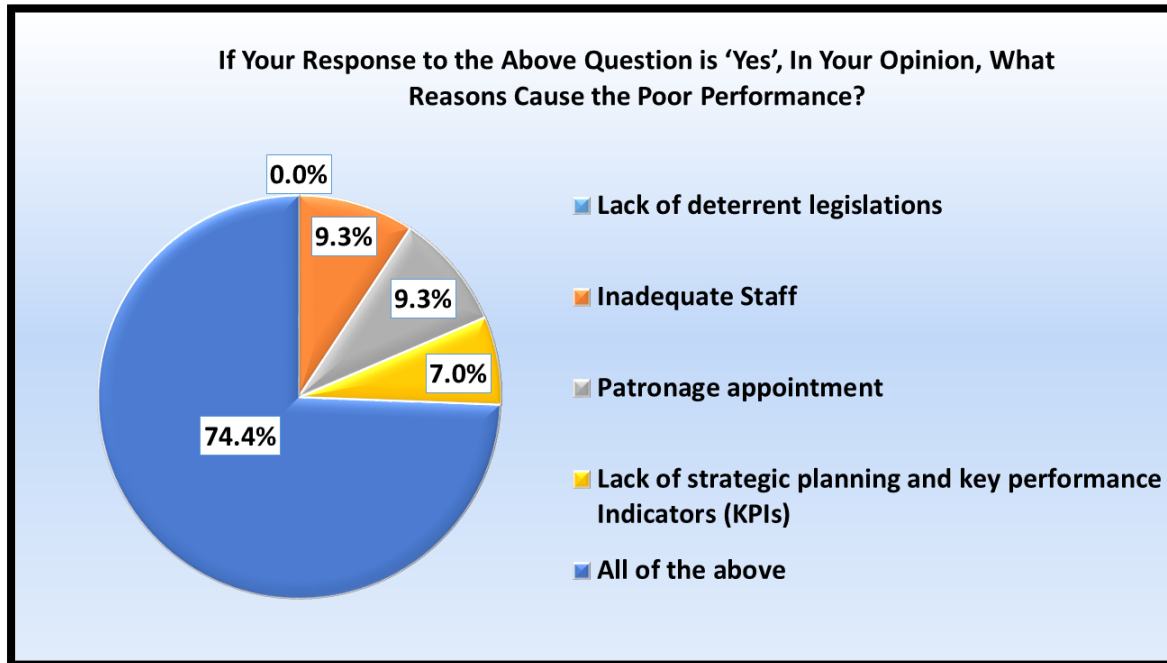
This is also reflected with the latest news of January 2017, that two children have died while entering the biggest governmental medical complexes. This attracted concerned talk from the people and media and is directly related to poor services provided (Gdnonline.com, 2017; News Of Bahrain, 2017; and Alwasat, 2017).

When the participants were asked about the root cause for the ineffectiveness of performance, most of them listed the following:

1. Lack of deterrent legislation
2. Inadequate personnel
3. Patronage Appointment
4. Lack of strategic planning and key performance Indicators – KPIs
5. All of the above

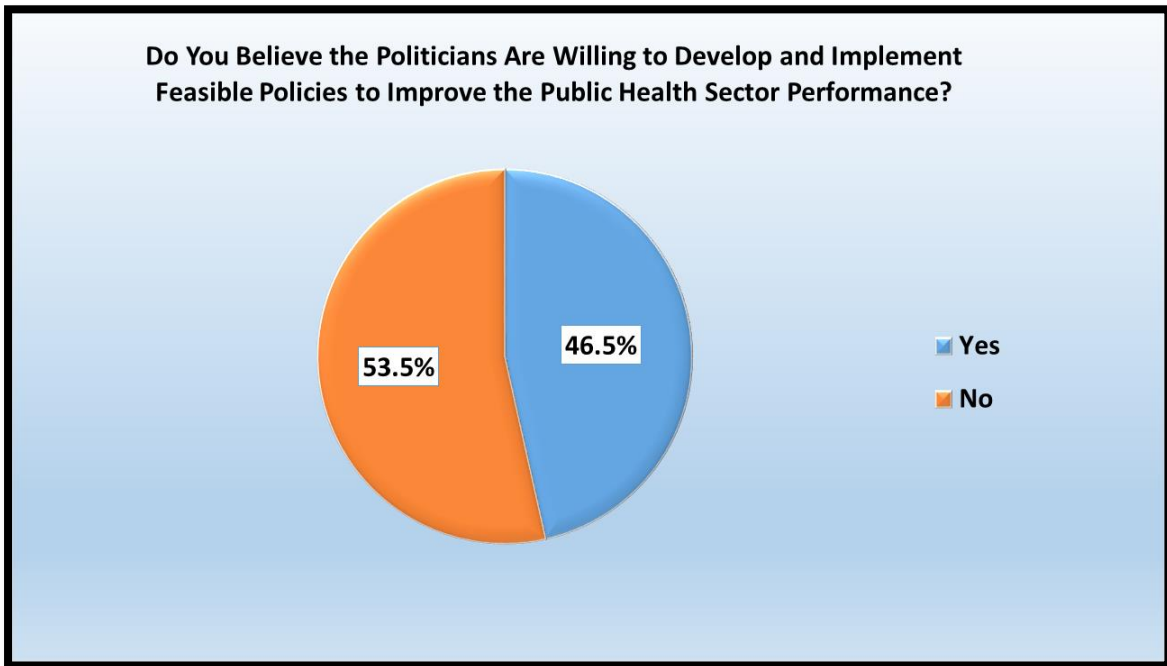
They all agree that all the listed causes lay emphasis on inadequate number of medical staff and patronage recruitment. Second, the lack of strategic planning and KPIs. Accordingly, the health services performance is heavily affected by the level of staffing and the quality of the

staff themselves, and this is due to the problems in strategic planning and performance follow-ups, which is directly related to the training of staff and refreshers and also the quality and quantity of training programmes (see Figure 8).



**Figure 8 – Root causes for Poor performance**

Since, there is a problem in the legislation part, the participants were asked if they believe that the politicians are willing to implement effective measures to improve the public sector performance. The answer was that they were doubtful, and it shows that most people have no real belief in the politician’s interests in improving the health services performance (see figure 9).



**Figure 9 - Do you believe politician has interest to improve the performance of Health Services?**

Those who answered yes believed that politicians can improve the Health Sector Performance through:

1. Setting new workable policies
2. Implementing protective sanctions and satisfying incentives
3. Adopting international high standards
4. Imposing effective training programs
5. All of the above

It was noticeable that the participants emphasised on the training to be most effective, as they believe that more effective training programmes lead to improvement in the skills of the employees, and therefore the effectiveness of performing their duties (see figure10).

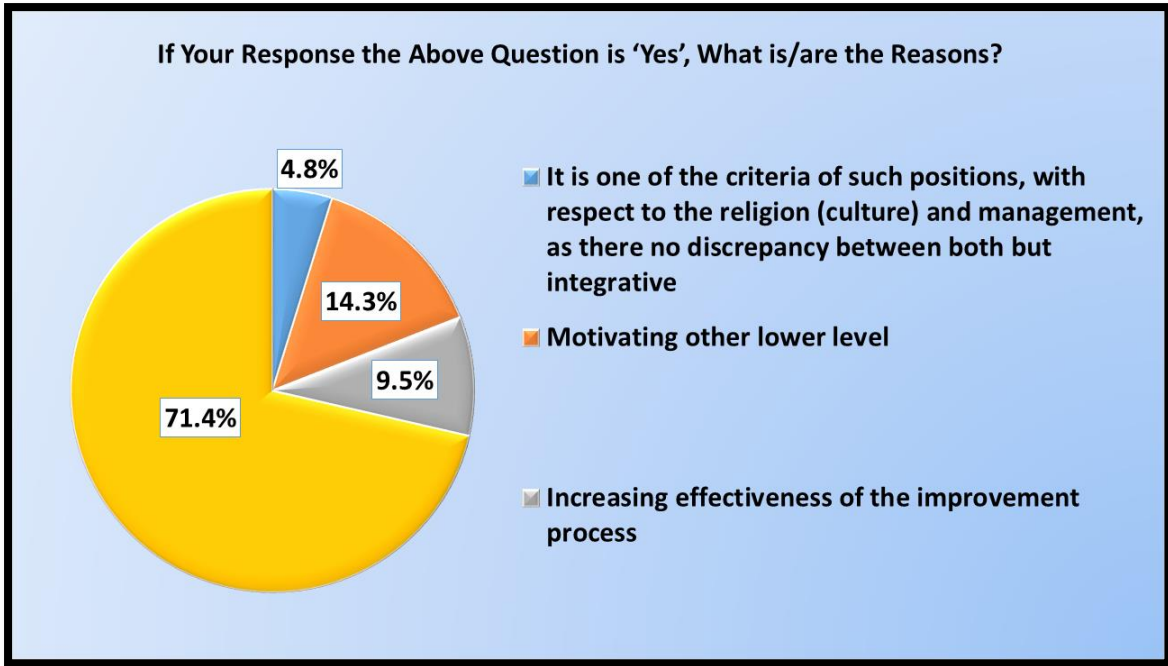


**Figure 10 - How Performance can be improved via politicians?**

In addition, almost all the participants agreed that the executives shall start implementing strategies to improve the performance immediately owing to the following reasons:

1. It is one of the criteria of such positions, with respect to the religion (culture), and management, as there no discrepancy between both but integration
2. Motivating other lower level employees
3. Increasing effectiveness of the performance process
4. All of the above

With emphasis on motivating the lower levels and ensuring effectiveness of the improvement process, and improvement of the culture in the public health sector (see figure 11).

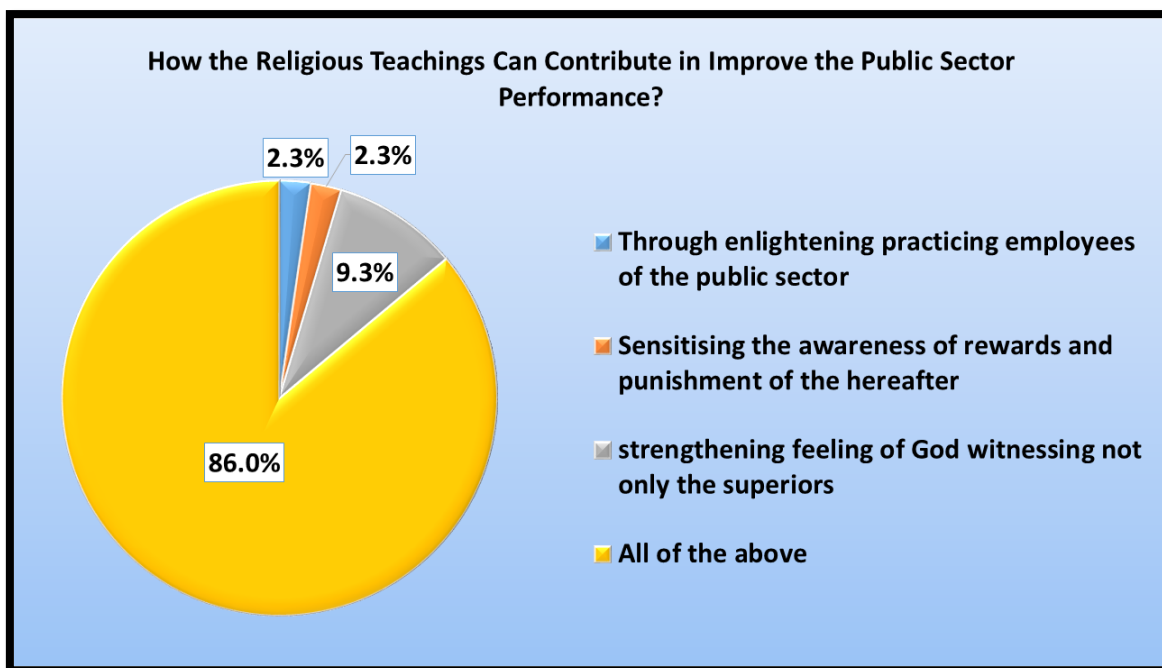


**Figure 11 - Reasons for the need of highest executives to initiate the improvement of the public sector performance**

The research studied the role of politics and religion in improving the public sector performance; the participants have been asked the ways in which religion will affect the performance – all of them agreed that religion can play an effective role in improving public sector performance through the following ways:

1. Enlightening practicing employees in the public sector.
2. Making them aware about rewards and punishment for the future.
3. Strengthening the feeling that God is not only watching the superiors.
4. All of the above.

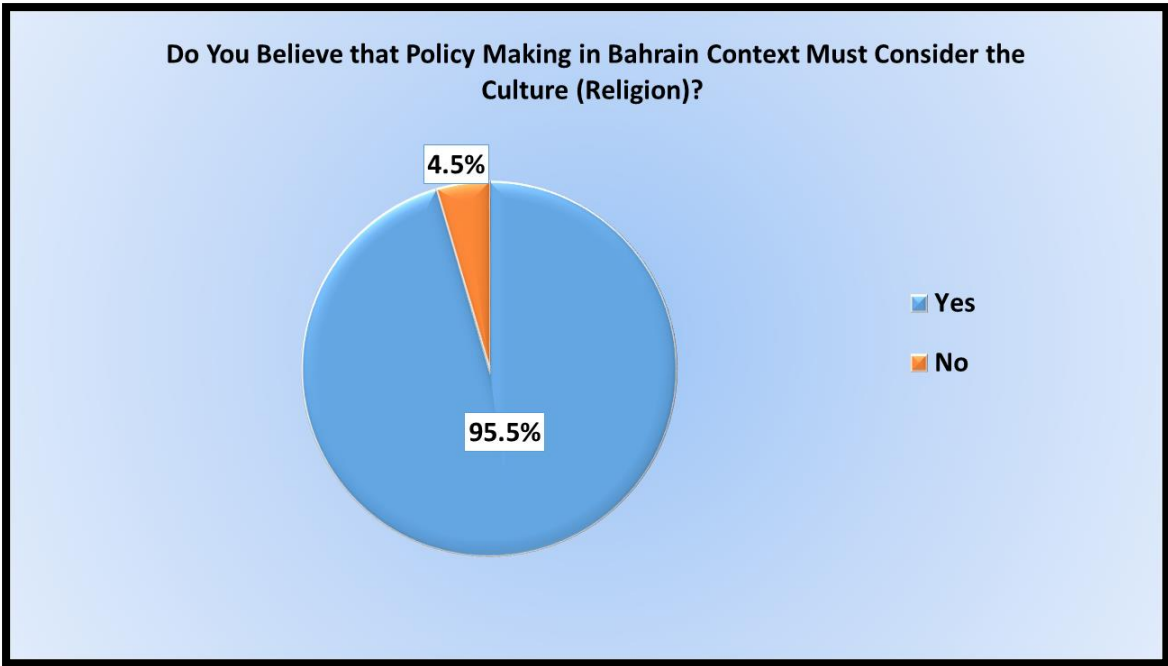
Although these are hard to measure, there is a deep understanding in the culture (religion) and the importance of religion related to public sector performance - see figure 12.



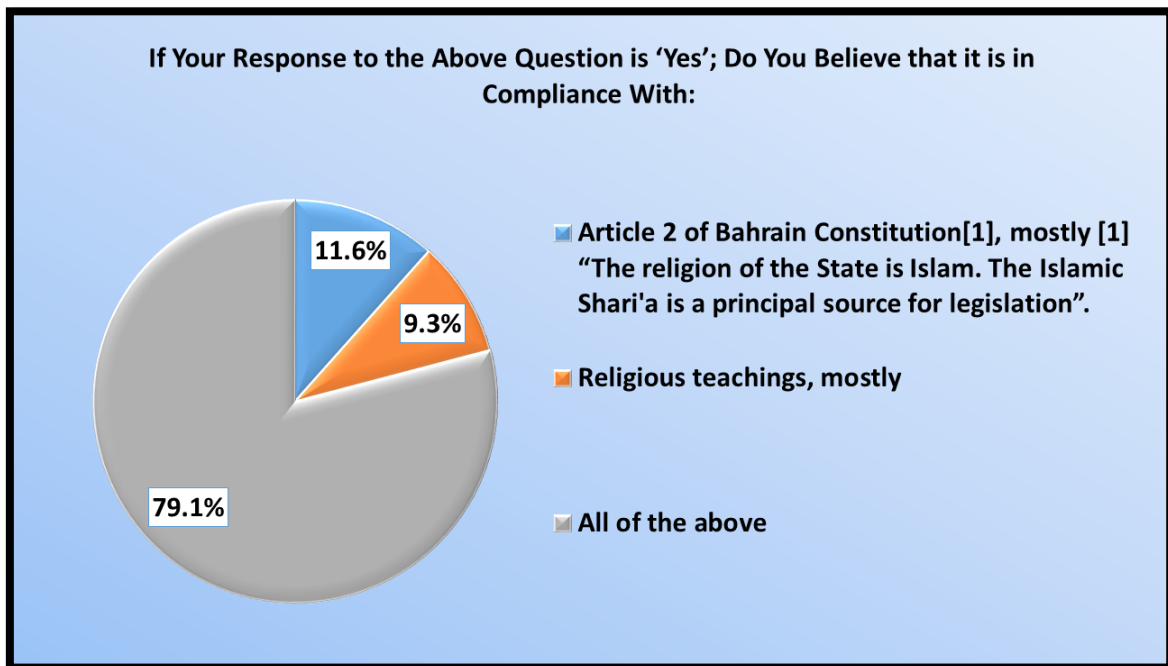
**Figure 12 - Religion interaction with performance**

Further, people believe that it is a part of religious obligations and teachings to motivate them to perform better, and they agreed that the implementation of the Good Governance approach by UNDP could develop and improve the public health sector and that a part of it was an extraction from Islamic religious teachings and practices. Furthermore, the participants agreed that increasing transparency and prioritization will contribute to the improvement of the governmental entities' performance that are part of the UNDP Good Governance approach, religious teaching, and the constitution of Bahrain. The participants agreed that policy makers shall consider the religion and culture that is part of the Bahrain constitution – see figures 13 and 14.



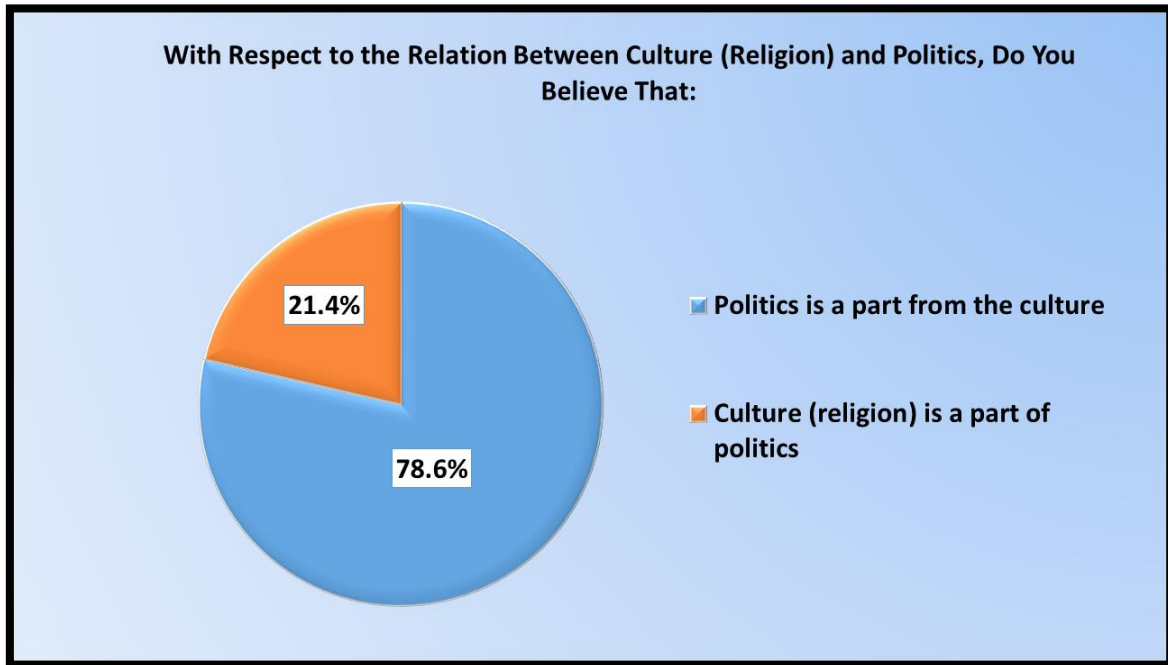


**Figure 13 - Policy makers should consider religion**



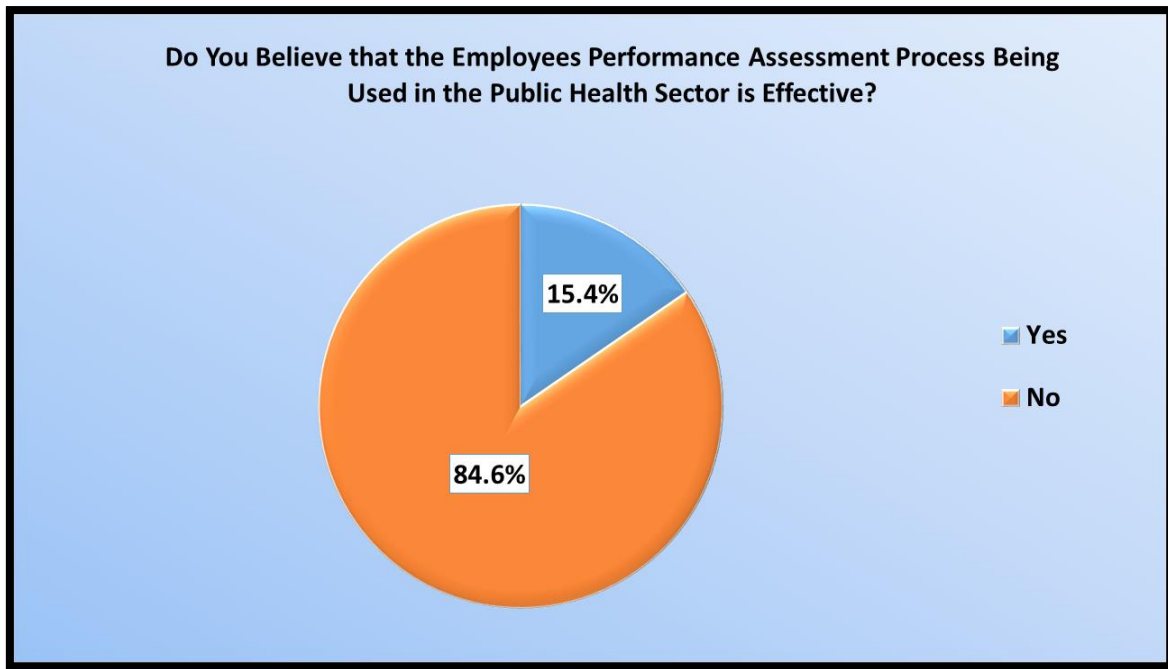
**Figure 14 - Compliance with the constitution and religious teachings**

Most of the people believe that politics is part of the culture (religion) that means religion has the most important role in determining people's behaviour, including politicians' - see figure 15.



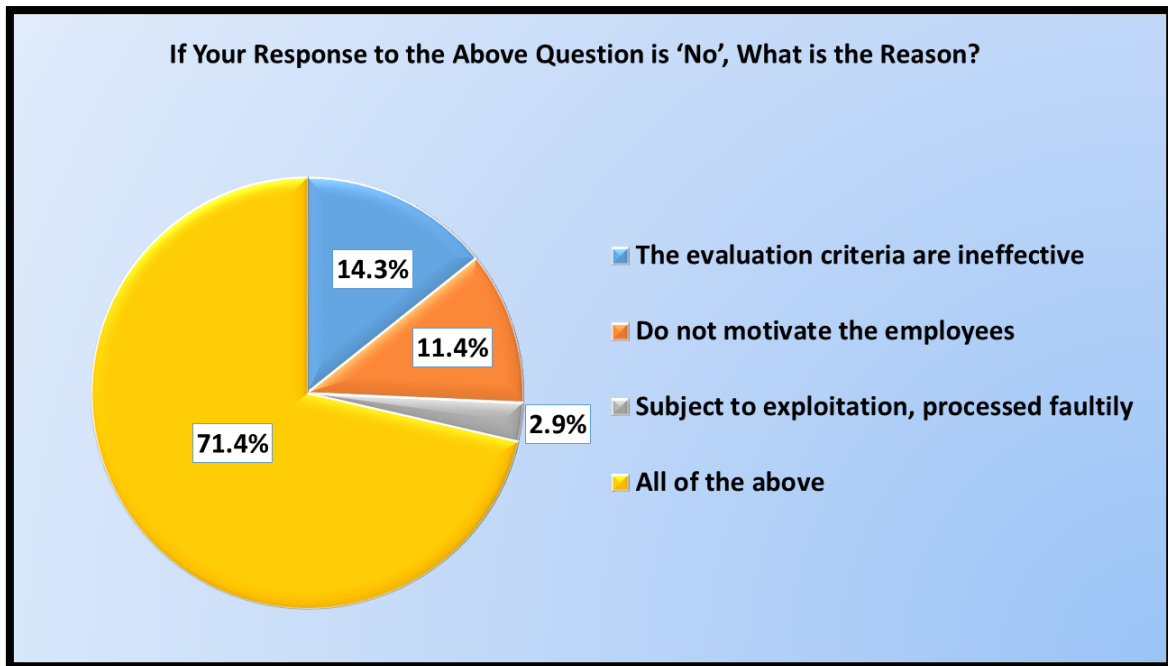
**Figure 15 - Relationship between religion and politics**

In Bahrain's public sector, there is an employee performance assessment process, and the participants believes that the appraisal process is inadequate and needs to be reformulated to be made more effective in improving the performance - see figure 16



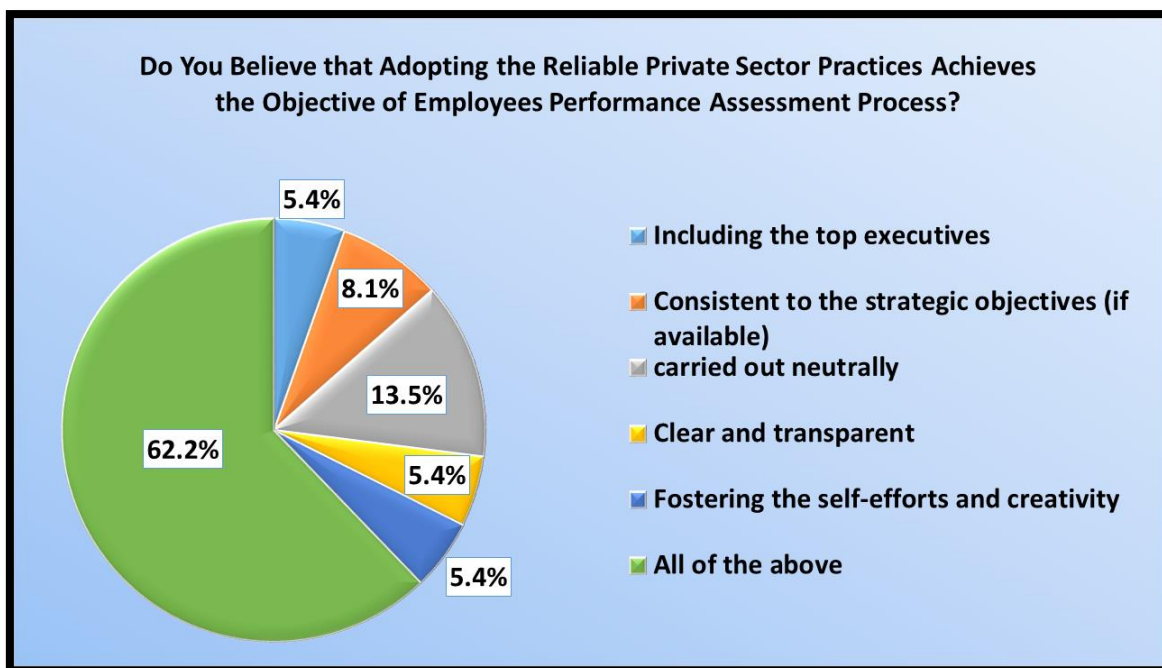
**Figure 16 - Effectiveness of Appraisal Process**

Since almost 85% of the participants are of the opinion that the assessment process is not adequate, these people attribute the inadequacy to the criteria, and this criteria or evaluation dose not motivate employees as they do not see any benefit in it and it is subject to employee exploitation and wrong processing - see figure 17.



**Figure 17 - Reason reside for inadequate employee's assessments process**

In addition, the participants are of the opinion that the process could be improved if it includes the top directors and executives of the public sector, is consistent with the strategic objective, and is performed neutrally, transparently, and also recognizes the people's initiatives and efforts - see figure 18.



**Figure 18 - How to make the assessment process reliable and effective**

Based on the above, the relationship between religion and politics in Bahrain is quite evident, and people are driven by the religious teachings and values. However, people tend to feel that the assessment process is not adequate and needs to be re-evaluated and re-established in order to deliver a better outcome and keep the employees motivated.

### **5.2.2 Findings of the Interviews**

As described above, the researcher has conducted the interviews with people who have extensive hands on experience and are familiar with the challenges of the health public sector services; the research opted to investigate these as an example of public sector performance. Moreover, it is a distinctive feature of the study's empirical findings, where the study investigates the factors that have an impact on the public sector performance through the Integrative Complex Intervention Model (ICIM) developed mainly from the three main components of the public sector performance and the remaining factors as well. Those are contextual factors such as culture, politics, and the UNDP Good Governance Approach in synergy.

It is worth mentioning at this stage that the research examined the theoretical outcomes of chapter two - the literature review - with the aim to test the practicability of the model.

It is obvious that the interviewed persons occupied positions of immense influence role in the public sector, with their experience extending over years.

The interviews were conducted after the administration of the closed-ended questionnaire, with an elaboration on the following topics that provided the researcher an opportunity to prepare well by utilising the answers of the first research tool. He ensured that this was in full adherence to Brunel's research's ethical requirements through the distribution of the following documents about conducting research: ICIM Participant Information Sheet, Sample Consent Form, and Informed Consent Form (for more details, see appendices G, H, and I respectively).

Based on the questionnaire, these are the topics that were considered during the interviews:

- Formal and informal policies that are practical, both at the local and international levels.
- Contextual integration: What are the formal and informal policies operating at local and national levels that might influence public sector performance?
- In terms of the adoption of new measures to improve the public sector performance, what is the capacity and what is the expected resistance, if any, in terms of implantation (normalisation process)?
- Skill set workability: Who needs to do what to convert new insights into routine practice, and are these implementation tasks compatible with these people's existing rules and regulations (constitution), culture, work environment, skills, KPIs, and professional identity?
- Interactional workability: Is there clarity about appropriate roles and behaviour? Does each employee have his/her own agreed objectives, in terms of his/her performance (among executives at least), to achieve at the beginning of each year?
- What is the role of the CSB in improving the public sector performance?

- What is the nature of the relationship between the MoH and CSB? Is there immediate interaction between all respective governmental parties involved?

As stated above, there is adequate familiarity and awareness about the rules and regulations, policy making, and the challenges involved in governmental health services' activities, and issues in the public health sector as the interviewee(s) is/are also responsible(s) for achieving the concerned goals and objectives, and overseeing the implementation of these policies and the performance of the public sector, whether they belong to the public sector or the private sector; however, the research is concerned only with the public sector performance.

The empirical findings from the interviews illustrate that religion (culture) plays the most significant role when it comes to the adoption of the ICIM to improve the public sector performance. This is consistent with the questionnaire outcomes, emphasising the importance of religion in the context of Bahrain in every aspect of policy making, though there are also scientific issues that are merely related to science, for instance, medicine and pharmacology. So, specialization in a discipline plays a major role in the drafting of any policy. The interviewee(s) also referred to the constitution of Bahrain as another pillar.

In contrast with the questionnaire's outcome, in terms of the evaluation of the quality level of the health services provided by the Ministry of Health, there is no agreement on classifying the country's health services quality as being of low quality, and it is considered very good compared to the international standards, especially if compared to the mortality rates and other criteria adopted by the World Health Organization (WHO). However, there are lapses in the delivery of the services which the citizens would perceive especially when compared to the level among other GCC countries. Bahrain is ranked 4 out of 6 countries, highlighting that the ratio of patients to medical staff in Bahrain is high, where there is an acute need to recruit more qualified health workers to satisfy the need of the citizens.

There is an emphasis currently on the Ministry of Health is witnessing a high turnover and major migrations from the public sector from competencies such as medical consultants, who are well trained and qualified and on whom the Government spent a lot of money to make them qualified and enhance their medical skills, considering that it was a huge mistake to. Regretfully, their experience has been of no avail to the country , even in terms of part-time

service. Additionally, during the last couple of years, there has been a major migration from the governmental entities towards the private sector, and most of the experienced doctors are leaving, and that is one reason behind the poor performance, the recent lapses in the health sector, and people are seeing a relative deterioration in the service provided and the quality of treatment.

However, this problem is attributed mostly to the budget constraint! Highlighting the problem with employment, and stating that there is a problem in budgeting, as budget is the main constrain towards the improvement and employment of better people and retaining the good ones.

Furthermore, there is talk about the governance of the public sector health services and a need for better governance, and also putting the right people in the right place that also aligns with the study outcome of the patronage appointment.

Moreover, the training is an important factor in improving the performance and it shall be given the due consideration. The employment criteria lays emphasis on the level of certification, and it should be from reputable sources. However, there is a delay in sending consultants and health professionals aboard for specialization, and this negatively impacts the improvement of performance and does not allow the respective entities to set the proper succession and development plans required. Again, this problem is attributed mainly to the budgetary constraints, and there is an emphasis on a destructive effect on the performance that is the training budget that has been dramatically reduced, hindering the development while the training must be an effective, continuous and perpetual process.

In the interviews, there was a focus on a high importance issue that is the religious teachings and their obstacle. Although religion has a major part in developing our behaviour and believes as was stated previously, corruption, a major hindrance, is in contradiction to those teachings. This needs to be controlled through the proper development of corporate governance in the public sector and a proper assessment criterion. Moreover, the high level executives in the public sector are not currently subjected to the process of performance evaluation. Considering that this is a negative practice, it should be emphasised that they must be assessed through an effective performance management process.



In addition, the annual performance assessment is carried out with no proper incentives and no proper outcomes; it is just a system in place with no major influence on the performance or behaviour. This is consistent with the questionnaire outcomes.

In terms of the accreditation body, the Canadian accreditation system is being implemented (but not adopted) by the public sector health services to improve its performances, but with the budgeting constraint and the migration of the well experienced medical staff, there is an overall deterioration in the services provided, implying that the goals are not achieved as expected.

Although different schemes for auditing and checking performance have been introduced, such as the recently introduced governmental audit court and other schemes, there is no improvement in performance. It is strongly believed that the assessment of executives and managers to keep performance in line and improving, but this also needs to be accompanied with incentives and punishments that is the logical method of any performance assessment process. However, at present, the Audit Court, on an annual basis audits the governmental entities, minutely revealing the financial and administrative contraventions and corruptions to the public, though no retributive actions are taken against those breaking the laws. This is also consistent with the questionnaire responses that reveal that there are no deterrent legislations.

In general, the interviews' outcomes agree to a large extent with those of the questionnaire. However, during the interviews there was a reiterating emphasis on the effect of the budget and budget allocation on the health services and it was considered as a prime factor in the deterioration of the health services and the migration of experienced medical staff and the slow pace of training and replacing the migrated experienced doctors with young, skilled medical staff.

However, some contradictions have been revealed; for example, when it comes to the detection of reasons behind the ineffectiveness of the performance in the public sector, , the lack of strategic planning and KPIs has been found among others. However, there was an emphasis on the fact that since the last two decades, there has been a strategy, and it is being regularly revised and renewed. So, with regard to the goals and policies, the question of interested public sector parties being unable to attract the migrating competencies is raised. This is because the

strategic decisions must consider the manpower required and succession plans, as well as the budget constraint that has a significant impact on the governmental entities' performance.

With regard to leadership styles, the interviews uncovered that the high level executives should involve their subordinates in the strategic planning and policy making process, for both short and long terms. In addition, it was found that the teamwork practice must be adopted as a culture. This, according to the interviews, is to make the local policies cope with the international standards and policies, stating that there should be an integration between local and international policies. This is simply because the health systems around the world, their goals, protocols and policies are all similar.

Moreover, the interviews revealed dissatisfaction with the role of the Civil Service Bureau (CSB), calling for more decentralisation with regard to the decision-making process, in which even the ministers are requested to bureaucratically obtain the agreement of the CSB, even for minor issues, particularly with regard to the budget allocations. While this issue is the biggest challenge to the public sector's health service performance, it will be elaborated in later sections. In the present scenario, if there is any issue related to the CSB, the concerned minister has to write a letter to the CSB, and the latter responds positively or negatively, either directly to that minister or to the department of human resources. However, based on observations from the interviews, it is a very paralysing system.

Though there is inconsistency to some extent in the questionnaire outcomes, that could be referred to the accreditation body's role that periodically audits the MoH activities to maintain it in accordance to the international standards in practice, and thereby assures the service quality. Nevertheless, there are unavoidable differences between the context of Bahrain and others, in terms of diseases, for example, the state of genetic (heredity) diseases that are prevalent in Bahrain, while they must be neglected in other countries including those auditing Bahrain's health services, such as thalassemia.

In agreement with the interview results, the analysis of the questionnaire revealed that the sciences also have a role in policy making. For example, some citizens criticise the country of origin for drugs that are sold for comparatively lower prices, as they think are of cheap quality. However, the interviews argue that this is wrong, clarifying that the same pharmaceutical

manufacturers move to a low labour market to produce the same drugs at cheaper rates, while the quality remains the same.

With regard to the information technology (IT) sector, there was an emphasis on the significance of utilising IT and that this factor undoubtedly contributes to the improvement of the governmental entities' performance, since the medical data can be fully maintained with accuracy, being available in time and. IT links all the governmental health centres and hospitals and minimises the cost. This in fact is consistent with the international trend of the adoption or at least implementation of the electronic medical records (EMR).

However, there are several emerging obstacles in this area, that is, the lack of required effective software and training programmes, insufficient budgeting, aversion to technology and resistance to change – the latter will be discussed further later – in the medical staff, as some still insist on using pen, pencil, and paper.

This leads to the discussion of one of the most serious issues – the training programmes. The interviews focus on the importance of training as a continuous process that aims to raise the effectiveness of the public sector performance through the enhancement of the professional skills and knowledge. However, it also faces some obstacles, in particular the budgeting, that, according to the interviews, has been dramatically reduced, and when the adoption process, required to convert the skills acquired into daily practice, is undermined .

During the interviews, the recent incident of the death of two children while they separately sought treatment in the accidents and emergency department of the biggest governmental medical complex in the country was brought up, though there was no particular party that was accused, restricting the view as the official results of the investigation are still not out. However, a triage treatment room was developed several years before in this department for the purpose of providing the fastest medical services to the worst cases, based on an initial diagnosis.

Additionally, one reason for the ineffective performance is the inadequate number of health professionals. An example of this is the unit of neonates (less than a month old babies). When the neonates are admitted for any reason, such as infection, the fact that one nurse takes care

of five of them was extremely shocking. The actual requirement is one nurse for one infant for bad cases, and one for two babies in cases that have a comparatively lower level of seriousness, according to the best practices worldwide. This clearly provides an evidence of inconsistency with the international standards.

Furthermore, an American Bahraini team reported that the reason for neonates getting infected was that the unit was not sufficiently equipped to protect those babies, since the CSB rejected the urgent request raised to reequip the unit by recruiting more staff, again due to the budget constraints.

Lasts, as concerns the dominating factors in the performance of the public sector, the empirical findings of all tools utilised for analysis, including the self-reflection and the participants' observation, the interviews, revealed that the economic factor (budgeting) plays a major role in the effectiveness of the governmental entities' performance. According to the data analysis, all direct and indirect actions, rules and regulation, policies, activities, work environment, etc. are affected more or less by the economic factor, the budgeting. That is to say, this is an example of the variances disclosed, in the light of which the next chapter revises the theory and the conceptual framework.

### **5.3 Normalising the Interactive Complex Intervention Model (ICIM):**

Normalising the ICIM is the most vital step of the research; however, new emerging insights have been revealed as a result of the data gathered from the analysis, that indicates the adoption of a slight modification of the ICIM, with regard to the role of the influencing factors in the reformation of the Islamic governmental performance in the exemplified and targeted context, Bahrain.

While the major influencing factors of the model are developed, still, according to the empirical data analysis, other factors also dominate; the level of the practical role in the current practice of the other factors has been changed when compared to the theoretical insights of the study. Also, in order to achieve the main aims and objectives of the research, it is important to obey the research methodology adopted that allows the real practice to modify the model sought to be developed, aiming at improving the governmental entities' performance, i.e., the Grounded

Theory (GT) and the Normalisation Process Theory (NPT). The theory is derived from the data, thorough outcomes of the practical analysis, and investigation of the real practice to understand the dynamics of implementing and integrating the components of the Interactive Complex Intervention Model (ICIM) developed.

Hence, to sort out the two major problems faced by the respective personnel repeatedly, the *implementation* process of new insights and the *Structural problems of systematic integration* of practices into the existing organizational work, there is a real need to modify the model through adopting new factors and involving new respective entities that have not been given due awareness in the literature. A very clear example of this is the role of the Civil Service Bureau (CSB) in reforming the governmental performance in Bahrain.

This is the outcome of the data analysis of the interviews that has been empirically and coherently found through the real practice of the existing governmental performance utilising the participants' observation and self-reflection in addition to the closed-ended questionnaire and interviews.

Based on the above, the Bahrain Civil Service Bureau (CSB) has been put in focus in chapter three, the Conceptual Framework.

To this end, the next chapter revises the modified conceptual frame work and ICIM's whole components.

# CHAPTER SIX: REVISING THE MODEL

## FRAMEWORK

**Keywords:** ICIM, Culture; Good Governance; Ideology; Sociocultural Forces, Political System; Economics (Budgeting), Public Administration, Law-Making, Policy Setting, Government (Public Sector) Performance; UN Good Governance Approach.

### 6.1 Summary

In the previous chapter and the section above a brief reference was made to the process of the selection of the factors influencing the governmental performance, first, and, in principle, to the major elements of desirable model (Interactive Complex Intervention Model – ICIM) which is the culture, politics, and the concept of Good Governance adopted by the United Nations Development Programme (UNDP). Thereafter, other factors with less influence and effect were mentioned. This section elaborates the empirical findings that were attained via the close-ended questionnaire and executive interviews with experts, where it became clear through the experimental practice and practical evidence in the previous chapter that there was a need to modify the proposed model as per figure (5).

Based on what was revealed by that data, this chapter will review the conceptual framework of the study and the proposed practical model, in consistence with the aim and objectives of the study, in order to develop an implementable and adoptable model for the targeted environment, that is the public health sector in Bahrain. The practicing executives, the concerned bodies, and also the researchers must be provided with an integrated model that takes into consideration the role and influence of each factor as found from practical comparisons, in order to have it translated into daily practice.

It is important at this point to state that there is a substantial degree of agreement between the contents of the study and the empirical findings, especially the characteristics of the three major elements, that form the core of the proposed model.

Moreover, new factors revealed themselves that play a deeper role in the process of improving the public sector performance in Bahrain. Although this led the researcher to carry out an amendment to the proposed model, it entirely satisfies the research methodology adopted, that is the Grounded Theory (GT) and Normalisation Process Theory/Model (NPT/M), that is the logical response of the research navigation and enabled the research to answer the question, who needs what.

## **6.2 The Existing Research Outlines**

Introducing the background of the research, the first chapter, in addition to the research aim and objectives, discussed the importance of the need to improve the governmental performances, revealing that this is a very challenging need in all countries across the world, including the developed world, as many initiatives were undertaken in various parts of the world to reform the governments' performances. But then, despite the unanimous belief and conviction of scientists, experts, governmental bodies, and researchers about this need, they have not agreed on a specific model suitable for all countries and contexts across the world, for many reasons, specifically and dominantly the differences in sociocultural forces and political systems. Similarly, it briefs the problem statement and the research methodology.

The second chapter discussed the most important and influential factors affecting the performance of the public sector. Some model features were crystallised in that chapter for the reform and development of performance stated, and the following became clear: 1) Culture (especially religious teachings) has the greatest effect on the other factors including the political factor, displayed by the extent of its effect on the political factor. 2) Politics and culture are two interactive factors in the Islamic culture – highly interdependent. 3) The political system plays a vital role in upgrading the governmental performance. 4) These two factors have a clear impact on the other factors. 5) There is a great deal of similarities between the features of culture (religion) and politics with the concept of good governance adopted by UNDP.

The conceptual framework of this study in the third chapter was formulated based on the findings of the literature review, theoretically, where it produced the formulation of the features of the first proposed model for improvement of public sector performance, utilising the complex intervention models' approach, in which their requirements and characters were

reviewed, (see figures 3 and 4). In addition, this chapter justifies the focus on the context of Bahrain, previewing its Civil Service Bureau (CSB), and includes a cross-country comparison between Bahrain and other similar contexts, that is the GCC, and finally the research outcomes. Ultimately, this was done by adopting the (ICIM) model where the features of culture, politics, and good governance are integrated, since they have the greatest impact on the other factors, while the other factors are equal in impact within a single circle. There are two levels in terms of impacts on the public performance, main and secondary. This division was made on the basis of the findings of the study through other literature, studies, and international practices.

Chapter four justifies the designed qualitative research methodology, the initial research hypotheses, research problem and question, and data collection tools. In addition, it reviews the adopted Grounded Theory (GT) and Normalisation Process Theory and Model (NPT/M), as contextually implemented, and points out to some extent the complex intervention approaches adopted, as well as the utilised tools: the closed-ended questionnaire and interviews. Across this chapter, reviews the originality of the research and defines the main terms of the research and expresses some features and charters of the complex intervention models.

Before elaborating on reviewing both chapters five and six below, chapter seven previews the conclusion, contribution to knowledge, and the recommendation for several relevant parties, locally, regionally, and internationally. Using those tools, chapter five, through the empirical findings of the data analysis, called for the revision of the proposed conceptual framework of chapter three – this is why this chapter was developed – that lead the researcher to consider two levels of influencing factors instead of one, where the ICIM has been amended accordingly, particularly the effects of the budgets allocated, though they are still politically controlled in the targeted contexts. Through the outcomes of the questionnaire and interviews with the executives, it was found that there was a need to separate the secondary factors in terms of the effect of each factor, being rotational in two successive circles around the three main components of the model, without prejudice, to confirm their dominating position, as the examination of the approaches has proved the correctness of their effect and position. Change should include the rest of the factors, where their repositioning was necessitated to be more revealing and expressive of their real role and the extent of their effect on the public sector



performance. Since scientific research is by its very nature based on evidence and not desire and bias (favouritism), in order to be able to reflect truthfully and firmly, scientific evidence is needed to show that the result has been arrived at by scientific studies and practical actions. This enhances the methodology of this research (grounded Theory, GT, Normalisation Process Theory – NPT, and therefore the Normalisation Process Model – NPM) that leaves it to the practical actions and experiences to approach the study outputs and test their practical applicability, even if it was to lead to a change in the theoretical framework and the practical model as proved by this chapter, a chapter in which chapter three is reviewed that was based on the literature review in chapter two.

It is important to point out that the revelations of the observational findings are not confined to contrasts between the theoretical framework and the practical actions. Indeed, they have proved the correctness and reality of other issues, especially the major factors that test the essence of the developed model and represent the core factor among the factors influencing the reform of governmental entities' performance. Also, even though they add other concepts, the majority of the change is focused on the area and priority of influence.

Based on the empirical findings of the data gathered through the analysis in the previous chapter, this chapter (6), revises the conceptual framework of the research, and modifies the model that seeks to fulfil the aim and objectives of this thesis, as illustrated below.

### **6.3 Lessons Learnt from the Questionnaire and Interviews**

The sequence here does not imply priority, and the model adopted in figure five is the one which determines the role and effectiveness of the public sector performance improvement factors.

1. Empirical experiments are in strong agreement with the study about the dire need to reform the public performance. Those approaches have confirmed the need for re-structuring the model, in terms of strength and effects and in terms of hierarchy, in such a manner that the other factors surrounding the core of the model are turned into successive cycles to guarantee the priority is fulfilled. It also emphasized the pivotal role of the religious

teachings as a culture, the political system, and the good governance method stemming through the United Nations.

2. There is a focus on the reduction of the budget allocated for the health services sector that is reflected negatively in the performance as a whole including matters related to services such as medicines, in terms of their quality and availability. There are some remarks about some government pharmacies being short of some medicines occasionally, leading to a drop in performance efficiency because the matters related to the performance efficiency of this sector are non-existent. Also, there is a focus to retain the competencies, because the departure of any competency from any organization means a drop in its performance efficiency. The budget shortage will also lead to the inability of recruiting the professional number and capability required, thereby rendering the performance poor, while the governmental health services are suffering from frequent resignations among competencies.

The impact of the economic factor emerged strongly through the approved annual budgets, and it was found to have a great deal of impact on the strength and correctness of public organisations' performance efficiency. The economic factor represented in the budgets, despite remaining at the second level, influences strongly into the other factors, and thus, the efficiency of governmental entities' performance is affected.

3. On the other hand, the importance of effective training programs has emerged as a very effective factor in improving the public sector performance, since those programmes help to develop practical skills and scientific knowledge of the staff, thereby enabling them in terms of practical work and scientific convictions. This requires an increase in training budgets in governmental ministries and institutions in contrast to what is happening now, wherein budgets have been reduced drastically. Training is a continuous process, which must not stop. It saves money and efforts, reduces time, and crucially boots governmental entities' efficiency. Therefore, the status of training is located in second level only in terms of its impact on the performance effectiveness and efficiency.
4. As for leadership styles, the participants have pointed out that involving the employees in decision making and policy setting processes is of vital importance for developing the

feeling of loyalty, which makes them engage with their practical role and importance and adopt the policies and laws, since that will have a strong impact on the performance reforming process. This is one of the factors that has not been given the due attention in theoretical studies, despite the requirement revealed by practices for curbing centralisation and working with a team spirit, in culture and practice. Questionnaire and interview results go beyond that with the involvement of citizens, who receive government services so they are able to assess the reality and express their opinions. This issue was referred to in the context of the theoretical study. However, the emphasis thereon occupies an important position.

5. When we consider the evaluation of staff performance, we find that empirical observations and the analysis of their results reveal the need for an honest and truthful evaluation process, which is more effective and free of any exploitation, and that the process should also include senior staff who are absolutely excluded from evaluation. These comparisons have revealed their role in nurturing the performance upgrading process in the government sector. This is in line with the accountability process that has been encountered in the study but were not categorized as an effective factor in performance reform; however, it was observed that it has an importance that must be taken into consideration. This is in line with another revelation, which is that senior staff must take the initiative themselves to enhance the public sector's performances, because that is a part of the nature of their work and a part of their leadership practice that must set an example to be followed.
6. There is an important role that has not yet been sufficiently considered through studies and has not been addressed by scientific researches in particular, and they did not point clearly to its adoption by many countries in the manner that exists in the context of Bahrain. It is highly unlikely that its activity will be absent, except for unknown reasons. It is the role of the Civil Service Bureau (CSB) that undertakes the responsibility of human resource issues for all ministries, institutions, and entities, sets the policies, approves promotions and so on for governmental entities. What was revealed by practical observations is that this administrative role is not very active as it should be and that it must give the ministries more room to take their decisions. It is also blamed for its old standards; there is a need to upgrade them to be in line and consistent with change and modern best practices.

7. With respect to the requirements of the work environment, participants' opinions have uncovered the need for the utilisation of technology to boost the governmental organs' performance. Yet, it has not reached the desired level, despite its existence for many years. Additionally, technological illiteracy has a negative effect on the public sector performance, which is suffering from such illiteracy even with the availability of the required equipment such as computers with which work becomes fully or semi computerised and leads to less paper work.
8. Finally, empirical findings have demonstrated that change is usually resisted, but that does not mean, in any case whatsoever, abandoning change that is aimed at improving the governmental performance outputs; indeed, means must be sought that will satisfy and convince those concerned (such as changing leadership techniques, adopting effective training programmes, and so on).

#### **6.4 Matters Confirmed by Empirical Findings which were Stated in the Previous Theoretical Framework**

1. Culture (religion/ideology) plays the major role as far as beliefs are concerned compared to other factors such as politics, subject to the mutual effect between them. Therefore, and as the empirical findings have shown, it is very obvious that culture shall impose itself in the study and theories according to their effective role in the process of performance reform in the public sector, where their treatments will be consistent with the nature of the cultural mould of the intended context. Otherwise, those attempts will not be feasible; indeed, they will have adverse and even catastrophic effects, where nations and governments will look at them as an appropriation of their culture and not an attempt to develop performance, and they might even go as far as considering those attempts to be religious confrontation. Difference between cultures had a major role is stirring up conflicts, (Blank, 2002) although, this does not mean that the attempts made were aimed at that at all.

2. As for the positive cooperation between the Islamic culture on one side and the democratic direction (political system) and good governance (UN Democracy and Good Governance Approach) adopted by the United Nations on the other – which had developed over time as a human practice – it has been proved and empirical findings have confirmed that these components have many common characteristics, which deepen the essence of the proposed model (ICIM).
3. Empirical findings have indicated the adverse effect of the absence of strategic direction, failure to determine the priorities and success criteria, lack of deterring laws, recruitments based on favouritism not competence, and the shortage in staff all weaken the public sector performance. Since the availability of supporting factors such as integrated strategic direction at both macro and micro levels (Strategic Direction: Vision, Mission, Strategic objectives and values), laws stemming from the comprehensive vision are consistent therewith, which are not arbitrary both in formulation and implementation. This is a sound process that contributes towards the improvement of public sector outputs.
4. The outcomes of empirical findings have revealed that the Parliament, in its capacity as the law-making house, must have a role in formulating legislations that improve the public sector performance and also setting policies that are consistent with the cultural form in the local context of Bahrain.

### **6.5 The Revised (Practical) Interactive Complex Intervention Model (ICIM)**

Based on the revelations of the empirical findings, there is a necessary need to re-design the Model through relocation and classification of the role of factors affecting the improvement of public sector performance, as per the degree of effect that was clearly evident from empirical findings.

Thus, the re-designed model shall be as follows:

**First Level:** The roles of culture (religious teachings), politics, and good governance, as adopted by the UN, interact as three circles, each representing one element of the three major elements of ICIM. However, each element affects and is affected practically by the two other elements. These three elements have the strongest effect on the improvement of public sector performance; they affect other factors and dominate them. They were and still are at the first level.

**Second Level:** Those three elements are surrounded by another group of factors by the degree of their effect, forming the Second Level on the public sector performance. These levels are linked through a mutual effect relationship through divisions that reflect the level of effect through the symbolism of colours. These elements are: (1) The allocated budget that plays a very impactful role, (2) Leadership, management, and decision-making techniques, (3) Law-making and policy setting, (4) Training and development, (5) Strategic Direction (which contains vision, mission, strategic objectives, and values), (8) Role of the Civil Service Bureau (CSB), (9) A proper practical approval system, (10) Constructive publicity, (11) Technology and Information Technology, and (12) Stakeholders.

**Third Level:** These are the less effective factors, which are affected more by first and second level factors rather than affecting them; some of them are the result of the availability of factors in the former two levels. Included in these factors are (1) Individual convictions, (2) International Protocols, (3) Convenient work environment, (4) Setting of success criteria (KPIs), (5) Integrity, and (6) Health promotion activities.

**Very Important Note:** The consideration that factors mentioned in the Third Level are less effective does not mean to undermine their effect and importance. All that is there is a difference in the levels of effect, which is not very large. It is a technical issue for differentiation between the level of affecting and being affected. These factors, when put together, improve the public sector performance for the local environment in Bahrain.

The revised diagram below responds to the Grounded Theory (GT) and Normalisation Process Theory and Model (NPT/M) the study adopts, as it stems from the analysis of the data gathered. This model supersedes the first suggest model that was designed theoretically based on the

outcomes of the literature review and theoretical insights, which might not stand when subjected to practical application.

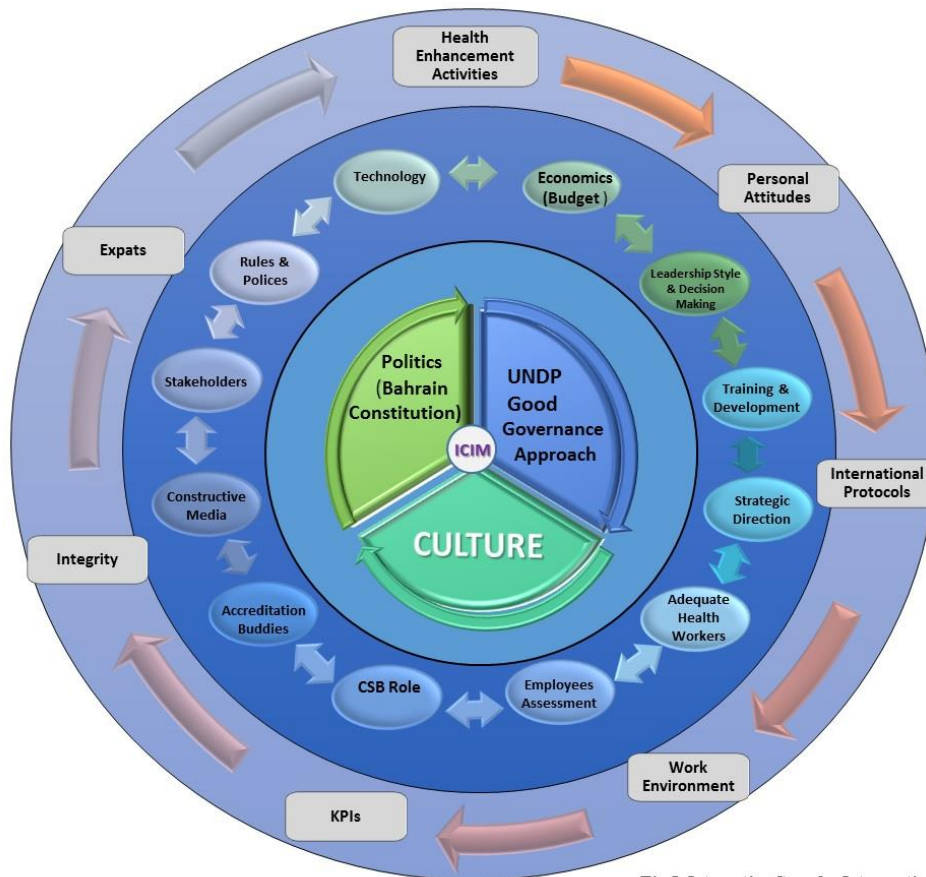


Fig 5: Interactive Complex Intervention Model (ICIM) – (Ghani 5/2016)

### 6.5 Who Needs What? Insights Extracted from the Experimental Approaches

At this stage, where the governmental entities’ performance is in Bahrain and what is needed to improve the performance is illustrated to state *'who needs what?'* based on the empirical findings.

In order to achieve the aim of the study, i.e., reforming Bahrain governmental entities’ performance, there must be a sound synergy between the contextual sociocultural force and political system (the religious teachings and constitution) on one hand and the UNDP Good Governance Approach on the other hand that is because most, if not all, characteristics of those three elements are common.

The politicians and law makers of Bahrain need to derive workable rules and regulation from those factors to enable the policy makers to achieve the sought objectives of a well-built strategic direction where not only the respective employees, but the citizens also contribute in constructing it. This is a part of the effective leadership style being a must in order to decentralise the decision making and allow more delegations, in particular, with respect to the role of the Civil Service Bureau (CSB) that takes care of governmental entities of the country – where the high-level officials should initiate the reforming of governmental performance and be subjected to a practical management performance assessment process equally with the rest of employees.

In order to maintain the people's satisfaction towards service quality, there is a need to adopt an effective process of rewards and penalties based on the annual evaluation process of each employee and department with no exception, where the clearly agreed upon KPIs are set early; this will help in minimising the high turnover of competencies, as well as the return and reintegration of skilled migrants. Additionally, with respect to the economic effect, the budget in general, training and development programmes should be increased, as such actions secure adequate skilled professionals, bearing in mind that the expatriate population in Bahrain is much bigger than the citizens. With relevance to this, applying deterrent anticorruption measures can secure the economic issues to a large extent.

An adoption of well-established international standards and protocols, including well reputed accreditation bodies, are of importance to improve the governmental entities performance accompanied by a provision of good training programmes for the technology being used now as a part of a well-equipped work environment fostering the teamwork culture (and automatically knowledge management practices) as well as the positive contribution of stakeholders and a sound constructive media.

The aforementioned measures enable Bahrain's governmental entities to overcome the two main obstacles stated earlier pertaining to the adoption of the ICIM in its aim to improve the contextual public sector performance that are – first, the implementation of new insights and ways of thinking; second, to structurally integrate new systems of practice into existing



organisational and professional settings, focusing on the dynamic processes that lead governmental entities' organisations to embed innovations in their routine practice.

Having noticed this, the next concluding chapter will be limited to address the respective parties of positive recommendation stemmed from the study.

## **6.6 The “Must” Need to the Bestowal of Imam Ali**

Among the empirical findings of this thesis, it has been observed that there is a growing trend among the scholars and researchers, as well as the respective institutions to elaborate in depth the bestowal of Imam Ali, the Islamic Calif, with respect to his epistle to the Governor of Egypt, Malik Ashtar, and in general, his other ‘variety of lessons’ that cover a range of topics such as politics, economics and sustainable development, humanity, management and administration, law, human rights, philosophy, governors and people roles and mutual relations, and so on., with nearly 480 or more in terms of listing, in which this has lead. For example, the UNDP in its Arab Human Development Report of 2002 suggested the adoption of Imam Ali’s directives that are included among the Good Governance Approach characters. (See the Literature Review above for more details).

According to this scientific phenomenon among journals, academic researches, international reports, and many other sources of contribution to knowledge, the world is invited to invest in Imam Ali Ibn Abi Talib’s bestowals with regard to the subjects exemplified above and those that have not been mentioned. By all means, the validity and vitality of those prosperous practical insights aiming to secure welfare for humanity, despite the distant time of the provision inevitably necessitates the concerned parties to give due consideration for the renovation of humanity and Earth.

Undoubtedly, covering such constructive insights by any means destructs the present and future of humanity, in which the international community must fight to keep everyone inspired by those wise visions. See for example (UNDP, 2002; Mahnaz, 2014; Khademi, 2015; Etratdoost, 2016).

The adoption of good governance improves the public administration performance based on several approaches such as participation, harmony, rule of law, stability, peaceful society, efficacy and proficiency, and absence of financial and administrative corruption. While these exemplified concepts are adopted by the Good Governance approach as well as Imam Ali's epistle and lessons, the latter secures those understandings with spiritual and ideological demands to exceed mere worldly demands.

Comparatively, the UNDP/World Bank Good Governance approach adopted six directives from Imam Ali's epistle; in reality, there are many other inspiring advices for the Governor, Malik Ashtar, not only related to the new way of propelling administrative thinking, but also extend how to achieve and integrate them in the whole organisational system. They fulfil the tangible and intangible needs of people's daily life affairs and of land, such as the mutual relationship between the ruler and people, rules and regulations, laws and policies, justice without oppression and corruption, maintenance of security, and human rights with no abusive actions or violence against people. Aspects such as transparency and freedom of speech, recruitment based on merit and not patronage, governor's accountability without tyranny are in full accordance with the contextual culture (religious teachings) that this thesis aims to improve in the governmental performance.

Not to mention that there are many elaborate knowledgeable works imbibed in this document, the subsequent insights concisely introduce political and administrative perspectives for Islamic countries in specific and other governing styles in general:

Striving to achieve the benefit of the countries and their people and making their cities prosperous; the governors must familiarise their hearts with mercy towards the citizens without any discrimination, as they are either a brother by religion or by creation. While as humans, they may act wrongly, so rulers need to extend to them their forgiveness, in the same way as they would like Allah to extend His forgiveness and pardon them; that is because the governors preside over the citizens, while Allah over rulers.

While there has been an elaboration on the qualifications of the governors with regard to the characters of the counsellors, Imam Ali ibn Abi Talib instructs the governors to exclude those greedy people who would make the collection of wealth by evil ways beautiful to you. By the

same token, the abettors of sinners and brothers of the oppressors as a chief man should not be appointed. Additionally, the virtuous and the vicious should not be in equal position, as this practice leads to discouragement of the virtuous from virtue and persuasion of the vicious to vice. Although people consist of classes who prosper only with the help of one another, and they are not independent of one another, they engage with each other through their aptitudes and duties in the state, where they cannot exist without the traders and men of industry, who provide couriers with the necessities and establish markets, where it is impossible for doing everything themselves.

As for the army, Imam Ali Ibn Abi Talib guides the governors to maintain good characters of war leaders and soldiers who undertake the defence of the state against its enemies without abusing any virtues before and during wars.

With respect to judges, the settlements of disputes, as Imam Ali stresses and addresses the governors, necessitates an appointment of the most distinguished and honest among the nation's subjects who do not lean towards greed and must not content themselves with a cursory understanding (of a matter) without going thoroughly into it, and those who do not become vain due to praises, and elation must not make them lean (to any side); such people are very few.

Uniquely, with regard to strengthening the immunisation of the judgment activity, Imam Ali Ibn Abi Talib in his epistle guides the respective authorities to undertake the following measures: to check the judges' decisions and earn them enough merits, so that they have no excuse for not being trustworthy. Additionally, bestow upon them a rank among audience so that they thrive, a rank for which no one else among chiefs aspires. Thus, they remain safe from the harm of those around governors, who must keep a sharp eye in this matter as this religion (Islam) has formerly been under the mercy of the vicious hands where passions were considered and worldly wealth was sought.

Further, in terms of executive officers, the epistle directs the governors to avoid patronage appointments, partiality, or favouritism that lead up to injustice and unfairness, and to post based on tests, modesty, and experience, a candidate less inclined towards greed. They also need to focus on the ends of matters while maintaining high manners and untarnished honour.

Moreover, they need to be remunerated well, whereby enabling them to maintain themselves and keep their eyes on the funds in their custody. In case of disobedience of administrative orders or breach of trust, there will be an argument against them. Related to this, the administration of revenues has a significant address in this epistle in terms of sustainable development, as well as the clerical establishment.

As for the traders and industrialists; apart from the domain and nature of their activities, Imam Ali Ibn Abi Talib advises Muslim governors to consider that the traders, industrialists, and physical labourers finance the country and support the state's economy through manufacturing materials and services provision. Accordingly, the state on the one hand is responsible for facilitating their investments and on the other hand maintaining the benefits and welfare of the people – for example, with respect to the fair prices – so as to not to harm either party through constructive and fair rules and regulations and policies being in favour of the people on the whole.

However, as there are different classes of people, the lowest class needs must be maintained employing several measures by the governing system as they have rights to demand for a prosperous life from the ruler, which cannot be avoided according to the Islamic divine law. Moreover, in consistence with the cosmic norms, the governors must realise that the people consist of classes, who not only thrive with the help of one another, but also they are certainly not independent of one another.

Finally, related to the above, Imam Ali Ibn Abi Talib's epistle admonishes the Muslim rulers for standing over their people like greedy beasts who feel it is enough to devour them, and for privately keeping away from them for a long time, for ignoring transparency, and for shedding blood without justification; as nothing is more inviting than Divine retribution, greater in (evil) consequence, and more effective in the decline of prosperity and cutting short on life than shedding of blood without justification. Don't violate any covenant between yourselves and your enemy, or enter into a pledge with (him), then fulfil what was agreed and discharge your pledge faithfully, and don't deceive your enemy.

The above highlighted directives were briefly extracted from the original document of the Imam Ali Ibn Abi Talib's epistle. For more details and elaboration, please refer to the several

sources referenced above (UNDP, 2002; Pirsoul, 2017; Jamshidi and Safari, 2016; Al-Islam.org, 2017; Human-rights-in-islam.co.uk, 2017; Hakimi, Safari, and Jadidi, 2015).

# CHAPTER SEVEN: CONCLUSION AND RECOMMENDATIONS

## 7.1 Introduction

The Research shows that the governmental performance reform sought through the Interactive Complex Intervention Model (ICIM) cannot be achieved unless there is a combination and synergy between the contextual culture (precisely the religious teachings) and political system, among people, officials, and decision makers, as well as the provision of success factors in order to convert the outcomes and impacts into routine practice of the governmental entities.

With respect to the contributions to knowledge for this study, the unaided work discusses and looks at the reform of governmental performance differently, utilising not only one qualitative data collection tool that - according to the best of the researcher's knowledge - nobody has done before, in terms of the targeted context; in brief:

1. Originally, the research provides a way to develop general legal frameworks to reform the governmental entities performance in contexts where it is lacking through utilising the principals and characteristics of contextual culture and political system as well as the UNDP Good Governance Approach in a rare integration of vision and pragmatism,
2. The research focuses on the governments' performance foundations, not merely on the organisational level, but areas that have not been looked at before by specialists of the same discipline,
3. The research delivers innovative evidences on an old issue,
4. The research utilises particular generating techniques and applies them in a way that hasn't been done before to add to the knowledge in the field, and
5. The research grasps an ingenuity in a new context that has previously been carried out differently by trying out something in Britain that has previously only been done abroad.

Furthermore, in association with the public sector performance, as there is no specific model that can be generalised to apply, this study attempts to invest contextual drivers from among existing ones in order to develop a workable unprecedented model that can be adopted or – as a start – implemented in such Arab Muslim countries, specifically Bahrain at present. It is of importance to reveal that the study provides the respective parties and personnel such United Nations, governments, politicians, people, scholars, and academic communities with new insights that can be implemented to improve the public sector performance in such context that lack practical initiative to reform the government performance from within. There is evidence of not only the absence of conflict between the United Nations approach of the Good Governance and the local culture and political system of Arab Muslim contexts, such as Bahrain, but also emphasis on the fact that there are common synergising characters to build on.

Moreover, the study formulated new knowledge-based insights to improve the governmental performance in new context of developing world, availing from the previous theories, initiatives, and practices of the developed world, as well as exploring new ways of thinking and implementing solutions for the problems and obstacles, aiming at underpinning the improvement of the public sector performances.

## **7.2 Recommendations**

The recommendations of the study address several interested parties that have a relationship to the research subject as follows:

### **7.2.1 The Contextual Level**

1. **Governors and governed people:** It is important to invest towards the mutual relationship that the local culture and political system as well as the UNDP Good Governance Approach share to provide synergy in the state performance in Bahrain.
2. In addition, the partnership with people and their role in the decision-making process enhance loyalty and stability, and therefore, enhance the performance of the governmental entities. This will make Bahrain lead an initiative among the GCC countries and other similar contexts.

3. Lawmakers (of both elected and appointed chambers of the National council): To make immunising and deterring laws, which will criminalise the discrimination acts and fight corruptions, derived from, backed by, and consistent with contextual culture and political system as well as the UNDP Good Governance approach.
4. To extend the authority of the National Audit Court (NAC) in taking proper deterring actions against the corrupt financial and administrative acts without any discrimination or exception.
5. High level executives, officials, and policy makers: To cope with reforming the governmental performance by formulating constructive policies towards achieving the goal.
6. Additionally, to create motivating fair policies, merit appointments, equal opportunities and similar actions, which can be availed from the best practices worldwide without conflicts. With regard to the recruitment, it must be based on merit not patronage.
7. Political Parties: To play a positive role in availing from the parallel constitutions worldwide.
8. Religious Parties and Civil Societies: To enlighten people with the religious teachings that agree to a large extent with the United Nation Approach of the Good Governance characters as a religious responsibility in one hand and as an international practical approach of providing welfare of the life.
9. Among the GCC countries, the intergovernmental administrative entities can practice a cooperative strengthening role to adopt initiatives to improve the public sector performance, as the context are very similar. The region lacks such reformative process, though there were some modest attempts to do so; however, they were modest and did not last, thus, by adopting such initiatives, Bahrain is inspiring other GCC countries, as the contexts are similar.
10. To include such lessons in the school and higher education curricula.
11. To invest in people through the delivery of effective training and development programmes.
12. With respect to role of the Civil Service Bureau (CSB), the constitution needs to take care of all governmental entities' performance, to allow more room for the decision-making process, particularly among the higher executive levels, and to maximise the decentralisation style, as this encourage the public sector employees to perform better.



13. Again, for the CSB to foster research studies among the government employees aiming to provide new practical insights to improve the public sector performance with inspiring incentives.
14. Since the intended context of this thesis is Muslims; while there are six characteristics among eight recommended by the UNDP Approach of Good Governance specified in the epistle of Muslim Calif Imam Ali Ibn Talib's to adopt, so, it is more encouraging for respective parties to adopt such directives in practice, which the people of the country more interactively accept and obey.
15. It is important to elaborately do more specific researches to reform and improve the government's performance, in the roles of leadership, training, IT, employees' performance management process (PMP) and so on to maintain precisely the cost-effective returns, outcomes, and impacts.

### **7.2.2 United Nations Developing Programmes and Initiatives**

Based on the universality and the significant role UN plays among the member states; this study reveals that the following points are of importance to be considered in its Political and Governance programmes, World Public Sector Reforms and Reports, and Development researches and activities:

1. The Interactive Complex Intervention Model (ICIM) this study innovatively and specifically explored – for such Muslim Arab contexts, employing locally the contextual culture and political system in combination with the so called UNDP Good Governance Approach – is the first study addressing specific context aimed at improving the public sector performance using inspiring drivers from within and internationally, which provides the respective party of the UN with new workable insights built on the real experience that calls for such parties to pay attention and provoke relevant contexts and governments to adopt.
2. Still, it is very difficult to generalise and apply all studies without considering the culture and political systems of each country. For instance, the Islamic contextual cultures and governing systems. Accordingly, it is recommended to adopt multilateral studies instead of monolithic ones. This is because attempting to strengthen the governmental organisations'

performances utilising merely characters of external culture(s) and political system(s) is ineffective.

3. Culture differences can be synergised focussing on common features to achieve integration and develop comprehensive applicable insights.
4. In such management and political (governance) studies, as an example, there are many common influencing factors to seek; so as to make use of and develop the member states of specific contexts; this study is a clear example revealing such insights.
5. As an outcome of the ICIM for the Muslim contexts, to practice extra efforts in achieving the essential public trust to maintain the legitimacy and stability of political systems through motivating, the interested governments should implement the common characters of Islamic culture and the Good Governance Approach.
6. To continuously hold conferences and seminars discussing the inspiring insights of Imam Ali Ibn Abi Talib for the sake of humanity and Earth's welfare.
7. For the UNPD and the World Bank, not to be restricted to those six principals and directives adopted, but to expand for the purpose of improving the humanitarian life.

### **7.2.3 Next Researches**

1. To be more specialised in such domains, if they are willing to add beneficial values and provide practical insights to the sustainable development and stability in the developing world in particular.
2. To focus on the common factors in each study instead of stimulating the contradictions in order to contribute in developing the human civilisation through scientifically minimising the gaps and discrepancies.
3. The discussed factors need further studies to test precisely the (amount) that is applicable to influence quantitatively by any effective scientific means.
4. The vitality of the so-called charter of Imam Ali Ibn Talib (to Malik Ashtar) as well as the large number of speeches providing constructive principals and directives, which the previous chapter explains; indeed, conduct more studies in order to inspire the essence of the governmental entities performance and other administrative reforms and development.

#### **7.2.4 Brunel University London**

1. As a well reputed and deep-rooted educational institution, it is recommended that Brunel encourages and supports such studies that contribute to improving the world welfare and humanity by synergising with the respective international organisations such as the United Nations. This will inevitably improve Brunel's image among other educational bodies in the world, because of such unique distinctive place to serve the world.

This can be achieved in several ways, for example, but not restricted to, assigning prizes for voluntary relevant researches, developing a section of such studies within relevant disciplines, holding conferences and seminars enriching such studies, and so on.

2. The Imam Ali's inspiring principles stated briefly in the last topic of the previous chapter calls for an effective consideration and awareness for the purpose of enriching the knowledge and constitutional scientific researches through conferences, seminars, and even lectures by the Brunel's respective schools.
3. Finally, to title the Imam Ali Ibn Abi Talib's name on an educational building of Brunel University due to his contribution to governmental performance practical insights.

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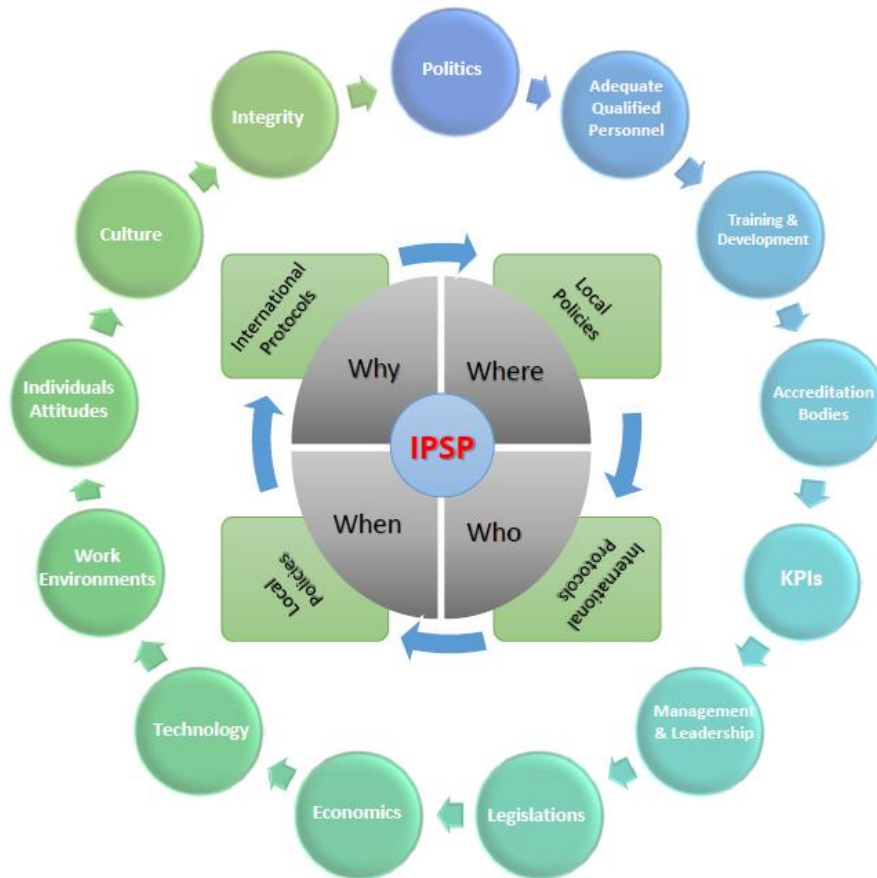
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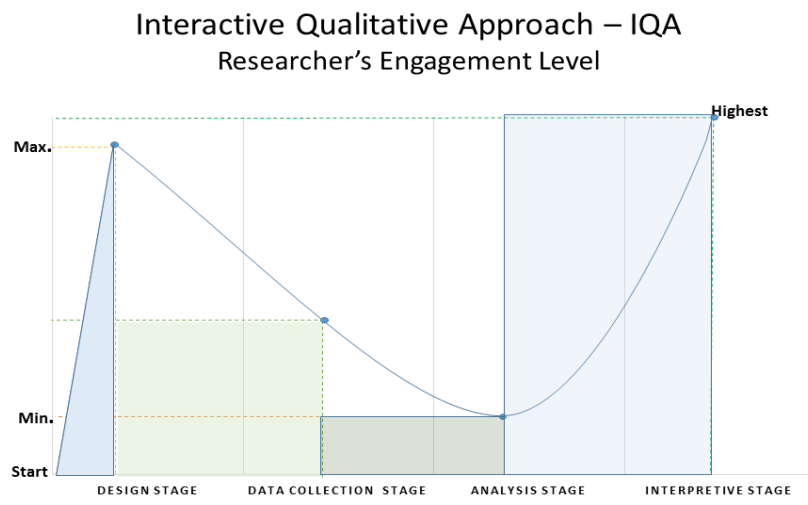
# Diagrams

**Figure 1: Factors Impacting Public Sector Performance**



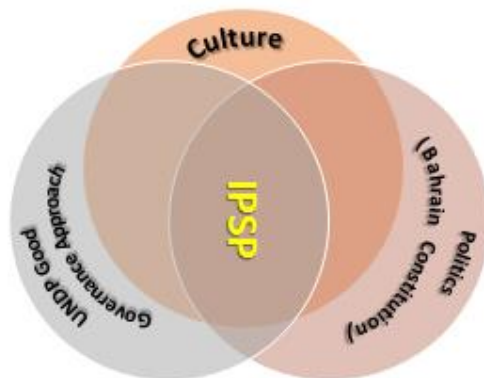
**Fig. 1: Factors Impacting Public Sector Performance (Ghani 2016/1) - Literature Review Improving Public Sector Performance (IPSP)**

**Figure 2: Interactive Qualitative Approach (IQA)**



*Improving Public Sector Performance – Fig. 2 Ghani 2016 - Derived from view of (Smith, 2005)*

**Figure 3: Key Combined Components of the Interactive Complex Intervention (ICICs) Model**

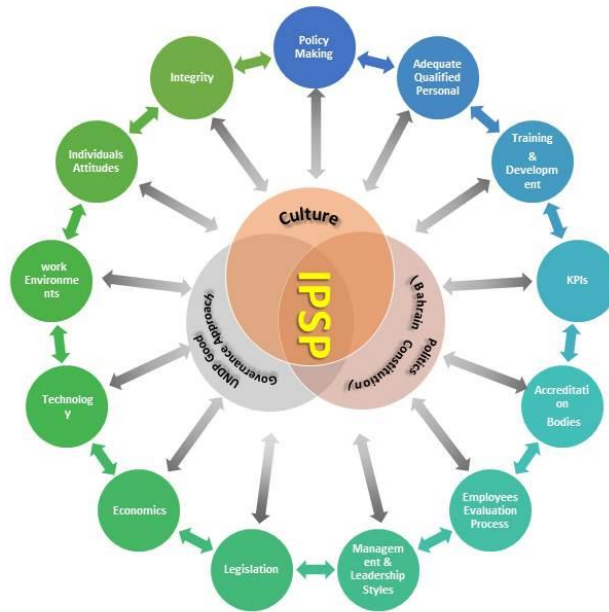


**Fig. 3: Key Combined Components of Interactive Complex Intervention (ICIC) Approach**

Improving Public Sector Performance – Bahrain (Ghani, 2016)

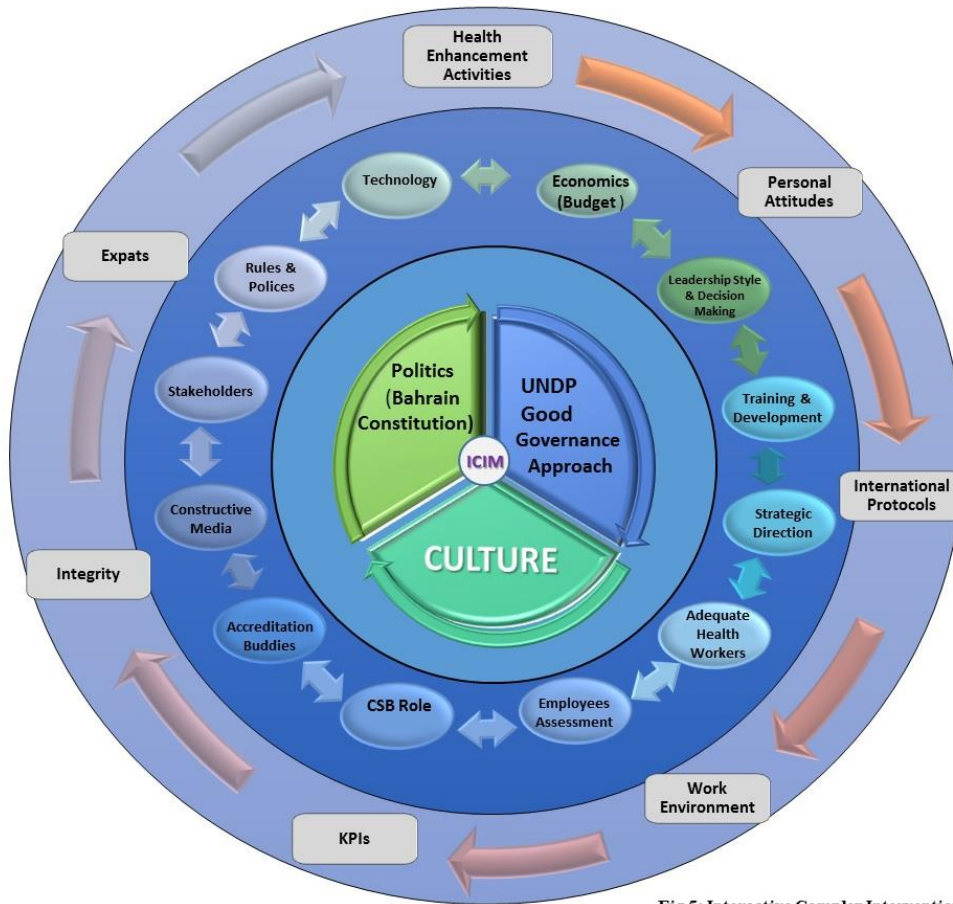
**Figure 4: Theoretical Interactive Complex Intervention Model (ICIM) – Superseded by Ghani 5/20126**

Improving Public Sector Performance (IPSP) - Bahrain Context (Superseded by Ghani 5/2016 )



*Fig. 4 Interactive Complex Intervention Model (ICIM) - (Ghani 4/2016 superseded by Ghani 5/2016)*

**Figure 5: Practical Interactive Complex Intervention Model (ICIM) – Superseding Ghani 4/2016**



**Fig 5: Interactive Complex Intervention Model (ICIM) – (Ghani 5/2016)**

# Appendices

## Appendix A: Questionnaire 1 (general)

### IPSP Questionnaire

#### Improving Public Sector Performance (IPSP) in Bahrain

##### A PhD Research

###### Overview

The Public Sector Performance (PSP) has never been more widely applied than it is today among people, in politics and in cultural matters. As a result, its service quality, in particular, has been under the focus of United Nations, governments, politicians, people, scholars, and academic communities, where many initiatives and practical techniques have been put in place.

This study adopts a complex intervention that consists of culture (means religion), political system (The Bahrain Constitution as an example), and the UNDP Good Governance Approach. There a consensus among the three parties about a number of features that have been listed as follows: participation in decision-making, merit not patronage appointment, the importance of activating the mechanism of accountability, control, rectification of faults in full, not half, solutions that may lead to administrative and financial corruption, and so on. Synergizing these factors together can contribute in improving the public sector performance.

In the developed world, the personnel at the highest executive level are committed to the improvement of the public sectors performances initiatives (e.g. Prime Minister Tony Blair in the UK, and Vice-president Al Gore in the US).

In this study, the researcher has chosen health services as an example of the services provided by governments, aiming at improving the effectiveness and efficacy.

This questionnaire is anonymous. The participants must belong to one of the following professions:

Public sector worker, preferably doctors, consultants, nurse and the like, HR managers, officers, specialists and/or patients (can be accompanier as well). If any of the above is your profession, it would be highly appreciated if you spare a few minutes of your valuable time to participate in the research.

**Important Note:** All questions **MUST** be answered impartially without any favouritism.

## THE QUESTIONNAIRE

### PART A: PERSONAL INFORMATION *(Please tick as appropriate)*

**1. Position:**

- i. (Doctor/Consultant): (    ).
- ii. (Nurse, Technician, and similar...): (    ).
- iii. (HR specialist and similar): (    ).
- iv. (Patient or Patient Accompanier): (    ).

**2. Highest Educational Qualification**

- i. Diploma or equivalent (    ).
- ii. Bachelor's degree or equivalent (    ).
- iii. Master's degree and above (    ).

**3. Years of Experience:**

- i. (5–10) (    ).
- ii. (11–15) (    ).
- iii. (more than 15) (    ).

**4. Age:**

- i. (30–35) (    ).
- ii. (36–40) (    ).
- iii. (40–45) (    ).
- iv. (above 45 years) (    ).

**5. Sex:**

- i. Male (    )
- ii. Female (    )



**PART B: CORE QUESTIONS** *(Please tick according to the relevance)*

1. How would you rate performance of the current Health Public?
  - i. Very Poor ( )
  - ii. Poor ( )
  - iii. Fair ( )
  - iv. Good ( )
  - v. Excellent ( )
  
2. Do you believe that there is a real need to improve the effectiveness of the public sector performance in Bahrain?
  - i. Yes ( )?
  - ii. No ( )?
  
3. If your response to the above question is “Yes”, what reasons, in your opinion, cause the poor performance?
  - i. Lack of deterrent legislations ( )
  - ii. Inadequate personnel ( )
  - iii. Patronage appointment ( )
  - iv. Lack of strategic planning and KEY Performance Indicators – KPIs ( )
  - v. All of the above ( )
  
4. Do you believe that politicians are willing to develop and implement feasible policies that may aid in improving the public health sector performance?
  - i. Yes ( )
  - ii. No ( )
  
5. If your response to the above question is “Yes”; how do you think they can help?
  - i. By setting new workable policies ( )
  - ii. By granting protective sanctions and satisfying incentives ( )
  - iii. By adopting international high standards ( )
  - iv. By introducing effective training programmes ( )
  - v. All of the above ( )
  
6. Do you believe that the personnel at highest executive level **MUST** themselves process such initiatives to improve the public sector?
  - i. Yes
  - ii. No
  
7. If your response to the above question is “Yes”, what is/are the reasons?

- i. It is one of the responsibilities of such positions, with respect to the religion (culture) and management, as there is no discrepancy between both, but they are integrative ( )
  - ii. These executives must motivate other employees who are at a lower level ( )
  - iii. It would help in increasing the effectiveness of the improvement process ( )
  - iv. All of the above ( )
8. How can religious teachings contribute to the improvement of the public sector performance?
- i. By enlightening the practicing employees of the public sector availing from the religious directives ( )
  - ii. By sensitising the awareness of the rewards and the punishments that the employees may receive ( )
  - iii. By strengthening the belief that God himself, and not just the superiors, witness the actions of the employees ( )
  - iv. All of the above ( )
9. Do you consider that the fear of God in the work environment while the employees perform their duty is:
- i. a part of a religious obligation and teachings ( )
  - ii. a motivation for the employees to improve their performance ( )
  - iii. All of the above ( )
10. Do you believe that adopting the features of UNDP Good Governance Approach can improve the public sector performance?
- i. Yes ( )
  - ii. No ( )
11. Do you believe that following aspects can contribute in improving the public sector performance:
- i. Increasing the transparency ( )
  - ii. Proper prioritisation ( )
  - iii. All of the above ( )
12. If your response to the above question is “Yes”, what do you believe the aspects indicate?
- i. UNDP Good Governance Approach ( )
  - ii. Religious Teaching ( )
  - iii. Bahrain constitution ( )
  - iv. All of the above ( )

13. Do you believe that policy<sup>4</sup> making in the context of Bahrain must consider the culture (religion)?
- i. Yes (    )
  - ii. No (    )
14. If your response to the above question is “Yes”, what do you believe that the policy is in compliance with?
- I. Mostly with Article 2 of the Bahrain Constitution<sup>5</sup> (    )
  - II. Mostly with religious teachings (    )
  - III. Both of the above (    )
15. With respect to the relation between culture (religion) and politics, do you believe that:
- i. politics is a part of the culture (    )
  - ii. culture (religion) is a part of politics (    )
16. Do you believe that the employees’ performance assessment process being used in the public health sector is effective?
- i. Yes (    )
  - ii. No (    )
17. If your response to the above question is “No”, what is the reason?
- i. The evaluation criteria are ineffective (    )
  - ii. There is no motivation for the employees (    )
  - iii. The assessment is processed faultily because it is subject to exploitation (    )
  - iv. All of the above (    )
18. Do you believe that adopting reliable private sector practices will enable the achievement of the objective of the employees’ performance assessment process?
- i. Including the top executives (    )
  - ii. Consistent to the strategic objectives (if available) (    )
  - iii. Carried out neutrally (    )
  - iv. Clear and transparent (    )
  - v. Fostering the self-efforts and creativity (    )
  - vi. All of the above (    )

---

<sup>4</sup> Policy is used as a principle to make decisions and achieve rational outcomes. It is a statement implemented as a procedure, a protocol or a principle, by means of which a government is guided in its management of public affairs, decision making, and achieving rational outcomes.

<sup>5</sup>Article 2: “The religion of the State is Islam. The Islamic Sharia is a principle source for legislation.”

19. Do you believe that the public sector work environment lacks some requirements, such as the following:

- i. Equipment and tools (    )
- ii. Safety requirements (    )
- iii. Effective Training (    )
- iv. Healthy environment (    )
- v. Clear job description (    )
- vi. All of the above (    )

20. Do you believe that the performance of high executives must be assessed according to the following criteria?

- Sufficient awareness of the role of cultural and political factors in enhancing the public sector performance,
- Self-efficiency required to occupy those top positions,
- Organisational behaviour to achieve their task, and Adequate capability of decision making, under stress and duty pressures in particular.

- i. Yes (    )
- ii. No (    )

-----  
End of Questions

## Appendix B: Questionnaire 2 (for interviews)

### Interviews Questions and Topics

#### First: Questions

The following questions are additional to those mentioned in Appendix 1, in order to build their outcomes.

1. If there is a hypothetical conflict between the politics and culture (religion), what will you do?
  - i. Obey the culture (religious teachings) (    )
  - ii. Obey the political directions (    )
  
2. If your response to the above question is the first, what is your motivation behind it?
  - i. A strong belief in religion (culture) (    )
  - ii. Inherited practice (    )
  
3. Do you believe that the following steps could improve the public sector performance?
  - i. Increasing funds, subject to the absence of corruption (    )
  - ii. Utilising the available technology (    )
  - iii. Effective professional training programmes (    )
  - iv. Using accreditation bodies through benchmarking (    )
  - v. Implementing the recommendations of the Bahrain governmental National Audit Court (NAC) annual financial and management report of governmental entities with respect to corruption (    )

#### Second: Topics

- Formal and informal policies that are practical. Both local and international levels must be considered.
- Contextual integration: What are the formal and informal policies, operating at local and national levels, which might influence public sector performance?
- With respect to adopting new measures to improve the public sector performance; what is the capacity and what is the expected resistance – if any – in terms of implementation (normalisation process)?
- Skill set workability: Which employee needs to take what steps to bring new insights into routine practice, and are these implementation tasks compatible with the existing rules and

regulations (constitution), culture, work environment, skills, KPIs, and professional identity that these employees must abide by?

- Interactional workability: Is there any clarity about appropriate roles and behaviour that is expected of the employees? Is each employee, with respect to his/her performance (among the executives, at least), aware of his/her own agreed objectives to achieve right at the beginning of each year?
- What is the role of the CSB in improving the public sector performance?

How is the relationship between the MoH and the CSB? Does an immediate interaction take place between all respective governmental parties involved in this work?

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End of Appendix 2

### **Appendix C: The Constitution of Bahrain**

<http://www.wipo.int/edocs/lexdocs/laws/en/bh/bh020en.pdf>

### **Appendix D: The Imam Ali Charter**

A sample link is provided below:

<https://paulsarmstrong.com/articles/caliph-ali-letter-to-malik-ashtar/>

### **Appendix E: UNDP Good Governance Approach**

Click on the following link for more information:

<http://www.unescap.org/sites/default/files/good-governance.pdf>

### **Appendix F: Arab Human Development Report of 2002**

(Creating Opportunities for Future Generations)

By the United Nations Development Programmes, Trigonal Bureau for Arab States (RBAS), Arab Fund for Economic and Social Development.

Link to the aforementioned document is provided below:

<file:///E:/Copy%20D/LAP%20TOP/PhD%20Material%2013-14/IPSP%20Articles/UNDP%20-%20Arab%20Report%202002.pdf>

## **Appendix G: ICIM Participant Information Sheet**

### **ICIM PARTICIPANT INFORMATION SHEET**

#### **Study Title**

Investigating the Adoption of the Interactive Complex Intervention Model (ICIM) which is aimed at improving the Public Sector Performance in Bahrain.

#### **The Aim of the Research**

The purpose of this research is to develop a workable model that will prove useful in the improvement of the public sector performance in the context of Bahrain. The said model should be workable and should help professionals (e.g. managers, policy makers, executives, and others of a similar cadre) in achieving the following: The implementation of new insights and ways of thinking, the structural integration of new systems of practice into the existing organizational and professional settings, establishing a focus on the dynamic processes that lead the public sector organisations to embed innovations in the daily routine practice.

The performance of the public sector has never been under more application than it is today, among people, politics, and sociocultural matters. As a result, its service quality, in particular, has been under the focus of United Nations, other governing entities, politicians, people, scholars, and academic communities, where many initiatives and practical techniques have already been put in place. There is a consensus among all of these entities about the need to reform the public sector performance. However, there is disagreement among them about which specific reforming model could be considered valid for all contexts worldwide.

#### **Why are we inviting you?**

Our purpose behind extending an invitation to you is that you might provide valuable input into the outcomes of our research; we are inviting you to explore – through health services as an example – the standing of the public sector performance at the moment and what is needed in order to bring these insights into the routine practice. We hope that you will agree to contribute to our research and share with us your enriching experience in developing the model sought in the future.



You will be interviewed informally to enable us to develop ideas and insights based on your experience, as explained above. However, you have the option to withdraw from the study at any point. The interviews will be informal, and they will not intrude on your normal work.

**What are the possible disadvantages and risks of being a part of the survey?**

There are no disadvantages or risks involved in contributing to this survey other than a small amount of your time and effort. The ethical guidelines and procedures put in place will ensure that there is very little that can go wrong, and if it did, it would have a minimal impact on any participant.

**Will my taking part in this study be kept confidential?**

Definitely, the data will be anonymised and kept confidential.

**What will happen to the results of the research study?**

The results of the study will be published and disseminated internally at the Brunel University London. Also, anonymised results might be published more widely in Conference and Journal papers.

**Who is organising and funding the research?**

This is a PhD research conducted under the Brunel University London. It has been funded by the researcher himself.

**What are the indemnity arrangements?**

Brunel University provides appropriate insurance cover for research that has received an ethical approval.

**Who has reviewed the study?**

The study has been approved by the Brunel Ethical Approval Committee of Business School (Reference: 3141-A-Jan/2017- 5334-1). Brunel University is committed to compliance with the Universities UK Research Integrity Concordat. You can expect the highest level of integrity from our researchers during the course of their research.'

**For further information, please contact:**

The principal supervisor, Professor Francesco Mascone: [Francesco.Moscone@brunel.ac.uk](mailto:Francesco.Moscone@brunel.ac.uk)

The researcher, Abdulghani Almisbah: [Abdulghani.Almisbah@brunel.ac.uk](mailto:Abdulghani.Almisbah@brunel.ac.uk)

\_\_\_\_\_

\_\_\_\_\_

Participant's Signature

Date

**Appendix H: Sample Consent Form**

Approval Reference: 3141-LR-Dec/2016- 4903-2

College of Business, Arts and Social Sciences

Research Ethics Committee, Brunel University London.

**SAMPLE CONSENT FORM**

The participant should answer all the questions in this sheet		
<i>Please tick the appropriate box</i>		
	YES	NO
Have you read the Research Participant Information Sheet?	<input type="checkbox"/>	<input type="checkbox"/>
Have you had an opportunity to ask questions and discuss this study?	<input type="checkbox"/>	<input type="checkbox"/>
Have you received satisfactory answers to all your questions?	<input type="checkbox"/>	<input type="checkbox"/>
Who have you spoken to?	<input type="checkbox"/>	<input type="checkbox"/>
Do you understand that you will not be referred to by name in any report concerning the study?	<input type="checkbox"/>	<input type="checkbox"/>
Do you understand that you are free to withdraw from the study: at any time without having to give a reason for the same?	<input type="checkbox"/>	<input type="checkbox"/>
<b>(where relevant, adapt if necessary) without affecting your future care?</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>(Where relevant) I agree to my interview being recorded.</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>(Where relevant) I agree to the use of non-attributable direct quotes in written or published version of the study.</b>	<input type="checkbox"/>	<input type="checkbox"/>
<b>Do you agree to take part in this study?</b>	<input type="checkbox"/>	<input type="checkbox"/>
Signature of Research Participant:		
Date:		
Name in capitals:		

<b><u>Witness statement</u></b>
<b>I am satisfied that the above-named has given informed consent.</b>
Witnessed by:
<b>Date:</b>
<b>Name in capitals:</b>

<b>Researcher name:</b>	<b>Signature:</b>
<b>Supervisor name:</b>	<b>Signature:</b>

## **Appendix I: Informed Consent Form**

### **INFORMED CONSENT FORM**

#### **[Investigating the Adoption of Interactive Complex Intervention Model (ICIM) – Aimed at Improving the Public Sector Performance in Bahrain]**

I freely and voluntarily give my consent to be a participant in the research project, titled “Investigating the Adoption of Interactive Complex Intervention Model (ICIM) – Aimed at Improving the Public Sector Performance in Bahrain,” that is being conducted by Abdulghani Almisbah, the principal investigator, who is a postgraduate student at Brunel University London, Business School. The broad goal of this research study is to explore the current reality of the public sector performance in Bahrain and to find a way to improve it. I have been specifically asked to evaluate the factors affecting the public sector performance and propose insights that will aid in improving the performance. I am aware that my part in the project will not last longer than 70 minutes.

I have been assured that my responses will be kept strictly confidential. I also understand that if, at any time during the interview, I feel uncomfortable about continuing with my participation, I am free to leave. That is, my participation in this study is completely voluntary, and I may withdraw from it at any time, without any negative consequences. In addition, should I not wish to answer any particular question/s, I am free to decline. My name will not be linked with the research materials, and I will not be identified or identifiable in any report subsequently written and published by the researcher.

I have been given the opportunity to ask questions regarding the interview, and my questions have been answered to my satisfaction. I have been informed that should I have any general questions about this project, I should feel free to contact the researcher, Abdulghani Almisbah, at: Abdulghani.Almisbah@brunel.ac.uk. If I have any comments or concerns about the ethical procedures employed in this study, I can contact Professor Francesco Moscone, Brunel University, London Business School, who is the principal supervisor of the researcher and whose email address is: Francesco.Moscone@brunel.ac.uk.

I have read and understood the above and I give my consent to participate in this study. My signature is not a waiver of any legal rights. Furthermore, I understand that I will be able to keep a copy of the informed consent form for my records.

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Participant's Signature

Date

I have explained and defined in detail the research procedure in which the respondent has consented to participate. Furthermore, I will retain one copy of the informed consent form for my records.

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Principal Investigator Signature

Date