

**A DESCRIPTION OF WHETHER THE OBJECTIVES OF THE
PERFORMANCE MANAGEMENT SYSTEM OF THE
BOTSWANA DEPARTMENT OF TRIBAL ADMINISTRATION
ARE BEING REALISED**

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Declaration

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and that I have not previously in its entirely or in part submitted it at any university for a degree.

Signature

Date

Abstract

Public sector organisations have to deliver quality services to the people amid budgetary cuts and public disenchantment with the public sector. Delivering these services in the face of dwindling resources has led public sector organisations to introduce performance improvement initiatives in an endeavour to do more with less.

The government of Botswana introduced a raft of performance improvement initiatives such as WITS, O & M and Job Evaluation in the public sector with the sole objective of improving performance and driving public service delivery. However, despite the implementation of these initiatives, there was increasing concern that the quality of the delivery of public services was declining. These performance improvement initiatives were criticised for failing to make any meaningful impact on organisational performance, as the problems of poor service delivery remained unchanged.

The failure of these earlier public sector reforms to improve organisational performance led the government to introduce a more comprehensive and holistic reform programme, PMS, guided by the national vision – Vision 2016 – in 1999. PMS was seen as the overall framework within which all previous reform initiatives could be integrated.

This research sought to determine whether the objectives of PMS of DTA were being realised, given that previous public sector reforms had been deemed to have failed to actually raise organisational performance. A case study of DTA was therefore undertaken to describe the extent to which PMS had delivered on its objectives. Data collection was through structured self-administered questionnaires, comprising 14 closed-ended questions, one ranked question and one open-ended question. This was also augmented by documentary analysis of official reports such as the Annual Statements of Accounts (ASA).

The research found that PMS had succeeded only in so far as communicating DTA's vision, mission and values across the department. There was awareness of PMS within DTA. However, the system had not succeeded in improving DTA's organisational performance, as it was hampered by various challenges such as lack of leadership commitment, the difficulty in implementing the system and lack of feedback on organisational performance. Recommendations are also made for enhancing DTA's PMS to actually realise its objectives of improving organisational performance.

Opsomming

Daar word van openbaresektororganisasiesverwag om kwaliteit dienste aan die publiek te lewer ter mede van ingekorte begrotings en openbare ontngteringsrakende die openbare sektor. In 'n poging om hierdie dienste te lewer ten spyte van beperkte hulpbronne in openbare sektororganisasies inisiatiewe in omwerkverrigting te verbeter en sodoe n meer koste-doeltreffend te werk.

Die regering van Botswana het 'n aantal inisiatiewe, byvoorbeeld Werk Verbetering Spanne (WITS), Organisering en Metodes (O&M) en Posevaluering, in die openbare sektor geïmplementeer met die uitsluitlike doel om werkverrigting te verbeter en openbare dienslewing te dryf. Ten spyte hiervan was daar getoentoen dat die kwaliteit van dienslewing toenemend verswak. Bogenoemde inisiatiewe is gekritiseerd as hullegefaal het omenigenoemenswaardige impak op organisatoriese prestasie toon, aangesien problemerakende wakdienslewing kon veranderd was.

Die versium van hierdie aanvanklike hervormings in die openbare sektor om organisatoriese prestasie te verbeter, het daartoe aanleiding gegeef dat die regering in 1999 'n meeromvattende en holistiese hervormingsprogram, die Prestasie Bestuur Stelsel (PMS), ingestel het, geleideur die nasionale visie – 'Vision 2016'. Die PMS is gesien as die omvattende raamwerk waarbinne al die vorige hervormings inisiatiewe geïntegreer kon word.

Hierdie navorsing het gepoog om vas te stel of die doelstellings van die PMS in die Departement van Stam Administrasie realiseer, siendevore openbare sektor hervormings nie geslaag het om organisatoriese prestasie te verbeter nie. 'n Gevallestudie van die departement is onderneem om die mate waarin die PMS se doelstellingsbereik is te beskryf. Dataversameling is gedoen deur gestruktureerde, selfgeadministreerde vrae, bestaande uit 14 geslotenvrae, een ranglysvraag en een oopvraag. Dit is aangevul deur dokumentêre analise van amptelike verslae soos jaarlikse Rekeningstate.

Die navorsing het gevind dat die PMS slegs in dié mate geslaag het dat mens en wars deur die departement bewus gemaak is van die departement se visie, missie en waardes. Hoewel mense bewus was van die prestasiebestuurstelsel, bevind die navorsing geen daadwerklike verbetering in organisatoriese prestasienie, aangesien dit belemmer word deur verskeie uitdagings, soos gebrekkiig tot ewyding deur leiers,

probleme met die implementering van die sisteem en die tekortaanterugvoerrakende organisatorieseprestasie. Die navorsingstelsekereaanbevelingsvoorom die departement se prestasiebestuursysteem te verbeter om die doelstelling om organisatorieseprestasie te verwesenlik.

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List of acronyms and abbreviations

APP	Annual Performance Plan
DPSM	Directorate of Personnel Service Management
DTA	Department of Tribal Administration
MLG	Ministry of Local Government
O&M	Organisation and Methods
PDP	Performance Development Plan
PMS	Performance Management System
PS	Permanent Secretary
PSP	Permanent Secretary to the President
WITS	Work Improvement Teams

CHAPTER 1

ORIENTATION OF PERFORMANCE MANAGEMENT

1.1 INTRODUCTION

The urge to evaluate, measure and monitor performance of public institutions and employees has been the concern of politicians, public sector managers and users of public services. In recent years, there has been a renewed emphasis on measuring public programme performance. Public programmes are open to public criticism when those in charge cannot show what has resulted from the expenditure of public resources. Measurements help increase accountability and thereby trust between public institutions and citizens. Consequently, interest in performance management and the need to develop appropriate performance management processes and measures has been increasing in the past two decades. In an effort to improve performance, efficiency, accountability and effectiveness of public sector organisations, governments have adopted a variety of public sector reforms (Van der Waldt, 2004:43; Dzimbiri, 2008:46-47).

The main focus of public service reforms in Botswana has been to enhance efficiency by departments to effectively use limited and sometimes dwindling resources; to provide services and to increasingly focus on customer needs (Magosi, 2005:5). This was also as a consequence of the public dissatisfaction that deemed the public service as an inefficient and ineffective institution that was unresponsive to their needs. It has also been reported that public servants in Botswana have a poor work ethic and there is inefficiency in government institutions (Sunday Standard Newspaper, 2008).

Madome (2008) writing in Botswana Gazette newspaper argues that "Performance Management System costs the government of Botswana P 850,000 per week in hotels, meals, accommodation, petrol, wear and tear of vehicles and the absence of officers from work for weeks on end with nothing to show for it". He also argues that the approach to strategic planning in the Performance Management System involves what is called "Performance Improvement Units in ministries sitting down at a secluded tourist hotel for a week brainstorming 'objectives' for the departments every March. This achieves a little better than what they call a 'strategy map' which at times looks like cobwebs".

1.2 RATIONALE FOR THE STUDY

There has been a lot of discontent about the perceived poor performance of Department of Tribal Administration by members of the public. Members of the public are of the view that

the department is characterised by inefficiency and staffed by people who are not responsive to the public that they serve. There seems to be poor work ethics permeating the whole organisation, and an entrenched paradigm that any reform is just a fad, that is bound to fail just like its predecessors. The department's development projects are not being implemented as evidenced by the high levels of unspent development funds. The uptake of development projects is slow as the projects always escalate into the next plan period (Monnaesi, 2009:1).

1.3RESEARCH PROBLEM

Organisational performance management in the Department of Tribal Administration is a process that is disliked by management as well as employees. The exercise of drawing organisational annual performance plans from the parent ministry's strategic plan for any particular plan period is usually a daunting task. In most cases, the majority of employees, from middle management down to the lowest level find it difficult to set specific and measureable objectives. The problem is that Performance Management System training has been mostly rushed and therefore majority of the employees have not yet grasped the concept of organisational performance management as well as the tool that is the Performance Management System (Monnaesi, 2009:1).

There is also no feedback on organisational performance as there are no organisational performance reviews done for the department. There are no annual reports produced at the end of each plan period detailing the successes and/or failures in respect of annual organisational performance plans. If feedback on organisational performance is attempted, it is subjective and does not really help in identifying problems hindering organisational performance. The unresponsive organisational culture and climate permeating the Department of Tribal Administration hampers the success or efficacy of the Performance Management System. Furthermore, the personnel is not amenable to change and do not cooperate with the whole process of change management. The organisational culture and climate is not open and responsive to promote change, therefore most attempts such as Work Improvement Teams (WITS), Organisation and Methods (O&M) and Job Evaluation aimed at improving productivity have been futile (Monnaesi, 2009:1-2).

Various organisational performance improvement initiatives such as WITS, O&M and Job Evaluation have been implemented in the Department of Tribal Administration without much success. The WITS strategy is a people-centred management approach which sought to develop public employees into problem solvers, improvement seekers and team workers who jointly initiated improvements in their respective areas of responsibility. The objective

was to enhance organisational efficiency and effectiveness as well as to improve the quality of service to the public (DPSM, 1997:2).

According to Nyamunga (2006:3), Job Evaluation was meant to realign the job structures that had been inherited from the colonial government. Job Evaluation covers a variety of schemes which all attempts to assess the relative worth of jobs, within a framework which strove to be as objective as possible. The aim of Job Evaluation is fairness by trying to pay the right rate for a job relative to all other jobs in the public service (DPSM, 1992:5-6). According to Nyamunga (2006:3), O&M focuses on reorganising ministerial structures to facilitate effective delivery of their mandates. The overall purpose of the comprehensive O&M review launched by DPSM was to improve the overall organisational performance and effectiveness of the public service (DPSM, 1995:1).

According to the Institute of Development Management (IDM) (2006:vi-2), despite the implementation of these initiatives aimed at raising efficiency and productivity in the public service, increasing concern was growing inside and outside government that the level and quality of the delivery of public services was continuing to decline. These initiatives failed to address weak planning at the ministries and departmental levels because their implementation was not without problems which eventually made the public service inefficient. The failure of these initiatives led the government to implement Performance Management System in 1999 in an endeavour to further improve service delivery. It is against this background that this study is undertaken.

1.4 RESEARCH QUESTION

Given that previous public sector reforms such as Organisation and Methods, Work Improvement Teams and Job Evaluation aimed at improving public sector performance seemed to have failed to actually raise organisational performance, a question worth considering is thus: Is the Performance Management System of the Department of Tribal Administration realising its objectives?

1.5 RESEARCH OBJECTIVES

The general aim of this study is to describe the extent to what Performance Management System has delivered on its objectives.

The specific research objectives are to:

- i. To describe the objectives of a Performance Management System;

- ii. To describe the Performance Management System of the Department of Tribal Administration;
- iii. To determine organisational performance against the objectives of the Performance Management System from reported performance and perceptions of employees;
- iv. To identify the challenges hampering the efficacy of Performance Management System; and
- v. Based on the findings, to propose recommendations for improvement of the Performance Management System of the Department of Tribal Administration.

1.6RESEARCH DESIGN AND METHODS

This study is quantitative in nature. The research design that will be adopted is a survey research design. A structured self-administered questionnaire will also be developed and utilised as a source of data. According to Mouton (2008:152), surveys are empirical studies that are usually quantitative in nature and which aim to provide a broad overview of a representative sample of a large population. Mitchell & Jolley (2004:186) posit that a survey can be a relatively inexpensive way to get information about people's attitudes, beliefs and behaviours. They argue that with a survey, you can collect a lot of information on a large sample in a short period of time.

Gravetter & Forzano (2003:174) point out that one of the real strengths of survey research is its flexibility. They posit that surveys can be used to obtain information on wide variety of different variables including attitudes, opinions, preferences, and behaviours. In addition, surveys typically provide a relatively easy and efficient means of gathering a large amount of information. Mouton (2008:153) also argues that the strength of a survey design is its potential to generalise to large populations if appropriate sampling design has been implemented. In addition, he is of the view that surveys also have high measurement reliability if there is proper questionnaire construction and high construct validity if proper controls have been implemented.

Mouton (2008:153) further points out that structured questionnaires are utilised as sources of data in surveys whilst Mitchell & Jolley (2004:187) argue that there are two types of survey instruments: (1) questionnaire surveys in which participants read the questions and then write their responses, and (2) interview surveys in which participants hear the questions and speak their responses. Mitchell & Jolley, (2004:187) point out that self-administered questionnaire are easily distributed to a large number of people and often allow anonymity. In addition, using a self-administered questionnaire can be a cheap and easy way to get data.

However, they point out that surveys that rely on self-administered questionnaires usually have a low return rate. In addition, Mouton (2008:153) posits that lack of depth and insider perspective which is one of the limitations of survey design sometimes lead to criticism of 'surface level' analysis and also survey data are sometimes very sample and context specific. Mitchell & Jolley (2004:186) posits that surveys may have poor construct validity, they may have poor external validity, and that they will have poor internal validity. In order to ensure the high response rate, the questionnaire will be administered personally by the researcher within DTA.

1.6.1 Data Collection

Data collection will be through documentary analysis of official documents and reports. This will also be augmented by the use of standardised or structured self-administered questionnaires which will be used in order to enhance the reliability of data (Singleton *et al.* 1993:248). The structured questionnaire will comprise 14 closed-ended questionnaires and only one open-ended question. This is because the presence of response options in structured questionnaires enhances standardisation by creating the same frame of reference for all respondents (Singleton *et al.* 1993:284). The questionnaires are administered personally by the researcher to ensure high response rate.

1.6.2 Sampling

The research will employ stratified random sampling. Singleton & Straits (2010:164) argue that in stratified random sampling, "the population is first subdivided into two or more mutually exclusive segments based on categories of one or a combination of relevant variables. Simple random samples are then drawn from each of the stratum, and these subsamples are joined to form the complete, stratified sample". The division into groups may be based on a single variable such as gender or may involve a combination of more than one variable i.e. gender and age. The members of a particular stratum will thus be more alike or homogeneous than the population at large (Welman *et al.* 2005:61).

Stratified sampling is particularly useful when a researcher wants to describe each individual segment of the population or wants to compare segments (Gravetter & Forzano, 2006:124). In a stratified random sample approach, the researcher is required to be aware of the stratification variables, that is, the variables in terms of which the population may be divided into homogeneous strata (Welman *et al.* 2005:61).

1.6.3 Data Analysis

Data analysis will be through the Likert Response Scale consisting of a series of responses ranging from ‘strongly agree’ to ‘strongly disagree’ (Singleton *et al.*, 1993: 289). Responses to the self-administered questionnaire will be based on a 5-point agreement/disagreement scale to afford ample flexibility for analysis. Respondents will be requested to respond to the questions by either agreeing or disagreeing to questions contained in the questionnaire. The Likert Scale will be employed for analysis because it serves to guard against bias attributed to leading questions. Statistical data analysis will be through Kruskal-Wallis ANOVA by Ranks and Spearman Rank Correlation.

1.7 OVERVIEW OF CHAPTERS

The outline of the chapters in this study is as below:

CHAPTER 1: INTRODUCTION

This chapter includes the introduction to the research study, which comprises the problem statement, background and rationale as well as the general aim and specific objectives of this research project. It also includes the research question.

CHAPTER 2: PERFORMANCE MANAGEMENT

The chapter focuses mainly on unpacking the theoretical framework of this study. It would be a chapter devoted to an in-depth literature review on performance management.

CHAPTER 3: DEPARTMENT OF TRIBAL ADMINISTRATION'S PERFORMANCE MANAGEMENT SYSTEM

This chapter is dedicated to explaining the institutionalisation of Performance Management System in the Department of Tribal Administration.

CHAPTER 4: FINDINGS AND DISCUSSION

The chapter covers the research design and methodology used to address the research problem. The research design and methodology adopted for this research is described in detail. Data collection as well as data analysis is also discussed. This chapter also focuses mainly on an in-depth presentation of the findings uncovered by the research study and the interpretations and/or discussions thereof of such findings in terms of the research problem. The meanings and implications of the findings of the research are also explained as well as the discussion of possible alternative interpretations.

CHAPTER 5: RECOMMENDATIONS AND CONCLUSION

The chapter sums up the main points of the research in relation to the objectives of the study. Recommendations that have been logically derived from the body of the research are also suggested to enhance the efficacy of PMS.

CHAPTER 2

PERFORMANCE MANAGEMENT

2.1 INTRODUCTION

Marr (2009:1-3) argues that managing and delivering performance is right at the centre of any government and public sector organisations as these needs to manage the effective and efficient delivery of their services. For organisations across the world, performance management is on top of their management agenda. To help this process along, governments have introduced legislations and frameworks to improve the management of performance in the public sector. The stated aims of these performance management initiatives tend to be improved performance with an emphasis on increased efficiency and effectiveness of service delivery and improved accountability to the public. While these aims make sense and the performance management approaches are generally well intended, organisations in the public sector seem to approach performance management with an emphasis on collecting and reporting data that produces little insights, learning or improvement.

According to Hughes (2008:45), the centrepiece of managerial reforms in the 1990s has been that of performance management. These managerial reforms based on markets and focused on improving public sector performance are often referred to as 'New Public Management'. Improving performance is central to NPM and other managerial reform; indeed, the transition to managerialism was driven to a large extent by concerns over the performance of traditional public administration. Performance indicators, performance appraisal, performance management, and other such terms have become part of the discourse of public management and the reality in the public sector. The use of these ideas has attracted some criticism along the lines that performance cannot be measured adequately in government, and also that performance indicators are inherently flawed. On the other hand, if a government agency is spending taxpayer money, it needs to be able to demonstrate that public purposes are, in fact, being served. It needs, therefore to show that it is achieving whatever task it has been given. In other words, the agency and its programmes have to show that they have performed.

"A key reason for managerial reform in government was a view in the community, or at least in the more informed parts of it, that the public sector was not performing well. The single driver of the reform is that of improving performance. The reform movement was in large part a response to this view that more and better performance was needed" (Hughes, 2008:48).

Pollitt in Pollitt & Bouckaert (2000:131) point out that the reformers insist that public sector organisations must reorient and reorganise themselves in order to focus more rigorously on their results. They must count costs, measure outputs, assess outcomes, and use all this information in a systematic process of feedback and continuous improvement.

According to Armstrong & Murlis (1994:205) performance management emerged as a key business process and a major lever for achieving culture change in the early 1990s, when it became increasingly evident that it could play an important part in an integrated system of human resource management as one of a number of mutually reinforcing processes.

This chapter will focus mainly on unpacking the theoretical framework of this study. It would be devoted to an in-depth literature review on performance management, covering the different definitions of performance management, performance management system, and the application and limitations of performance management in practice. The philosophy underlying performance management as well as the processes involved will also be discussed.

2.2 DEFINING PERFORMANCE MANAGEMENT

Vast amount of literature abounds on performance management. Performance management can be implemented at various levels and can be either on the improvement of individual performance, teams or unit performance or the organisation's total performance (Rao, 2004:214). The focus of the various performance management levels can be briefly described as follows:

- i) Managing performance at organisational level: Rummler & Branche in Spangenberg (1994:130) posit that managing the organisation and its processes entails four elements: goal management – each function at organisational level needs to have its own goals which support the achievement of organisational goals; performance management – this entails establishing a system for obtaining customer feedback on process outputs, monitoring process performance against the goals and sub-goals, feedback process information to the functions that are involved, establishing mechanisms to solve process problems and continuously improving process performance, and adjusting goals to meet new customer needs; resource management – this implies that resources are allocated across the entire horizontal organisation; and interface management – the smooth operation among different divisions/units of an organisation.

ii) Managing at team/unit level: The word 'team' refers to a natural work group or work unit operating at any level of the organisation, from the management team to the lowest work unit (Spangenberg, 2004:96). Wellins *et al.* in Spangenberg (2004:97) posit that recent interest in work teams is a realisation by management that empowered teams provide a way to accomplish organisational goals and to meet the demands of a changing work force. According to Armstrong & Baron (1998:24), more attention should be given to performance management for teams as well as individuals, an aspect of performance management that has been neglected. They argue that team work is important in organisations in which work is being organised on a team basis. Purcell *et al.* in Armstrong & Baron (1998:258) posit that teams can provide the elusive bridge between the aims of the individual employee and the objectives of the organisation.

In addition to that, Armstrong & Baron (1998:263) argue that team performance management processes or activities should aim at giving teams with their team leaders the maximum amount of responsibility to carry out all activities. They are of the view that the focus should be on self-management and self-direction.

iii) Managing at the employee level: This involves managing the five components of the human performance system: input – a well-structured position in a well-structured process contains easily recognised inputs, minimal interference, logical procedures, and adequate resources to do the work, performer – the knowledge, skill and individual capacity of employees to deliver on the job, output- the performance specifications or standards, consequences – these must be aligned to support the achievement of work goals, and feedback to the performer – tells an employee to change performance or to keep performing the same way. Here performance management is directed towards managing and measuring the performance of the individual, and the focus is on the impact of task requirements and individual abilities, needs, values, and motivation on individual performance (Spangenberg, 2004:134).

The focus of this research is on the organisational performance management of the Department of Tribal Administration. The research will thus be limited to a discussion of organisational performance management and will not discuss performance management at the individual and team/unit levels.

Various scholars such as Armstrong, Bacal, Srivastava, Spangeneberg, London & Mone, Murlis, Van der Waldt, De Waal and others have written extensively on performance

management. Some of the definitions by these scholars are presented below to gain relevant insights into what performance management entails.

2.2.1 Conceptualising Performance Management

Performance management refers to a comprehensive scientific approach to ensure a link between efforts of individual employees with vision and goals of the organisation in an endeavour to achieve excellence in organisations. Performance management is a planned process of which the primary elements are agreement, measurement, feedback, positive reinforcement and dialogue. It is concerned with measuring outputs in the shape of delivered performance compared with expectations expressed as objectives. It is also a means of preventing poor performance, and working together to improve performance (Bacal, 1999:7; Srivastava, 2005:18; Armstrong, 2006:9).

Another scholar, Marr (2009:3) posits that performance management is creating an environment in which organisational performance becomes everyone's everyday job. He argues that in such an environment, everybody in an organisation clearly understands the strategic priorities and accepts responsibility for the delivery and continuous improvement of performance. This is because employees intuitively use performance information to inform decision making at all organisational levels. London & Mone (2009:245) on the other hand, define performance management as "the process of goal setting, performance monitoring for feedback and development, and performance appraisal for evaluation as input to compensation and other administrative decisions".

According to Armstrong & Murlis (1994:206), performance management "is a means of getting better results from the organisations by understanding and managing performance within an agreed framework of planned goals, objectives and standards. It can be defined as a process or set of processes for establishing shared understanding about what is to be achieved, and of managing and developing people in a way which increases the probability that it will be achieved in the short and longer term".

Isaac-Henry, Painter & Barnes in Van der Waldt (2004:44) argue that performance management is essentially concerned with enhancing the value-adding process, that is: with increasing the productivity and quality of the relationship between organisational inputs/resources, outputs delivered, and outcomes achieved, where the latter focuses upon the impact of the services on a range of users. It is about making as large as possible the difference between costs and benefits. This is because if any organisation wants to reach its goals, it must first know what they are, so everyone can work towards achieving the same objectives. According to Van der Waldt (2004:42) performance management clarifies

strategy and makes it accessible; transforms strategy into operations, vision into action; clarifies roles and responsibilities – political and managerial; clarifies expectations of the institution and individuals; and improves accountability and participation.

Smith (2005:7) argues that the whole ethos of performance management rests on the assumption that if one can raise the performance levels of individuals, better organisational performance will follow. Suutari & Tahbanainen in Dessler (2006:13) are of the view that, the idea that the employee's efforts should be goal directed is core of performance management. Performance management has a bearing on organisational performance as it adds value to the relationship between good HR practice and better organisational performance because it can:

- Communicate a shared vision of the purpose and values of the organisation;
- Define expectations of what must be delivered and how it should be delivered;
- Ensure that people are aware of what constitutes high performance and how they need to behave to achieve it;
- Enhance motivation, engagement, and commitment by providing a means of recognising endeavour and achievement through feedback; and
- Encourage dialogue about what needs to be done to improve performance, achieving this by mutual agreement rather than by dictation from above (Armstrong & Baron, 2005:16).

The overall aim of performance management is to establish a culture in which managers, individuals and groups take responsibility for the continuous improvement of business processes and of their own skills, competencies and contributions (Dubois, Rothwell, Stern & Kemp, 2004:142). According to Van der Waldt (2004:75) the aims of performance improvement are to overcome some of the negative constraints of the employees, employer and environment. Therefore according to Mafunisa (2000:247-248) performance management should also result in the development of a positive work ethic within an organisation.

McLagan in Spangenberg (1994:40) argues that performance management can serve at least three major purposes: to serve as a vehicle for implementing organisational goals and strategy; to serve as a driving force for creating a participative culture; and to provide useful information for HR decisions. According to De Waal (2001:3), a superior performance management process enables managers to develop high-quality strategic plans, to set ambitious targets, and to track performance closely and this in turn ensures the achievement of strategic objectives and thereby the sustained creation of value.

This is because “throughout the world, organisations that are at the forefront of effectiveness and competitiveness constantly seek to: identify their needs in terms of the gap between desired or required performance levels and current performance; select the appropriate strategies for enhancing organisational performance, focusing on results and continuous improvement; and evaluate the outcomes of performance enhancement strategies to determine if further analysis is required” (Fisher, 1997:3).

According to Masango (2000:6), performance management could improve organisational efficiency and effectiveness of service delivery in the public service. It is a vehicle through which desirable levels of work performance can be identified and pursued. For Armstrong & Baron (2005:2), the overall purpose of performance management is “to contribute to the achievement of high performance by the organisation, specifically, performance management aims to make the good better, share understanding about what is to be achieved, develop the capacity of people to achieve it, and provide the support and guidance people need to deliver high performance and achieve their full potential to the benefit of themselves and their organisations”.

A good performance management process functions as an early warning system, giving signals about potential issues before these actually happen or become real problems. The concept of the learning organisation is supported by focusing people's attention on continuous improvement and development and by continuously raising performance expectations. Total quality management is enforced by ensuring that the expectations of external and internal customers drive the activities and the performance of the people in the organisation. The culture of an organisation is impacted because the performance management process ensures that consistency exists between what an organisation says it values and what is actually measured and rewarded (De Waal, 2001:14-15).

Furthermore, Armstrong (1994:31-32) points out that the implementation of performance management can itself provide a valuable opportunity to communicate new organisational values signalling a change in organisational culture.

Hartle (1997:220) posits that performance management needs to be driven by top management and linked to the business planning process. It becomes the way in which strategic change is achieved, new cultures are built and business initiatives such as quality improvement and customer service are turned into reality. He argues that managing total performance involves the creation of a working environment within which development, delivery and recognition of achievement happen on a continuous basis.

Spangenberg (1994:45-46) points out that “it is through leadership that strategy and culture is brought in line with developments in the environment. This is because for effective implementation of performance management proactive, upfront leadership is required and should be characterised by: serving as a positive role model for the organisation’s values; commitment to the performance management programme; and accountability for the success or failure of the performance management programme”.

To further unpack the subject matter of performance management, the next section will be devoted to a discussion of the philosophy underlying performance management.

2.2.2 The Philosophy of Performance Management

Armstrong & Murlis, (1994:209-210) posit that the philosophy of performance management is based upon the following concepts:

- The need for a process of management which supports the achievement of the organisational strategy by integrating corporate, departmental, team and individual objectives. The role of performance management in supporting the achievement of an organisational strategy is fulfilled by providing a means of integrating objectives downwards, upwards and laterally throughout the organisation (Armstrong, 1994:30).
- The need for this process to be based on values which enable it to support other organisational initiatives such as total quality, customer service and business process re-engineering;
- The importance of communicating the organisation’s mission and goals to all employees and the need to provide for an upward process of contributing to the formulation of the organisation’s objectives.
- The importance of measurement, feedback, reinforcement and ‘contingency management’ in managing performance; and
- The use of performance management to develop a ‘learning organisation’. Performance management’s philosophy emphasises the continuing nature not only of feedback, review and assessment but also of development (Armstrong, 1994:32). Fisher (1997:15) explains that a learning organisation is one that continually expands its ability to shape its future. He points out that this is because the organisation’s goal is to make continual learning a way of organisational life in order to improve the performance of the organisation as a total system. Marr (2009:212) on the other hand, posits that at the centre of a performance driven culture is organisational learning and improvement while London & Mone (2009:251), point out that the performance management process should be viewed as developmental

and evolutionary. They argue that this is because working on its design, educating managers and employees during initial roll-out, and supporting the use of the programme over time helps educate managers about the meaning of performance management and a performance based culture is thus created to drive organisational performance.

The next section will expound on the processes of performance management in order to further buttress the philosophy underlying performance management. The phases involved in the performance management process will be discussed in detail.

2.2.3 The Performance Management Process

According to Spangenberg (1994: 35) the performance management process involves five phases: performance planning; design or redesign of structures; ongoing managing of performance; and review of performance. These are discussed below:

- i. Developing organisational mission, goals, and strategic capabilities

Spangenberg (1994:43-44) posits that facilitating the development of a sense of mission for the organisation whereby the purpose of the organisation is aligned with its strategy and values is, and should be, the basis of performance management. He further argues that for performance management to be relevant, it should furthermore be instrumental in identifying critical success factors as well as performance goals and measures for the organisation. Armstrong & Murlis (1994:207) argue that an effective performance management starts at corporate level with the definition of the organisation's mission, strategy and objectives leading to definitions of functional or departmental missions, plans and objectives.

- ii. Formulating goals and creating alignment at the team and individual levels

Spangenberg (1994:44) argues that in order to ensure staying in step with the future, alignment with the environment is essential. This is achieved through alignment of unit, team, and individual objectives with the mission of the organisation. One of the key beneficial features of a fully developed performance management process is the communication of strategies, plans and objectives throughout the organisation and the opportunity this gives for upward contributions to the formulation of objectives. Armstrong & Murlis (1994:208) point out that another key feature is the means performance management

provides for clarifying roles, performance standards, objectives and competence requirements leading to the joint approval of work and personal development-and-training plans.

iii. Designing or redesigning structures

Design is aimed at facilitating the achievement of organisational goals and objectives by determining whether the existing organisation supports the achievement of organisational goals and taking corrective action as required. The purpose is to facilitate achievement of goals and objectives by ensuring that the current organisational structure is aligned with strategy (Spangenberg, 1994:44).

Marr (2009:12) points out that the starting point for good performance management is therefore a shared understanding and clarification of the strategic context of an organisation. Van der Waldt (2004:75) points out that this is because performance improvement strives to achieve a synergistic strategy that will nurture a culture conducive to service excellence within the institutional context.

iv. Managing performance

Managing performance and improvement covers the major part of the annual performance cycle and comprises three parts: managing and improving performance at three levels – organisation, process and employee levels. Mohrman Jr. & Albers-Mohrmon in Dessler (2006:205) are of the view that managing performance requires an integrated, performance management approach to improving performance. They argue that it means ensuring that employees are working toward organisational goals. Marr (2009:12) also argues that managing and delivering performance in the public sector is about engaging everyone in the strategy and its execution so that organisational performance becomes everyone's every day job.

v. Reviewing performance

Hartle (1997:75) argues that this is a critical step in the performance management process and provides the opportunity to step back from the day-to-day activities, assess performance trends and plan for the future. Performance analysis is done to first identify current or future performance requirements, to determine if current performance levels meet the identified requirements, and to

identify any 'gaps' between desired and actual performance (Pollitt & Bouckaert, 2000:119). Armstrong & Murlis (1994:208) argue that in an effective performance management process, there is a strong foundation of positive reinforcement and constructive problem solving. Effective performance is reinforced with praise, recognition and the opportunity to take on more responsible work. Less effective performance is dealt with as it happens by reiterating the standards and competencies required, indicating areas for improvement, and jointly agreeing the actions required to produce improvements.

According to Seidle in Masango (2000:68-69) regular assessment of the performance of organisations is necessary to show whether there is an improvement in the manner in which the public is served.

The preceding sections have unpacked the theoretical framework of performance management, covering various definitions of performance management, the aims of performance management, performance management philosophy and the performance management process. The next section will discuss performance management system as well as its objectives and its implementation in the public sector. A performance management system model – The Balanced Scorecard (BSC) will be discussed in subsection 2.5.

2.3 THE PERFORMANCE MANAGEMENT SYSTEM

Selepeng (n.d.:1) argues that PMS is a change and quality management process that facilitate a comprehensive management of performance at all levels in an organisation. According to Armstrong in Dzimbiri (2008:47), PMS is concerned with managing the organisation, everyone in the organisation, performance improvement, employee development, stakeholders' satisfaction and finally communication and involvement. He argues that the system emphasises development and initiation of self-managed learning process plans as well as the integration of individual and organisational objectives. Dzimbiri (2008:47) points out that PMS's focus is on future performance planning rather than on retrospective performance appraisal.

In addition to that, Hughes (2008: 58) posits that a good performance management system would be one that did not add greatly to costs, was reasonably flexible, and was meaningful. According to Franceschini, Galetto & Maisano (2007:109), a performance measurement system, flowing from the organisational mission and the strategic planning process, provides the data that will be collected, analysed, reported, and ultimately used to make sound

organisational decisions. Dubois *et al.* (2004:141-145) argues that a formal system of performance management, carried out by executives, managers, supervisors, and team leaders, along with other members of the workforce, shapes human performance within an organisation and affects the organisation's ability to achieve its objectives. Furthermore they point out that written performance plans are a major ingredient of any successful performance management system.

Armstrong & Baron (1998:44-45; 2005:7) and Armstrong (1998:49) are of the view that an organisation implementing PMS will:

- Communicate a vision of its objectives to all its employees;
- Set departmental performance targets;
- Align individual performance with the organisation's mission, vision and objectives.
- Conduct a formal review of progress towards these targets;
- Evaluate the whole process in order to improve effectiveness; and
- Use formal appraisal procedures as ways of communicating performance requirements which were set on a regular basis.

Spangenberg (1994:34) argues that an integrated Performance Management System requires:

- top management involvement - senior management support is essential to the long-term success of any performance management system (Dubois *et al.* 2004:144);
- formulating a corporate vision and mission;
- corporate objectives and strategies communicated downwards and work objectives set for all employees;
- a system's view of the organisation;
- conscious efforts to improve core organisational skills, competencies, and strategic capabilities;
- optimising the role of natural teams in determining departmental and smaller unit goals; and
- a holistic approach toward assessing performance.

A method to readily manage the performance management system which often generates vast amounts of information for public managers is the performance dashboard. A performance dashboard is an executive information system that synthetically captures the performance level of an organisation. Franceschini *et al.* (2007:127) using an analogy of one driving a car to explain performance dashboards, posit that "the concept of performance

dashboards is that a balanced set of performance indicators is like the gauges in the car: the mission is the destination. After all, there are not many gauges on the dashboard. While you are driving, you take note of the level of fuel, you watch the water level, and if an emergency light were to come on, you would notice that as well. These are secondary observations, however, to the driver's primary focus of moving the car safely in one direction while watching for obstacles in the road, including other drivers. Thus each of these gauges represents an aggregation of measures, which give an overall indicator of the performance".

Dubois *et al.* (2004:145) argue that an organisation's choice of performance management practices is influenced by factors such as its size and culture, the geographic distribution of its divisions and their degree of management autonomy, the types of outputs or results its employees are expected to produce, senior management's interest in and commitment to the concept of systematic performance management, the organisation's business plans, and the relationship perceived between workers and organisational success.

After the implementation of PMS in the public service to improve organisational performance, the next step is to assess progress towards improved service delivery. Therefore, in order to assess whether PMS is achieving its intended objectives in the public service, it is imperative to measure the performance of an organisation against its stated objectives. The next section will thus discuss performance measurement in the public sector.

2.4 MEASURING PERFORMANCE

Julnes & Wholey cited in Julnes, Berry, Aristigueta & Yang (2008: xi) point out that an essential component of performance management is performance measurement, the regular and careful monitoring of programme implementation and outcomes. They argue that such careful monitoring requires that organisations develop performance measurement systems that can provide numerical data and narratives for analysis to assess progress toward organisational goals and objectives. Franceschini *et al.* (2007:109), on the other hand, posit that the concept of performance measurement is straightforward: one gets what one measures, and one cannot manage a system unless one measures it.

According to De Bruijn (2007:7), the central idea behind performance measurement is a simple one: an organisation formulates its envisaged performance and indicates how this performance may be measured by defining performance indicators. Once the organisation has performed its tasks, it may be shown whether the envisaged performance was achieved and at what costs to the organisation.

Franceschini *et al.* (2007:111) argue that performance measurement provides a structured approach for focusing on a programme's strategic plan, goals, and performance; measurements focus attention on what is to be accomplished and compels organisations to concentrate time, resources, and energy on achievement of objectives. He further posits that measurements provide feedback on progress toward objectives; performance measurement improves communication internally among employees, as well as externally between the organisation and its customers and stakeholders. This is because the emphasis on measuring and improving performance creates a new climate, affecting all the organisation's aspects; and performance measurement helps justify programmes and their costs.

Dovetailing Franceschini *et al.* (2007:111)'s elucidation of performance measurement, De Bruijin (2007:8) points out that performance measurement forces an organisation to formulate targets for the various programmes for which it is responsible and to state the period within which they must be achieved. It will then show its ambitions for each of these targets in performance indicators. Furthermore De Bruijin (2007:4) argues that "performance measurement is a very powerful communication tool: it reduces the complex performance of an organisation to its essence. It therefore makes it possible to detect poor performance, allowing an organisation to be corrected if it performs poorly".

Behn in Hughes (2008:50-51) argues that for the measurement of performance, the public manager's real purpose is to improve performance. The second main purpose is the need to show results to the wider community. This is because the public sector does need to be able to demonstrate to the wider citizenry that public money is not being wasted and that public employees are gainfully employed. Furthermore, to show that performance has occurred, there is an obvious need to set out measures of that performance. Similarly, Heinrich (2003:25) is of the view that accountability to legislative bodies, taxpayers and programme stakeholders is a primary goal of public sector performance measurement.

Franceschini *et al.* (2007:109-110) are of the view that "the effective performance measures allow us to understand: how well we are doing; if we are meeting our goals; if our customers are satisfied; if our processes are in control; and if and where process improvements are necessary".

According to Osborne in Heinrich (2003:26) "in an ideal performance measurement system, the full range of information – from inputs to outcomes or impacts – would be used by public managers in a logical flow, linking performance monitoring to performance evaluation and to performance management to guide programme planning and improve future performance".

The next section will discuss a performance measurement model that has been or is being employed in the public sector to measure whether organisations are attaining their intended performance objectives as highlighted in their PMS.

2.5 A MODEL OF PERFORMANCE MANAGEMENT

This section will review a performance measurement model aptly named the Balanced Scorecard (BSC). The Balanced Scorecard will be reviewed in detail since it is the performance measurement model that is employed by the Department of Tribal Administration to assess organisational performance. Heinrich (2003:25) argues that a historical review of public sector performance measurement shows that the majority of initiatives have focused on holding agencies or executive administrators accountable for financial performance. There are important areas which should be taken into consideration when measuring organisational performance as shown in Table 2.1.

Table 2.1: The key areas of organisational performance

Strategy and Leadership: was effective leadership provided to, among others, communicate the vision of the organisation and align its activities to performance plans?
Human Resource Management: were there sound human resource management practices, including recruitment and selection, performance management and people development?
Financial and other Resources Management: were the assets and finances properly managed and utilised?
Service Delivery: were clients or stakeholders provided with the appropriate levels of service?

Source: Public Service Commission of South Africa (2008:5)

The Balanced Scorecard has emerged as a proven and effective tool in the quest to capture, describe, and translate intangible assets into real value for all of an organisation's stakeholders and, in the process, to allow organisations to implement their differing strategies successfully (Niven, 2006:xii).

According to Niven (2006:xi), the "Balanced Scorecard (BSC) developed in 1990 by Robert Kaplan and David Norton, began as a measurement system, translating an organisation's strategy into an interconnected set of financial and non-financial measures used to communicate strategy, build alignment, inform decision making, power performance management, and prioritise resource allocation".

The developers of the Balanced Scorecard, Kaplan & Norton (1996:18) posit that the Balanced Scorecard is a new framework for integrating measures derived from an organisation's strategy. They argue that while retaining financial measures of past performance, the Balanced Scorecard introduces the drivers of future financial performance. The drivers, encompassing customer, internal process, and learning and growth perspectives, are derived from an explicit and rigorous translation of the organisation's strategy into tangible objectives and measures. Kaplan & Norton (1996:25) point out that the four perspectives of the scorecard permit a balance between short-term and long-term objectives, between outcomes desired and the performance drivers of those outcomes, and between hard objectives measures and softer, more subjective measures.

The Balanced Scorecard clarifies the strategic objectives and identifies the critical few drivers of the strategic objectives which are then communicated throughout the organisation. The communication serves to signal to all employees the critical objectives that must be accomplished if an organisation's strategy is to succeed. The Balanced Scorecard has its greatest impact when it is deployed to drive organisational change. The Balanced Scorecard also provides the front-end justification, as well as focus and integration for continuous improvement, reengineering, and transformation programmes (Kaplan & Norton, 1996:12-14).

According to Kaplan & Norton (1996:19), The Balanced Scorecard fills the void that exists in most management systems – the lack of a systematic process to implement and obtain feedback about strategy. This is because management processes built around the scorecard enable the organisation to become aligned and focused on implementing the long-term strategy. The Balanced Scorecard can be used to:

- Clarify and gain consensus about strategy,
- Communicate strategy throughout the organisation,
- Align departmental and personal goals to the strategy,
- Link strategic objectives to long-term targets and annual budgets,
- Identify and align strategic initiatives,
- Perform periodic and systematic strategic reviews, and
- Obtain feedback to learn about and improve strategy (Kaplan & Norton, 1996:19).

Franceschini *et al.* (2007:123-124), explain that the Balanced Scorecard translates organisational mission accomplishment into a critical set of measures, distributed among an equally critical and focused set of organisational perspectives or dimensions. They argue that the concept takes a systematic approach in assessing internal results while probing the

external environment and is intended for top managers in an organisation to be able to obtain a quick and comprehensive assessment of the organisation in a single report. The use of the Balanced Scorecard requires executives to limit the number of measures to a vital few, allowing them to track whether improvement in one area of the four perspectives is being achieved at the expense of another area. That is, whether prudent financial management is being achieved at the expense of developing employees through training or by circumventing the internal process of the organisation.

According to Baxter & MacLeod (2008:60), the Balance Scorecard (BSC) lists objectives divided into four perspectives: financial, customer, internal processes, and learning and growth. It then details the measures aimed at achieving these, specifying for each the associated linking initiatives, the target level, and the actual level of the measure for the current period. They point out that the Balanced Scorecard is an attempt to balance financial performance with these other criteria.

Marr (2009:70) argues that a strategy map places the four perspectives into a causal hierarchy to show that the objectives support each other, that is, the objectives in the learning and growth perspective – such as *human capital, organisational capital and information capital* - underpin the objectives in the internal process perspective, which in turn underpin the objectives in the customer perspective –*customer satisfaction*. Delivering the customer objectives should then lead to the achievement of the financial perspective – *financial successes* – which would mean prudent financial management of limited public resources (doing more with less) and being responsive to the public been served.

2.6 LIMITATIONS OF PERFORMANCE MANAGEMENT IN THE PUBLIC SECTOR

Hughes (2008:55) argues that there are limitations to performance management in government such as: the difficulties of implementation and cultural change. Schick, Bouckaert & Halligan in Halligan (2007:43) argue that performance management has evolved and incorporated more sophisticated measures, yet finely tuned and highly effective performance management systems remain elusive.

Marr (2009:1) is of the view that “in principle, performance management is very simple: first, you need to agree and clarify what matters in your organisation; second, you need to collect the right management information to understand whether you are delivering performance in accordance with your plans; and third, you need to gain insights from the information, which in turn helps you deliver performance going forward. While in theory, this is a simple and intuitive process, getting this right in organisations seems not very simple at all”.

Performance management promises much but it is a process which takes time, effort and determination to introduce and even more dedication to manage well (Armstrong & Murlis, 1994:220-223). According to Winstanley & Stuart-Smith in Armstrong & Baron (1998:93), conclusive evidence that performance management leads to improved performance is lacking. They argue that this is because performance management can produce undesirable side effects such as demotivation and ‘over-bureaucratisation’. In addition they point out that it is also difficult to set performance objectives that cover intangibles, are flexible in response to change and cover the whole job; and that not enough time is given to the performance management process.

According to Marr (2009:1), this is because “in practice, the execution of performance management is often very mechanistic and too number focused, preventing organisations from achieving the desired performance improvements”. Radin in Halligan (2007:43) posits that the standard critiques of performance management argue that this derives from unrealistic, even impossible expectations that reflect how performance management is conceived and applied, and the limitations of the underlying rationale, that everyone will pull in the same direction and drive organisational performance – *the belief in altruism*.

According to Van der Waldt (2004:76), managing performance is not easy. This is because it is difficult to implement performance management systems. Hilliard (1995:5) argues that one of the most difficult tasks facing any public service is to develop performance indicators or measures for efficient, effective and economical government and administration. He points out that this difficulty is exacerbated by the fact that public institutions usually pursue social and political goals rather than simple commercial objectives. Furthermore, while most governments today are becoming cost-conscious, ways and means of achieving more services for less money are sometimes little more than an ideal.

Hughes (2008:51) posits that because of the ambiguity and goal displacement in government that often exists, it may be difficult to determine objectives or to measure results in the public sector, and this may be one of the key differences between the public and the private sectors. In addition, as a consequence of the fact that performance must take place within a government and in a political environment, this affects the utility of performance measurement (Hughes, 2008:55).

De Bruijin (2007:7) also points out that the effects of PMS in an organisation are often difficult to measure. He argues that this is because public performance has to take multiple values into account and is achieved in co-production; public service organisations are involved with various other stakeholders in the delivery of public services and their performance are interlinked with the performance of those other public agencies. It is these

interdependent relationships that actually may hamper the performance of public organisations. Van der Waldt (2004:45) too argues that there are a number of complications which make the concept of successful performance and its achievement highly complex and elusive in public service organisations. He points out that this is because public institutions are characterised by multiple stakeholders who include among others current users, citizens, elected members, pressure groups, professional bodies, trade unions, parastatals and NGOs. Furthermore, he argues that as a consequence, public service institutions have multiple and frequently conflicting objectives, especially since each set of stakeholders may well have a different set of values and a different view of what constitutes appropriate performance.

Hughes (2008:56) argues that even if it is generally agreed that performance should be measured, there are obvious difficulties in getting a system in place. This view is corroborated by an evaluation that was carried out in the Botswana public service in 2005. A *Report on the Evaluation of PMS in the Public Service of Botswana of 2005* (IDM, 2006:vii-viii) found that the design of the PMS process developed was perceived by the public servants as piecemeal, and in particular, there was a disconnect between the planning, performance monitoring and reward phases. The review of the design also identified problems of integration with other PMS initiatives such as Work Improvements Teams (WITS), and emphasis on form over substance and process over content. In addition to that the terminology associated with PMS is complex, inconsistent and conflicting and this unnecessarily resulted in the mystification of PMS and confusion among sections of public servants. According to Nyamunga (2006:2) departments in the Botswana public service have been having problems with cascading the execution of their strategies to the lowest levels, thus creating a breakdown in the cause and effect relationship between the performances at the lower levels to the higher level objectives of a department.

According to Spangenberg (1994:32-33) recent research has indicated that performance management is plagued by problems across the entire performance management system. He argues that changes in the strategy do not seem to be reflected by changes in behaviour while the core of performance management – its processes – are hampered by inefficiencies, particularly with regard to goal-setting and performance review. Complementing this argument, Pollitt in Hughes (2008:58) argues that despite the cost and staff cuts that have accompanied managerial change, there is as yet little evidence of fundamental culture change in most public services. This is because according to Pollitt & Bouckaert (2000:122), “the difficulties of evaluating cultural change are as great, if not greater, than those of assessing wide-scope structural change”.

Furthermore, Fowler in Spangenberg (1994:41) posits that both people and process-based systems will fail if they are incompatible with the organisation's culture or unless they are an integral part of a planned programme of cultural change. Marr (2009: 15) argues that this is precisely because "performance management is embedded in a specific culture, and at the same time forms part of some larger systems, driven by key political figures in the organisation. If these key figures do not buy into the system, are themselves not sophisticated enough to understand the system and to create a culture conducive to managing by goal setting, performance management will not get off the ground".

Armstrong & Murlis (1994:244) also argue that performance management systems can promise more than they achieve. However, they may fail because top management is not fully behind the scheme in actions as well as in words; line management has not been involved in the development of the process and therefore feels that it is a waste of time and/or mishandles the objective-setting and review processes; and quality control and continuing maintenance are not exercised over the operation of the scheme.

According to Hughes (2008:52), another limitation of PMS is how far measures in government can compare with those in the private sector. He points out that it is obviously easier to use indicators for programmes where there are tangible outputs in a process sense; however, it is harder, though possible, in complex public sector service areas such as health and education and according to OECD in Hughes (2008:52) difficult to apply to activities such as policy advice where the service is non-tangible and outcomes are not visible. Hilliard (1995:3) posits that private enterprises unlike the public sector, normally have accepted measures of performance. He argues that this is because the language of private sector decision making is quantitative and clear, so that groups of investors, shareholders and managers can decide which measures are most useful in determining success or failure.

In the public sector, there is little agreement about which measures of performance, if any, make clear to the electorate and public managers whether the government is succeeding or failing. With this hit-and-miss attitude, performance measures are set up, with generally unsatisfactory end results (Hilliard, 1995:3).

2.7 CONCLUDING REMARKS

Performance management has emerged as one the public sector reforms that have been adopted by governments both in the developed and developing countries aimed at improving organisational performance. Whilst the reason for implementing performance management by governments has being mainly to improve organisational performance, the reality is that public sectors are still being perceived as inefficient and non-responsive to the public being

served. This is because performance management is difficult to implement in the public service due to various reasons such as the lack of top management's commitment to performance management process, and the difficulty in setting specific and measurable performance goals and objectives.

However, despite the above limitations inherent in performance management, not measuring performance is now inconceivable. While performance indicators are undoubtedly hard to implement, the attempt does need to be made. Given the fact that governments are now faced with budgetary restraints due to difficult economic realities, it has become imperative for public sector organisations to show that they are performing and meeting their organisational objectives. They have to show that they are doing more with less in the provision of public services.

Whilst there are limitations to performance management in the public sector, the reality is that public sector organisations can no longer adopt a business-as-usual approach towards performance management. They have to embark on performance management initiatives such as Performance Management System in an endeavour to improve organisational performance. The next chapter will be dedicated to explaining the implementation and institutionalisation of PMS in the Botswana public sector. It should be made clear that PMS in Botswana is homogeneous across the public sector; therefore the system in DTA is similar to another system in a different department.

CHAPTER 3

DEPARTMENT OF TRIBAL ADMINISTRATION'S PERFORMANCE MANAGEMENT SYSTEM

3.1 INTRODUCTION

According to DPSM (n.d: 6), public services face major challenges from social, economic and technological changes and from major changes in public attitudes and expectations. The Botswana government wants public services for all which are efficient, effective, excellent, equitable, empowering and constantly improving. Achieving these goals would therefore make significant progress towards the government's wider objectives of greater social justice and a higher quality of life for all.

The main focus of public service reforms in Botswana has been to enhance efficiency by departments to effectively use limited and sometimes dwindling resources, to provide services and to increasingly focus on customer needs (Magosi, 2005:5). This was also as a consequence of the public dissatisfaction that deemed the public service as an inefficient and ineffective institution that is unresponsive to their needs. It has also been reported that there is poor work ethic and inefficiency in government institutions (Sunday Standard Newspaper, 2008).

This chapter will be a discussion of a case study, which will look at the implementation and institutionalisation of PMS within the Botswana public service. The legislative frameworks as they pertain to performance management in the Botswana public service will also be looked at as well as previous performance improvement initiatives preceding PMS. As already mentioned, PMS in Botswana is standardised across the entire public service. It is homogeneous across all ministries and departments.

3.2 LEGISLATIVE FRAMEWORK

Marr (2009:3) points out that to help the organisational performance management process along governments have introduced legislations and frameworks to improve the management of performance in government. In Botswana, PMS is still guided by the Presidential Directive CAB.9/99 and other public service instruments (IDM, 2006:14). The Public Service Act,2008 (No. 30 of 2008) which recently took effect in May 2010, in addition to the principles set out in the National Vision - Vision 2016, and in the Public Service Charter guides the public service towards a performance-oriented culture.

Section 8 (4) (b) of the Public Service Act, 2008 (No. 30 of 2008) mandates the Permanent Secretary to the President (PSP), who is the administrative head of the public service to enter into performance agreements with the Permanent Secretaries (equivalence of Director Generals in South Africa). Nyamunga (2006:14) points out that performance agreement are for the senior executives – directors up to the Permanent Secretary to the President. He posits that performance agreement addresses the core business of the ministry as well as the internal corporate management objectives such as financial management; internal processes improvement; information management; human resource management; public service charter and organisational values.

Section 8 (4) subsection (e) of the Public Service Act 2008, (No. 30 of 2008) mandates the PSP to introduce and manage public service management systems and related reforms. Section 9 subsection (b) of the Public Service Act 2008, (No. 30 of 2008) vests in the Permanent Secretary, the formulation of the strategic plan of the Ministry under his or her supervision in accordance with the performance agreement entered into with the Permanent Secretary to the President. In addition, according to section 9 subsection (f) of the Public Service Act 2008 (No. 30 of 2008), the Permanent Secretary shall be responsible for implementing public service reforms in his or her ministry.

The Public Service Charter provides the guiding principles of the public service such as regard for public interest; neutrality; accountability; transparency; freedom from corruption; continuity; the duty to be informed; and due diligence which are meant to drive the public service to provide the highest levels of service. According to one of the Public Service Charter's guiding principle of accountability, Cabinet Ministers are politically accountable to the public for the successes or failures of the ministries they supervise while Permanent Secretaries on the other hand, are administratively accountable to the public for the performance of their ministries (DPSM website, n.d).

In addition to that, Vision 2016 strategic pillar of “A Prosperous, Productive and Innovative Nation” envisions the Botswana public service as a society distinguished by the pursuit of excellence through a new culture of hard work and discipline, having a better work ethic and been more productive in all that they do while the vision’s pillar of “An Open, Democratic and Accountable Nation” envisions that holders of public office will be expected to uphold the accepted ethics of their office and will serve their communities well (Vision 2016, n.d:12).

Flowing from Vision 2016, Botswana derived the public service vision, mission and values to drive the public sector towards the effective and efficient delivery of public services. The public service vision, mission and values were intended to act as a basis for the development of corporate strategic goals. The Botswana public service vision is: “We, the

Botswana public service, will provide a world class service that is efficient, effective, caring and responsive to local and global challenge" (DPSM, n.d:5).

The Botswana public service mission statement is: "The Botswana public service exists to provide efficient and cost effective service for its customers and stakeholders through the formulation and management of government policies. The public service will implement sustainable performance programmes; provide essential services that are not otherwise accessible to the public; and create a sustainable and conducive environment for quality service delivery. The delivery of services will be provided in a caring, transparent, politically neutral, reliable, responsive, proactive and accountable manner and in partnership with all stakeholders. This public service will have a supportive culture that is customer and stakeholder focused; that rewards performance and empowers all. It will be supported and driven by up-to-date technology" (DPSM, n.d:5).

The Botswana public service values are commitment to excellence; self esteem; team work; cooperation; and timely delivery of services (DPSM, n.d:5). The next section will be a discussion on the previous organisational performance improvement initiatives that have been implemented in the Botswana public service in an endeavour to have a high performing public service that is responsive to the needs of the public been served.

3.3 PREVIOUS PERFORMANCE IMPROVEMENT INITIATIVES

The government of Botswana has implemented various organisational performance improvement initiatives in the public sector such as WITS, O&M and Job Evaluation. These public sector reforms which preceded PMS were implemented with the objective of improving organisational performance in the public sector and to drive service delivery. A discussion of these organisational performance improvement initiatives follows.

3.3.1 Work Improvement Teams (WITS)

The WITS strategy is a people-centred management approach in the public sector which sought to develop public employees into problem-solvers, improvement doers and team workers who jointly initiated improvements in their respective areas of responsibility. The objective is to enhance organisational efficiency and effectiveness as well as improving the quality of service to the public. WITS came about after the realisation that people's needs for achievement, for responsible and meaningful work, self esteem, constructive contribution, recognition and self-actualisation should be addressed by the organisations that they work in so as to enable the organisation to more effectively integrate the individual into the organisation. WITS were modelled along the lines of the Quality Circles (QC) that have been extensively used in Japan. The WITS concept is based on behavioural science findings

which hold that true motivation must be based on the work itself by building into it learning, direct communication, feedback, responsibility, recognition and self-actualisation (DPSM, 1997:2-3).

It is hoped that WITS would enable the government to tap into the talent that exists in the workforce and contribute to a higher level of cooperation, team spirit, satisfaction and performance among the employees of a department. WITS were to provide the civil service with a unique opportunity to harness the creative intelligence and positive attitudes of thousands of workers (DPSM, 1997:2).

The objectives of WITs included:

- satisfying the civil servants' needs;
- inspiring a higher degree of teamwork;
- promoting job involvement;
- creating a problem-solving capacity in the work team;
- enhancing the quality of service;
- improving communication;
- developing personal and leadership qualities and capabilities;
- improving employee motivation, performance and productivity; and
- creating a cheerful and harmonious job environment (DPSM, 1997:4).

A Work Improvement Team comprised a group of civil servants from the same work unit, irrespective of their divisional status who met regularly to identify, examine, analyse and solve problems pertaining to work in their department or work unit; identified and examined improvement opportunities, proposed and implemented improvement measures; discussed and conducted studies on how to improve their working environment, efficiency, effectiveness, quality of service, knowledge and skills, team work, work performance, use of resources, work goals, objectives and targets; and help to adapt the work unit and hence the department to changing circumstances (DPSM, 1997:3).

A WIT programme had several components such as:

- Departmental Productivity Improvement Committee (DPIC);
- Ministerial Productivity Improvement Committee for the Civil Service (MINI PIC-FORCE) – coordinating, facilitating and energising the work of the Departmental Productivity Improvement Committees;
- Department Facilitators – responsible for setting up WITs, guiding them, facilitating their functioning and helping them to become effective teams; and

- WITs Leaders – organising WITs in their work units, guiding the team to solve problem or to bring about improvements relevant to the team's departmental performance, and motivating team members (DPSM, 1997:8-18).

3.3.2 Job Evaluation

Job Evaluation was meant to realign the job structures that had been inherited from the colonial government (Nyamunga, 2006:3). Job Evaluation covers a variety of schemes which all attempt to assess the relative worth of jobs, usually within a framework which strives to be as objective as possible (DPSM, 1992:5). A slightly modified version of *The Peterson Decision Banding Job Evaluation Scheme*, commonly known as the 'Botswana combi' has been implemented in the Botswana public service. The fundamental basis of the Peterson scheme is that all jobs involve the taking of decisions and the relative complexity of these decisions establishes the responsibility level or band of the post and so determines the appropriate salary level or grade of a particular post (DPSM, 1992:6).

According to DPSM (1992:6), Job Evaluation may not directly help an organisation to run better but it contributes by bringing consistency to responsibility levels and salary grades. This is because all Job Evaluation schemes assess the job, not the job holder. No attempt is made to measure how well the incumbent is performing the duties. Therefore, Job Evaluation is not concerned with the fact that someone may be overqualified and too experienced for the position being occupied. The aim of Job Evaluation is fairness by trying to pay the right rate for a job relative to all other jobs in the public service.

3.3.3 Organisation and Methods (O&M)

Organisation and Methods has been defined "as the systematic study of organisational objectives, functions and structure as well as work systems and methods with a view to make them more appropriate and effective so that the organisation can achieve its objectives more efficiently and economically" (DPSM, 1992:22). The objective is to promote a higher level of efficiency through an audit of each department's manpower system. Economy and efficiency in the work organisation and equity in the grading and workload of each post are sought (DPSM, 1992:23). O&M focused on reorganising ministerial structures to facilitate effective delivery of their mandate (Nyamunga, 2006:3).

According to DPSM (1992:12), the overall purpose of the comprehensive O&M review launched by the Directorate of Public Service Management was to improve the overall organisational performance and effectiveness of the public service. The O&M review which covered all ministries and departments at all levels was carried out in two stages: the first

stage covered the review of ministerial organisation set ups – objectives, functions and structures while the second stage addressed itself to the study of and improvement of work systems and methods at all levels of the public service. The O&M review examined organisational objectives and functions at each level; assessed the adequacy of grouping and distribution of functions; determined the effectiveness of communication flow and coordination arrangements; streamlined the structures for effective performance of work; and developed organisational manuals. The next section will look at some of the criticisms levelled against these earlier organisational performance improvement initiatives – WITS, O&M and Job Evaluation, citing the reasons why they failed to achieve their stated objective of improving organisational performance in the public service.

3.4 CRITICISM OF THE PREVIOUS PERFORMANCE INITIATIVES

The government has over the years introduced a number of change initiatives as highlighted above in order to meet customer expectations and the broader government agenda. According to IDM (2006:vi), despite the implementation of a number of these organisational performance improvement initiatives aimed at raising efficiency and productivity in the public service, increasing concern was growing inside and outside of government that the level and quality of the delivery of public services was continuing to decline.

Nyamunga (2006: 2) points out that these organisational performance improvement efforts did not create much impact because “they were not holistic in approach as they were only refocusing capacity building efforts and treated the problems as individual projects without looking at them from a holistic perspective”. He further argues that despite the fact that these reforms were intended to improve the quality of service delivered and to satisfy customer needs, the problem of poor service delivery remained. This is as a consequence of the fact that the general public, politicians and other opinion leaders did not cease expressing disquiet about what they considered the inefficiency of the public service. Their complaints mainly alluded to lack of focus, responsiveness, and poor customer service (Moleboge, 2003:2; Dzimbiri, 2008:48).

According to IDM (2006:2), organisational performance improvement initiatives such as O&M, Job Evaluation and WITS had failed to address weak planning at the ministry and departmental level. This is because the implementation of these interventions was not without problems which eventually made the public service inefficient. These initiatives had not been entirely successful as a consequence of a lack of coordination, lack of integration and a haphazard approach to organisational performance improvement. The failure of these initiatives led the government to introduce PMS in 1999, an approach which will be the

subject of the next section. Despite their shortcomings, WITS, O&M and Job Evaluation are still being implemented in the public service to complement PMS which is seen as the overall framework within which all previous reform initiatives could be integrated.

3.5 PERFORMANCE MANAGEMENT SYSTEM IN BOTSWANA PUBLIC SERVICE

Despite the implementation of change initiatives that have been discussed in the preceding section, there have been minimal corresponding improvements in the service delivery and hence the introduction of a PMS (DPSM, n.d: 6). The failure by these earlier public sector reforms to improve organisational performance led the government to introduce a more comprehensive and holistic reform programme, PMS – guided by the national vision - Vision 2016 in 1999. A document called the PMS Philosophy document was formulated to guide the implementation of PMS (Nyamunga, 2006:2; Dzimbiri, 2008:49).

According to DPSM (1992, n.d: 6), PMS was introduced in the public service in 1999 in an endeavour to improve service delivery further. The implementation of PMS in government brought with it the realisation that service delivery is at the core of government development efforts. The objectives of PMS were to:

- Improve organisational performance in a systematic and sustainable way;
- Provide a planning and change management framework which is linked to budgeting and funding process;
- Enhance government capacity; and
- Inculcate the culture of performance and accountability to manage at higher levels of productivity so as to provide efficient service delivery.

In addition to these objectives, PMS was designed for the purpose of bringing about the following desired scenarios in the public service of Botswana:

- A planning culture established with emphasis on strategic and operational planning down to the individual level;
- Stakeholder input involved in the strategy Performance monitoring and review introduced at all levels;
- Approach to PMS standardised throughout the public service;
- PMS driven by leadership and supported by logical institutional structures;
- Outcomes based and focused on the delivery of services to customers;
- PMS as an engine of change and transformation to a performance-oriented culture; and

- Linkage between performance and reward definition of ministries and departments (IDM, 2006:7).

3.5.1 Performance Management System Philosophy in the Botswana Public Service

The PMS Philosophy Document considers PMS as the overall framework within which all previous reform initiatives could be integrated. PMS was seen as a viable tool for planning for high organisational performance in the public service by defining goals and objectives and setting targets for high performance. Cabinet took a decision to implement PMS as an appropriate strategy required to facilitate productivity improvement in the Botswana public service. Whilst PMS was to be facilitated by Ministerial Performance Improvement Coordinators, the responsibility for the intervention rested with the Permanent Secretaries (IDM, 2006:1-2).

The objectives of PMS are clearly articulated in the PMS Philosophy Document which set out an integrated approach to ensure that the public service delivers on set and agreed plans, improves and sustains productivity at all levels, and inculcates a culture of performance, accountability and focus on end results or outputs (IDM, 2006:37).

According to IDM (2006:25), PMS is not only expected to facilitate more efficient delivery of public services to Batswana, but it is also expected to reduce the wastage of public resources and to result in greater cost efficiency in the implementation of government programmes – leading to cost savings or doing more with less in the implementation of the public sector development programmes.

3.5.2 Institutionalisation of Performance Management System in the Public Service

The decision to embrace PMS as the transformation strategy of the Botswana public service was an initiative by the government and the public service to achieve Vision 2016 (DPSM, 2006:7). Vision 2016 aligned with the National Development Plans (NDPs) – *six year plans subject to a midterm review half way through the plan period* - is therefore the apex of the planning process charting the national strategic direction (IDM, 2006: xi). Ministries are currently using a system of strategy maps based on the Balanced Scorecard approach which link strategic themes contained in Vision 2016 to a cluster of activities (IDM, 2006:24).

The NDPs are anchored on a macro-economic outline which is followed by a statement of the issues and challenges facing the country and the various sectors and the sector strategies of the relevant Ministries to respond to these challenges. The adoption of Vision

2016 – a long-term vision for the country in 1997 has necessitated the alignment of subsequent plans to the vision's seven pillars of:

- An educated and informed nation;
- A prosperous, productive and innovative nation;
- A compassionate and caring nation;
- An open, democratic and accountable nation;
- A moral and tolerant nation;
- A united and proud nation; and
- A safe and secure nation (IDM, 2006:23).

Ministries and independent departments formulated strategic plans with vision and mission statements, key result areas, goals, objectives and values. These strategic plans were meant to direct ministries and departments to deliver services in a focused manner. Performance Improvement Coordinators were appointed at each ministry to coordinate PMS. Workshops – on the development of strategic plans, annual performance plans and measurement systems – were then conducted for the leadership (Dzimbiri, 2008:49).

According to the Ministry of Finance and Development Planning (Dzimbiri, 2008:49), phase one of the implementation framework for PMS comprised the customisation of PMS to suit individual ministries; phase two involved the formulation of departmental Annual Performance Plans (APPs); phase three defined the organisational performance measurement process in terms of strategic goals and objectives; and phase four ensured the creation of an evaluation and review structure for PMS in a ministry or departments. The Permanent Secretary to the President as the driver of PMS had the overall responsibility for the successful implementation of PMS throughout the public service. In practice, Permanent Secretary to the President delegated the implementation of PMS to the Director of Public Service Management. Permanent Secretaries in each ministry were sponsors for PMS and were tasked to create an enabling environment for the implementation of PMS and oversee ministerial action plans. Monitoring of PMS is done mainly by Performance Improvement Coordinators in each ministry who produce quarterly reports and briefings and advice on the way forward to ensure smooth implementation of PMS.

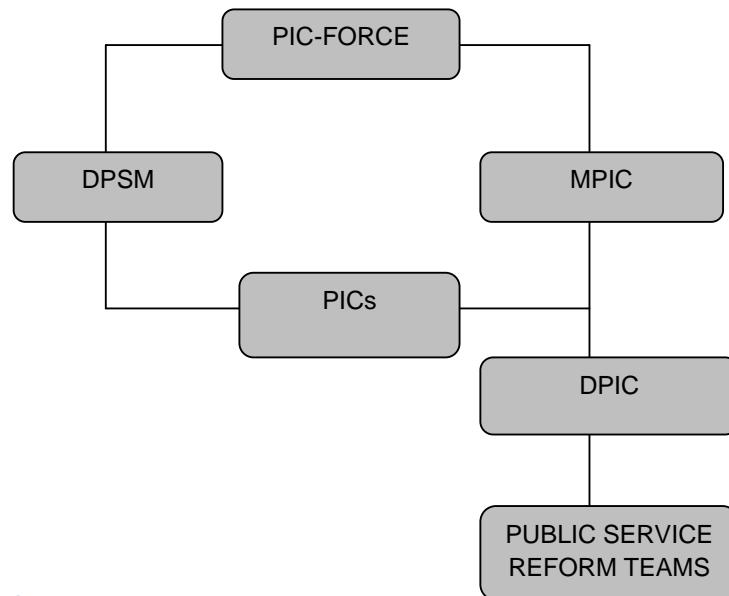


Figure 3.1: PMS Organogram

Source: IDM, 2006:40

Figure 3.1 depicts different role players involved in the institutionalisation of PMS across the Botswana public service. It also highlights the various functions of the different institutional structures and how they relate to each other.

- Performance Improvement Committee (PIC-FORCE) comprises the Permanent Secretaries, Heads of Individual Departments and Public Service Reforms Unit. The mandate of the PIC-FORCE is to drive the public service reform initiatives;
- Ministerial Performance Improvement Committee (MPIC)'s membership includes the Permanent Secretary and Heads of Departments including the Performance Improvement Coordinator (PIC). MPIC drives and manage the public service reform initiatives in Ministries and Departments;
- Departmental Performance Improvement Committee (DPIC)'s membership comprises the Directors and Unit/Sectional Heads together with a 'Change Agent' or Assistant PIC. The main objective is to drive and manage the public service initiatives in the department;
- Performance Improvement Coordinators (PICs) – are officers who have been appointed to coordinate reform activities and to ensure that they progress according to the laid down work plans in each ministry. They report directly to the Permanent Secretaries,

- Public Service Reform Unit (PSRU) located within the Office of the President, is charged primarily with the management of the implementation of PMS (IDM, 2006:40-41).
- Ministerial PIC-FORCES – constitute part of ministerial and departmental management and consultative forums, coordinated by Ministerial Performance Improvement Coordinators (1 per ministry) (IDM, 2006: ix). The overall responsibility for PMS is with the Office of the President, under the Public Service Reforms Unit.

3.5.3 Purported benefits of Performance Management System within the Botswana Public Service

Since the introduction of PMS, there have been some improvements in the delivery of services to the public being served, although there is still dissatisfaction that the public service is still not delivering to customer expectations. This is reflected in the Government of Botswana Customer Satisfaction Survey for the public service of 2005, where the customer satisfaction level was 25%. Magosi (2005:21-22) argues that through PMS, senior officers in Botswana are required on a regular basis to give an account of the utilisation of resources under their care including human, financial and material. He points out that PMS has also facilitated the increased involvement and interaction with the public on service delivery issues through radio phone-in programmes and customer surveys to continue to provide the necessary feedback that assist the public service to focus on what is important in the eyes of the customer.

According to Kedidimetswe in the Daily News newspaper (2009), customer service levels in the Botswana public service are showing some improvement. This is because the latest (2008) Public Service Customer Satisfaction and Staff Perception Survey indicates a 2% rise from the 25% in 2005. The Survey reveals that customers want to see public servants improve service delivery and being responsive in addressing their needs.

Nyamunga (2006: 2) is of the view that the application of PMS principles in Botswana public service has resulted in a number of improvements, which include the use of strategic and annual performance plans by ministries; increasing accountability through performance reviews by public officers and ministries; increasing focus on the needs of customers; supportive roles played by political leadership; the use of customer feedback system to solicit customer's views – through public service surveys and radio programmes whereby ministries interact with members of the public via scheduled phone in radio programmes to give progress reports on their planned activities; and annual retreat for Cabinet and Permanent Secretaries to review public service performance for the year and to agree on the priorities for the coming year.

According to an *Evaluation of the Implementation of PMS in the Public Service of Botswana Report of 2006* (IDM, 2006:12-13), the findings of the PMS evaluation overwhelmingly support the hypothesis that the PMS performance planning agenda has greatly contributed to the creation of focus and direction in the public service – 54% of the respondents saw positive gains emerging due to the introduction of PMS in the public service. There was increased awareness and knowledge of the existing strategic plans and annual performance plans at both the Ministerial and Departmental level. Employees were generally enthusiastic and proud of the vision, mission and value statements for the Ministries and Departments, supported by long-term strategic plans to guide the operations and drive success through short-term operational plans with performance targets. The PMS planning process has caused the public service to a certain extent to become more results oriented and customer focused by providing yardsticks for performance measurement.

3.6 CONCLUDING REMARKS

This chapter discussed the various organisational performance improvement initiatives such as WITS, O&M and Job Evaluation that have been implemented within the Botswana public service in an endeavour to improve organisational performance and to address service delivery concerns. Despite the implementation of these initiatives, there were still concerns being voiced by the general public that the public sector was inefficient as already highlighted in the chapter, leading the government to implement PMS in 1999 – an approach that was seen as a holistic approach through which previous initiatives could be integrated. Organisational performance improvements have been reported to have occurred in the public service after the implementation of PMS.

The next chapter will focus on a detailed discussion of the research design and methodology used to address the research problem. Data collection as well as data analysis will also be covered under the chapter. Data analysis as well as a detailed presentation of the findings of this thesis and their interpretation will also be discussed under the section.

CHAPTER 4

RESEARCH DESIGN AND ANALYSIS OF FINDINGS

4.1 INTRODUCTION

This research study is quantitative in nature. The research design that was adopted is a survey research design. A structured self administered questionnaire was also developed and employed in this research as a source of data. According to Mouton (2008:152), surveys are empirical studies that are usually quantitative in nature and which aim to provide a broad overview of a representative sample of a large population. Mitchell & Jolley (2004:186) posit that a survey can be a relatively inexpensive way to get information about people's attitudes, beliefs and behaviours. They argue that with a survey, one can collect a lot of information on a large sample in a short period of time.

Gravetter & Forzano (2003:174) point out that one of the real strengths of survey research is its flexibility. They posit that surveys can be used to obtain information on wide variety of different variables including attitudes, opinions, preferences, and behaviours. In addition, surveys typically provide a relatively easy and efficient means of gathering a large amount of information. Morton (2008:153) also argues that the strength of a survey design is its potential to generalise to large populations if appropriate sampling design has been implemented. In addition, he is of the view that surveys also have high measurement reliability if there is proper questionnaire construction and high construct validity if proper controls have been implemented.

4.2 DATA COLLECTION

Data collection was through documentary analysis of official documents and reports, such as the Annual Statements of Accounts (ASA), and annual reports. This was augmented by the use of standardised or structured self-administered questionnaires, which were used for all respondents in order to enhance the reliability of data (Singleton *et al.* 1993:248). The structured questionnaire comprised two sections, A and B. Section A captured demographic data of the respondents while section B comprised fourteen (14) closed-ended questions, one ranked question and one open-ended question. Closed-ended questions were chosen because the presence of response options in structured questionnaires enhances standardisation by creating the same frame of reference for all respondents (Singleton *et al.* 1993:284).

Furthermore, Gillham (2000:8) posits that standardisation of questions eliminates bias. Another reason why closed-ended questions were used is because, according to Gillham (2000:5), analysis of answers to closed-ended questions is relatively straightforward. The questionnaire comprised both positive and negative statements of which the respondents had to use a scale ranging from 'strongly disagree' to 'strongly agree' to describe how they felt about each of the statements. The questionnaire was administered personally by the researcher in DTA in an endeavour to ensure a high response rate, given time constraints.

4.2.1 Sampling

The research project employed stratified random sampling. Singleton and Straits (2010:164) argue that in stratified random sampling, the population is first subdivided into two or more mutually exclusive segments based on categories of one or a combination of relevant variables. Simple random samples are then drawn from each stratum, and these subsamples are joined to form the complete, stratified sample. The division into groups may be based on a single variable such as gender or may involve a combination of more than one variable, e.g. gender and age. The members of a particular stratum will thus be more alike or homogeneous than the population at large (Welman *et al.* 2005:61).

Stratified sampling is particularly useful when a researcher wants to describe each individual segment of the population or wants to compare segments (Gravetter & Forzano, 2006:124). Gravetter & Forzano (2006:125) posit that the main advantage of a stratified random sample is that it guarantees that the sample will contain a relatively large group of individuals representing each of the different subgroups in the population.

In a stratified random sample approach, the researcher is required to be aware of the stratification variables, that is, the variables in terms of which the population may be divided into homogeneous strata (Welman *et al.* 2005:61), thus, in this case, the population was subdivided according to age, level of education, level within DTA, experience or number of years within DTA.

In addition to increasing efficiency, stratified random sampling may be used to guarantee that variable categories with small proportions of cases in the population are adequately represented in the sample (Singleton & Straits, 2010:167). According to Welman *et al.* (2005:62), in order to ensure that important strata are represented in the sample, stratified random sampling requires a smaller sample than simple random sampling.

4.2.2 Sampling Frame

A sample of 57 respondents (15 percent of the population) was drawn from top management and middle management, as well as lower management out of a population of 376 (see Table 4.1 below). Top management comprised salary grades from E1 to D1; middle management was made up of salary grades D2 to D4, while lower management was made up of salary grades C1 to C4. In order to ensure that variable categories with small proportions of cases in the population were adequately represented in the sample, disproportionate stratified sampling was employed, that is, 4 respondents representing 44 percent of the strata were drawn from top management, 12 representing 17 percent of the strata from middle management and 41 representing 14 percent of the strata from lower management. This sampling strategy was employed because the proportion of cases in each stratum of the sample does not reflect the proportion in the population (Singleton & Straits, 2010:166). A higher number was drawn from top management because the population group for the strata was not big.

Due to limited time and resource constraints, the researcher could not administer the questionnaire to the population across the breadth of the country (DTA's offices are scattered geographically across Botswana) and as a consequence a list of the target population was created. The respondents were selected from 6 stations – DTA Headquarters, Gaborone Tribal Administration, Customary Court of Appeal, Tlokweng Tribal Administration, Mogoditshane Tribal Administration and Ramotswa Tribal Administration. These six stations were selected because they were not far apart and thus the researcher was able to go and administer the questionnaire. The sampling frame was sourced from DTA's establishment register, which has all the names and positions, as well as the stations of all DTA's employees. The questionnaire was then randomly administered to the respondents.

Table 4.1: DTA's establishment

MINISTRY OF LOCAL GOVERNMENT (TRIBAL ADMINISTRATION)

Salary Band	Establishment	Sample per band	% of the sample
C1 – C4	296	41	14%
D2 – D4	71	12	17%
E1 – D1	9	4	44%
TOTALS	376	57	15%

4.3 QUESTIONNAIRE ANALYSIS

Responses to the questionnaire were analysed through the Likert Response Scale consisting of a series of responses ranging from “strongly agree” to “strongly disagree” (Singleton, 1993:289). Responses to the structured self-administered questionnaire were based on a 5-point agreement/disagreement scale to afford ample flexibility for analysis. Respondents were requested to respond to the questions by either agreeing or disagreeing to questions contained in the questionnaire. The Likert Scale was employed for analysis because it serves to guard against bias attributed to leading questions.

Data analysis was through Kruskal-Wallis ANOVA by Ranks and Spearman Rank Correlation. Data was first coded for closed-ended questions to enable statistical analysis through Statistica version 9 software programme by assigning numbers ranging from 1 – 5 to denote ‘strongly disagree’ and ‘strongly agree’ respectively. The demographic data and the statements in the questionnaire were coded QA1 to QA4 and QB1 to QB14 respectively to allow for statistical analysis. QA1 denoted age, QA2 – education, QA3 – position and QA4 – experience of respondents. QB1 to QB14 represented statement 1 to statement 14 (see Appendix B). The results were then checked for quality control by the Centre for Statistical Consultation at Stellenbosch University.

4.4 FINDINGS AND INTERPRETATIONS

This section focuses mainly on an in-depth presentation of the findings uncovered by the research study and the interpretations thereof in terms of the research problem. According to Gillham (2000:57), the first stage of analysis is essentially a descriptive one: setting out the results in a summary form – using tables and graphs so that one can see the overall response to individual questions at a glance. The section begins with an overview of DTA's financial performance and will be followed by statistical analysis of the responses to the structured questionnaire.

4.4.1 Financial Performance

A trend of DTA's financial performance covering a period of five fiscal years, starting from 2004/2005 financial year up to 2008/2009 financial year was analysed. The trend was analysed in order to determine DTA's actual performance against its stated objective of ensuring prudent financial management through adherence to financial instructions and cost effective measures for optimal resource utilisation and accountability (see Table 4.2 below).

Table 4.2: DTA's financial objective, measures and targets

DEPARTMENT OF TRIBAL ADMINISTRATION	
F1 Develop prudent financial management	
Objective	To develop prudent financial management
Objective Definition	Tribal administration will ensure prudent financial management through adherence to financial instructions and cost effective measures for optimal resource utilization and accountability.
Proposed Measure (s) (KPI)	1. Level of Expenditure (Development) 2. Level of Expenditure (Recurrent) 3. Percentage of outstanding audit queries 4. Percentage reduction in costs
Proposed Target (s)	1. 90% 2. 100% 3. 0% 4. 3%
Associated Initiatives	1. Produce financial progress reports on quarterly basis
Objective Owner	Director, Department of Tribal Administration
Measure Lead	Deputy Director, Department of Tribal Administration

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Source: DTA's Strategic Plan (2010:54)

Table 4.3: Analysis of Recurrent Expenditure

Recurrent Expenditure Financial year	Warranted Provision (figures in Pula)	Actual Expenditure	Over (+)/Under Expenditure (-)
2004/2005	201,976,860	199,982,038	-1,994,913
2005/2006	210,790,180	204,800,292	-5,989,888
2006/2007	220,277,910	225,614,455	5,336,545
2007/2008	N/A	N/A	N/A
2008/2009	371,966,529	370,533,044	-1,433,572

Source: Extracted from Annual Statements of Accounts (Accountant General, 2005-2009)

In Table 4.3, over-expenditure is denoted by (+) while under-expenditure is denoted by (-). The recurrent expenditure figures for the 2007/2008 financial year were not available because the pages had been removed from the Annual Statement of Accounts covering that fiscal year, ending 31st March 2008.

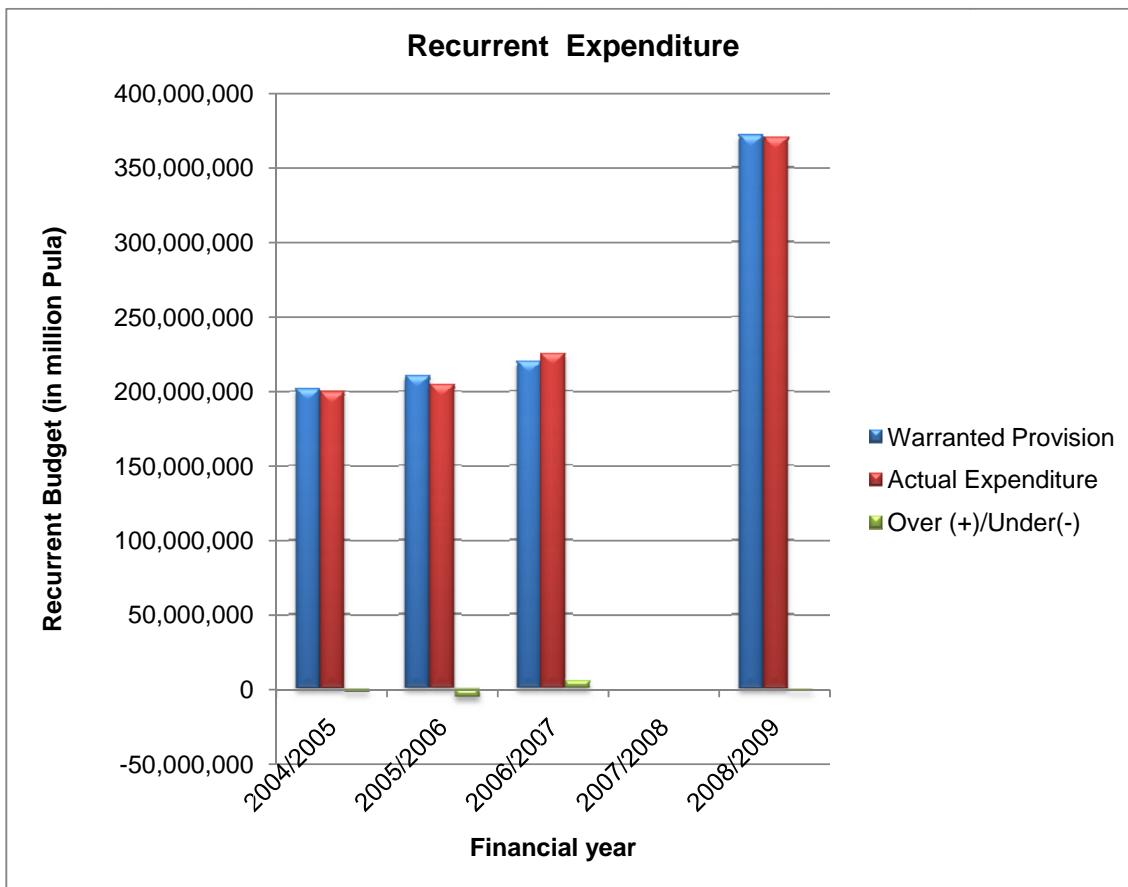


Figure 4.1: Graphical Representation of Recurrent Expenditure

From Table 4.3 and Figure 4.1, an analysis of the recurrent expenditure indicates that for the fiscal years 2004/2005, 2005/2006 and 2008/2009, DTA had under-spent its warranted budget, and therefore unspent funds at the end of each fiscal year had been expropriated by the Ministry of Finance and Development Planning. Similarly, DTA had over-spent its warranted provision for fiscal year 2006/2007 by close to P 6 million. From the financial analysis, it is apparent that DTA failed to achieve its target of attaining a 100 percent level of performance as indicated in Figure 4.2 above. However, a further analysis of Table 4.3 indicates that DTA spent 99 percent, 97.2 percent and 99.6 percent of its warranted provision for 2004/2005, 2005/2006 and 2008/2009 the fiscal years respectively. On the other hand, DTA also over-spent its warranted budget for the financial year 2006/2007 by 2.4 percent.

Table 4.4: Analysis of Development Expenditure

Project 09258 - Customary Courts (All development projects under DTA are fall under this category)			
Statement of Development Expenditure for the Year 2005 to 31st March 2009 (Figures in Pula)			
Financial year	Revised Total	Actual Expenditure	Unexpected Balance of TEC Over+ or Under -
	Estimated Costs (TEC) 2003-2009		
2004/2005	201,800,000	2,330,807	-194,180,369
2005/2006	201,800,000	1,605,600	-192,574,768
2006/2007	201,800,800	5,480,401	-187,159,289
2007/2008	90,890,641	24,180,644	-51,570,989
2008/2009	81,926,117	9,198,962	-33,981,200

In Table 4.4, (-) denotes unspent balance of Total Estimated Costs of development projects.

Source: Extracted from Annual Statements of Accounts (Accountant General, 2005-2009)

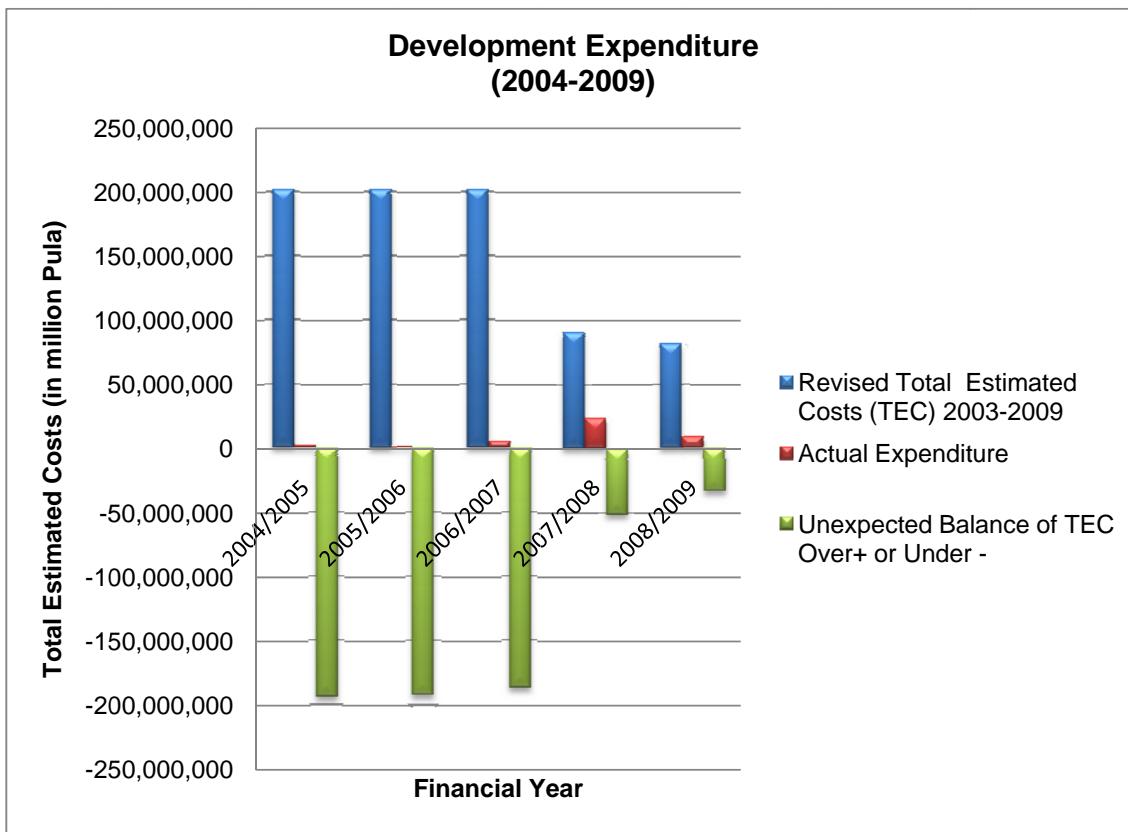


Figure 4.2: Graphical Representation of Development Expenditure

An analysis of the development expenditure in Table 4.4 and Figure 4.2 shows that DTA was spending far lower amounts of its approved development budget per each fiscal year. This fell far short of the proposed target of 90 percent as depicted in Figure 4.2 above. This was actually an indication of poor financial performance in terms of the development expenditure and meant that DTA's development projects were not taking off, or the uptake, if it did happen, was slow, thus projects were not being delivered to the public been served.

4.4.2 Department of Tribal Administration employees' perception of the success of Performance Management System

57 structured questionnaires were given to the respondents who were drawn from DTA's population in a stratified manner. The strata comprised top management, middle management and lower management. Out of the 57 questionnaires administered, only 45 respondents returned the completed questionnaires. That represented 78.9 percent response rate. The 45 responses comprised four responses from top management, 12 from middle management and 32 responses from lower management. The responses to each statement in the questionnaire were computed using Statistica version 9 application to facilitate for easy description of the responses. The analysis of the responses is presented below in Figures 4.3, 4.4, 4.5, 4.6, 4.7, 4.8, 4.9, 4.10, 4.11, 4.12, 4.13, 4.14, 4.15 and 4.16.

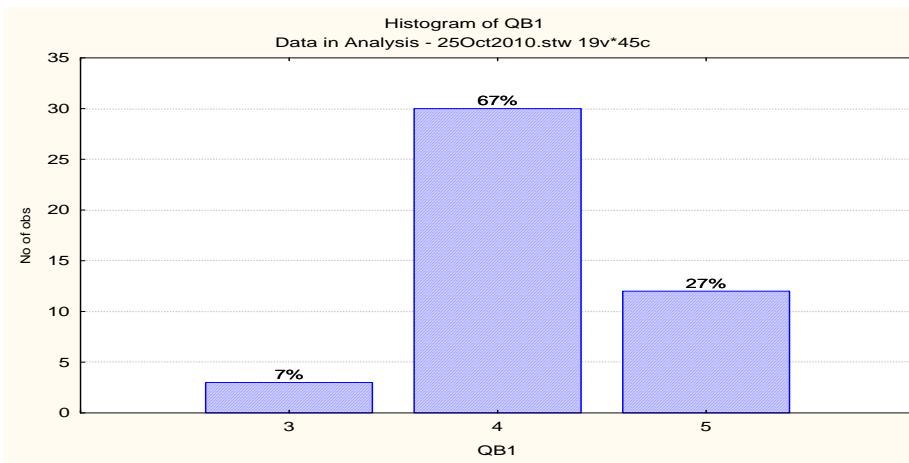


Figure 4.3: Responses to statement 1 (QB1)

According to Figure 4.3, 94 percent of the respondents understood DTA's vision, mission and values. This is indicated by 67 percent and 27 percent of the respondents who selected agree and strongly agree respectively. Only 7 percent of the respondents are not certain of the department's vision, mission and values.

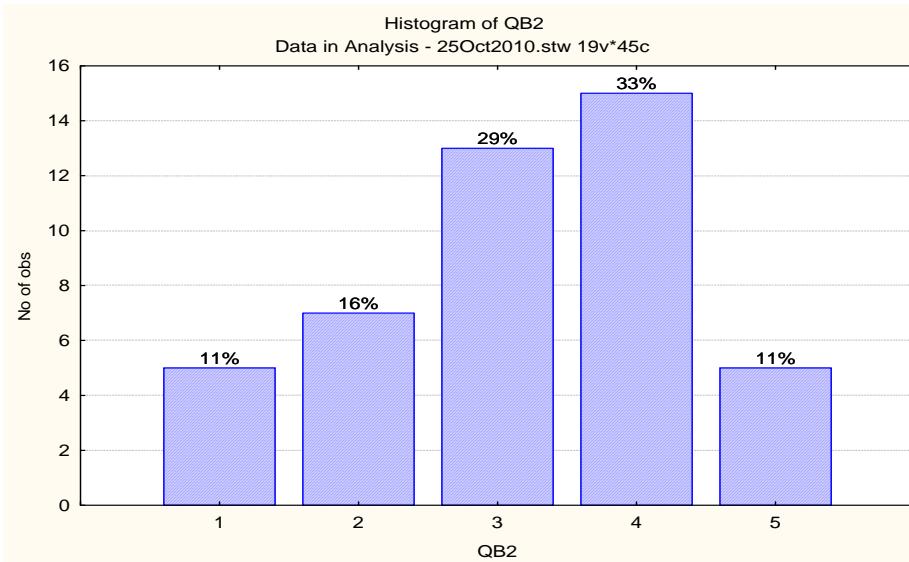


Figure 4.4: Responses to statement 2(QB2)

According to Figure 4.4, 44 percent of the respondents believed that DTA has a clear sense of direction and purpose as indicated in the strategic plan as opposed to 29 percent who were uncertain whether DTA has a clear sense of direction.

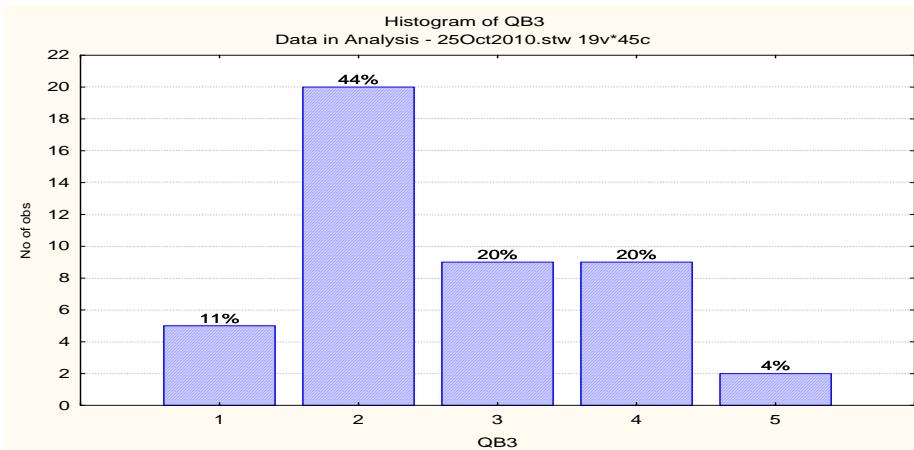


Figure 4.5: Responses to statement (QB3)

According to Figure 4.5, 55 percent of the respondents disputed that monitoring of standards of DTA's organisational performance is a regular management activity. This contrasts with 24 percent of the respondents who believe that there is regular monitoring of DTA's organisational performance.

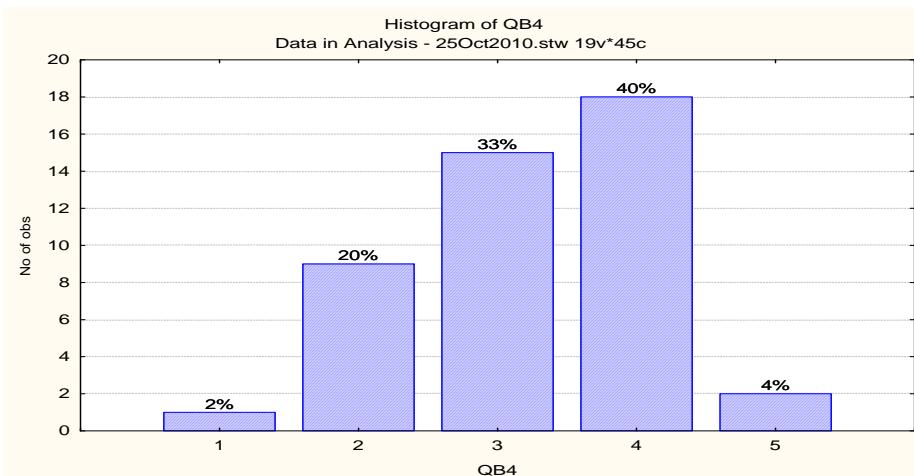


Figure 4.6: Responses to statement 4 (QB4)

According to Figure 4.6, 44 percent of the respondents were of the view that PMS had enhanced DTA's capacity to provide efficient service delivery to the public whilst 33 percent of the respondents were undecided.

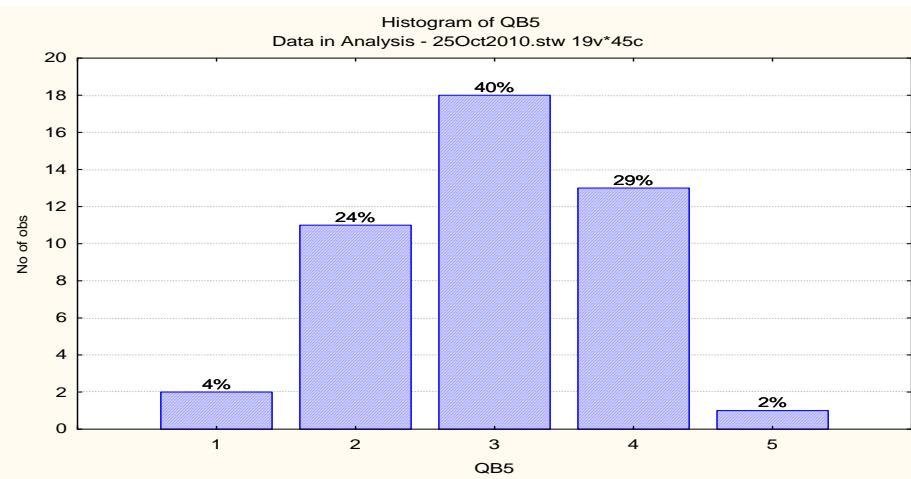


Figure 4.7: Responses to statement 5 (QB5)

According to Figure 4.7, 40 percent of the respondents were uncertain whether PMS had improved organisational performance within DTA in a systematic way against 31 percent who believed that PMS had improved DTA's organisational performance. On the other hand, 28 percent of the respondents did not believe that PMS had impacted DTA's organisational performance.

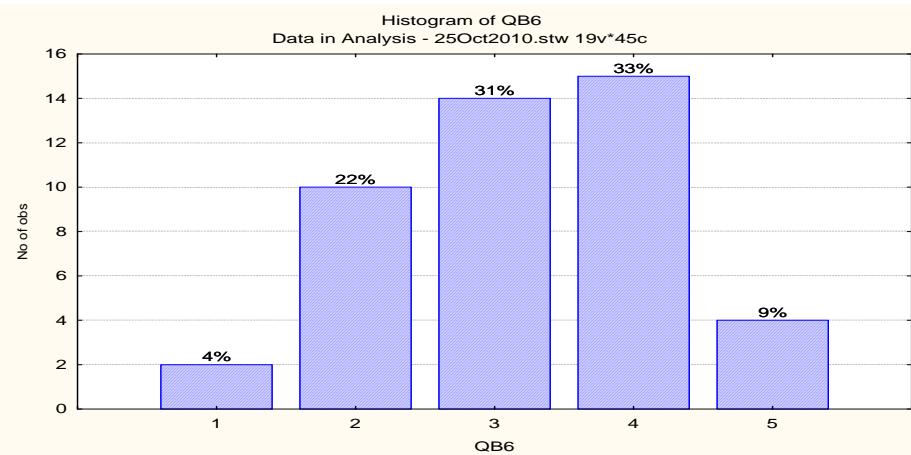


Figure 4.8: Responses to statement (QB6)

According to Figure 4.8, 42 percent of the respondents were of the view that PMS had inculcated a performance-oriented culture and accountability to manage at higher levels of productivity. This was against 31 percent of the respondents who were uncertain and 26 percent who did not agree that DTA's culture is performance-oriented.

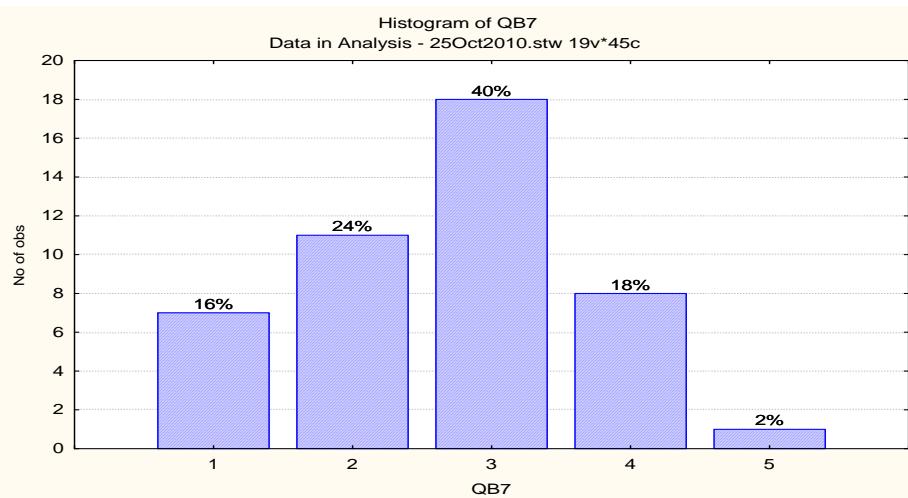


Figure 4.9: Responses to statement 7 (QB7)

According to Figure 4.9, 40 percent of the respondents were uncertain whether DTA's top management owned and drove the department's PMS to ensure that the organisational objectives were being realised. Another 40 percent did not believe that DTA's top management drove the department's PMS. Only 20 percent believed top management was driving DTA's PMS.

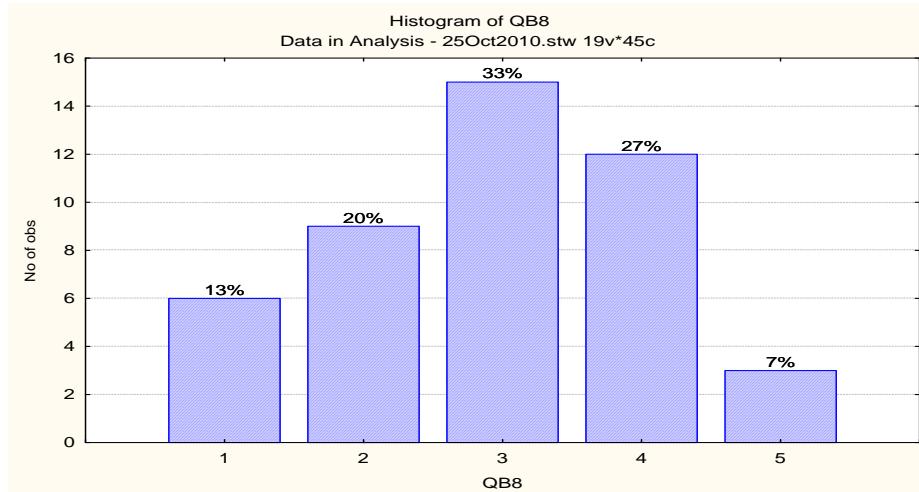


Figure 4.10: Responses to statement 8 (QB8)

According to Figure 4.10, 33 percent of the respondents were uncertain whether PMS had transformed DTA into a learning organisation. 34 percent believed that DTA had been transformed into a learning organisation against 33 percent who were in disagreement.

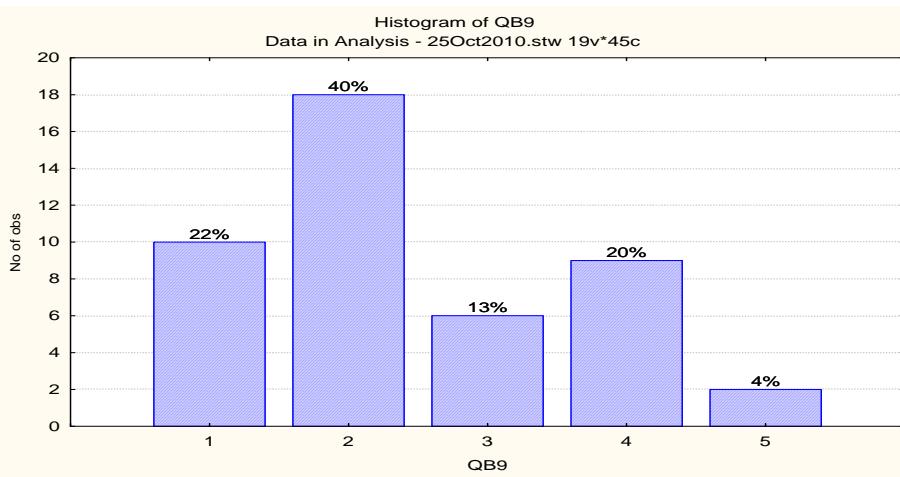


Figure 4.11: Responses to statement 9 (QB9)

According to Figure 4.11, 62 percent did not believe that PMS was just a management fad that was bound to fail to improve organisational performance just like previous attempts. This was against 24 percent who viewed PMS as a management fad and 13 percent who were uncertain whether PMS would fail or succeed to improve organisational performance.

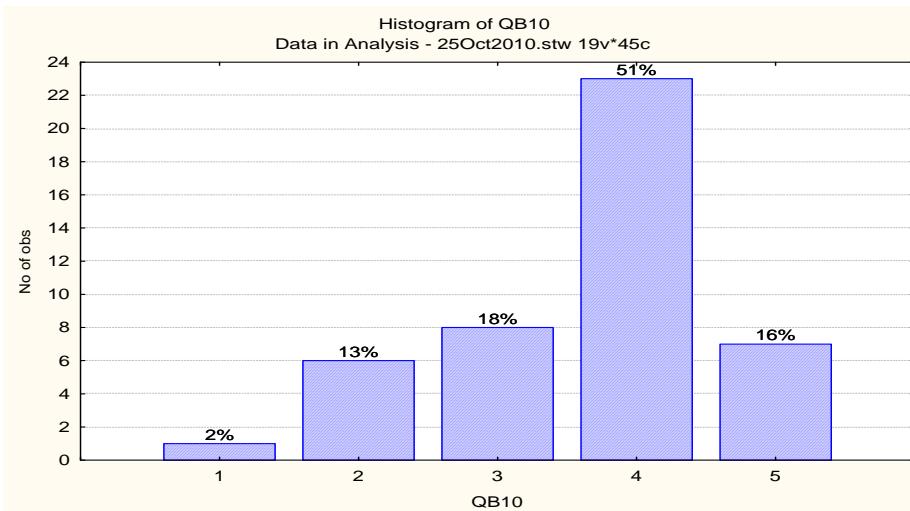


Figure 4.12: Responses to statement 10 (QB10)

According to Figure 4.12, 67 percent of the respondents were of the view that the difficulty encountered in implementing PMS in DTA constrained its effectiveness. 18 percent were uncertain whilst 15 percent did not believe that the implementation of PMS was hampered by any difficulties.

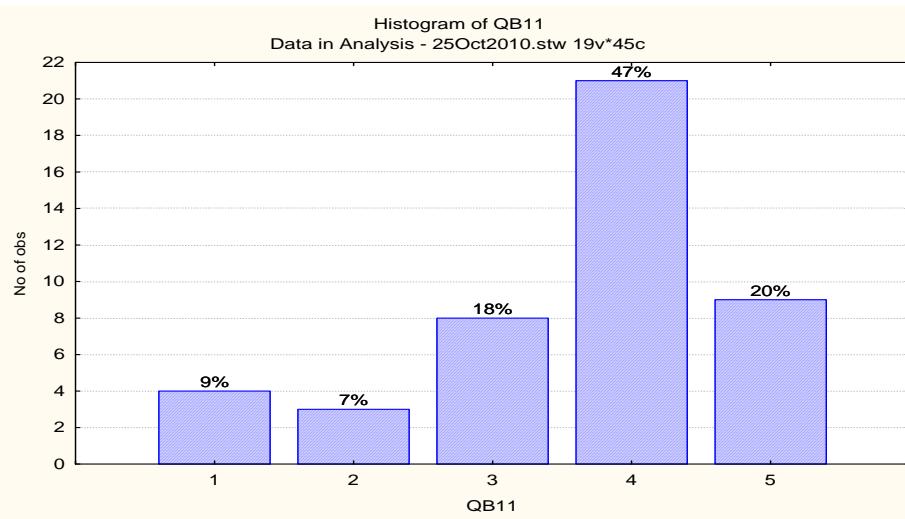


Figure 4.13: Responses to statement (QB11)

According to Figure 4.13, 67 percent of the respondents believed that DTA's top leadership was not fully behind PMS whilst 18 percent were not sure whether or not top leadership was behind PMS. Only 16 percent were of the view that top leadership was fully behind PMS.

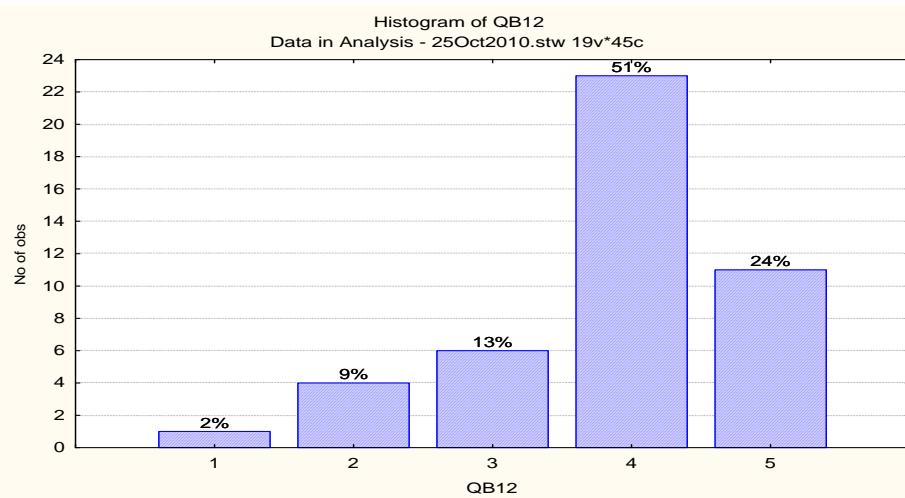


Figure 4.14: Responses to statement 12 (QB12)

According to Figure 4.14, 75 percent of the respondents conceded that the difficulty in setting specific and measurable annual performance objectives hampered PMS's success. This was against 11 percent who did not see such difficulties and 13 percent who were undecided.

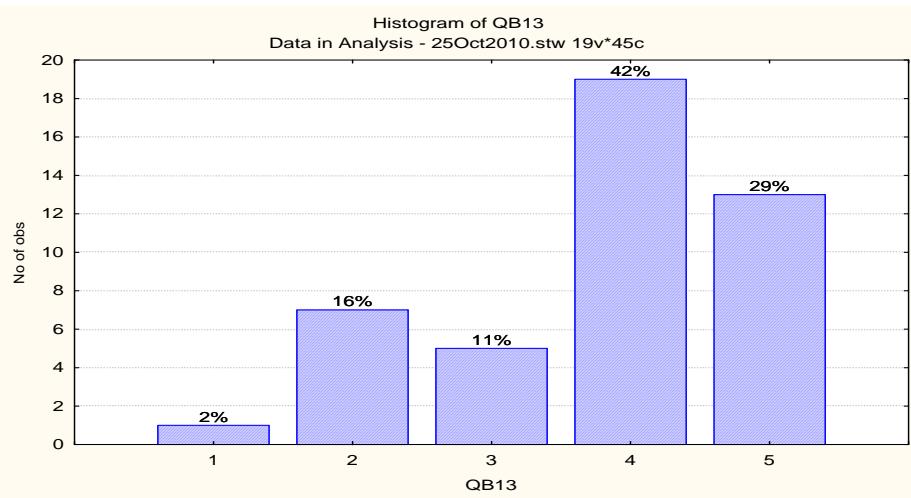


Figure 4.15: Responses to statement (QB13)

According to Figure 4.15, 71 percent of the respondents believed that DTA's existing non-responsive organisational culture and climate hindered PMS's effectiveness against 18 percent who viewed the organisational culture as conducive to enhancing PMS's effectiveness, and 11 percent of the respondents were not certain whether or not DTA's culture hindered the system's effectiveness.

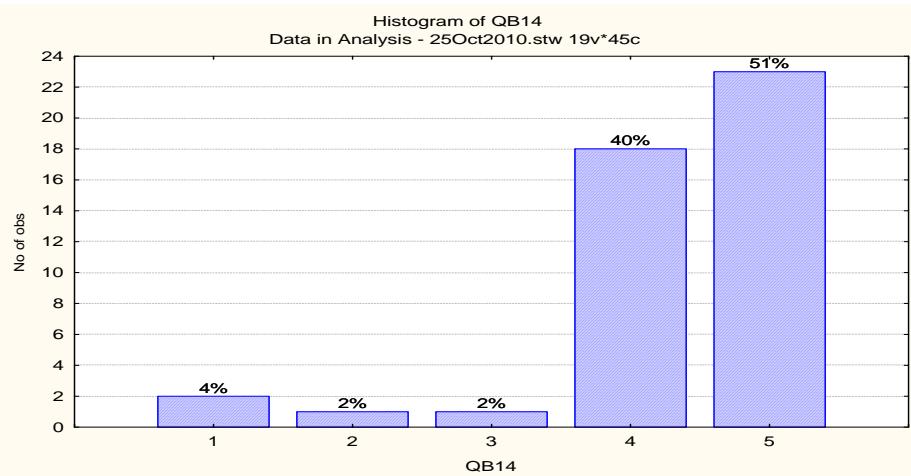


Figure 4.16: Responses to statement 14 (QB14)

According to Figure 4.16, an overwhelming 91 percent of the respondents believed that lack of feedback on organisational performance made it difficult to identify obstacles to high performance. Only 6 percent were of the view that this was not a challenge. 2 percent were not certain whether or not lack of feedback on organisational performance hindered achieving high performance.

4.5 STATISTICAL DATA ANALYSIS

Kruskal-Wallis ANOVA by Ranks was employed for statistical analysis to determine whether there was a relationship between education and position (independent variables) of the respondents and the way that they had answered each statement from the questionnaire. Spearman Rank Order Correlation was employed in order to determine whether there were relationships (positive and negative) between the age and the experience of the respondents and the way they responded to the 14 statements. The results of Kruskal-Wallis ANOVA by Ranks which compared the level of education and the responses to the 14 statements are presented below in Table 4.5. The results for the comparison between the position of the respondents and the 14 statements are presented in Table 4.6. (See also Appendix B for single cell counts of the statistical analysis).

Taking cognisance of the fact that the expression $p < .05$ simply means that there is less than a .05 probability that the result is due to chance, the p values for the 14 questions (the questions have been coded QB1 –QB14) are reported as follows:

Table 4.5: Level of education vs the 14 statements

Short description of statement	p value	Reported results
QB1) I understand DTA's vision, mission and values	.1190	$p > .05$
QB2) DTA has a clear sense of direction and purpose	.0333	$p < .05$
QB3) Monitoring of DTA's organisational performance is regular management activity	.2162	$p > .05$
QB4) PMS has enhanced DTA's capacity to provide efficient services	.8474	$p > .05$
QB5) PMS has improved DTA's organisational performance	.3847	$p > .05$
QB6) PMS has inculcated a performance-oriented culture within DTA	.4453	$p > .05$
QB7) DTA's top management owns PMS	.4207	$p > .05$
QB8) PMS has transformed DTA into a learning organisation	.5703	$p > .05$
QB9) PMS is just a management fad, that is bound to fail	.5007	$p > .05$
QB10) The difficulty encountered in implementing PMS constrains its effectiveness	.9552	$p > .05$
QB11) DTA's leadership is not fully behind PMS	.2389	$p > .05$
QB12) The difficulty in setting specific and measurable objectives hampers PMS	.1390	$p > .05$
QB13) DTA's non-responsive culture hinders PMS	.5289	$p > .05$
QB14) Lack of feedback on performance makes it difficult to identify obstacles to high performance	.2207	$p > .05$

From Table 4.5, it can be gleaned from an analysis of the p values that only QB2's reported result ($p = .0333$) was less than the acceptable alpha level or level of significance, .05. This means that it was unlikely that the result could be explained by chance. A statistically

significant relationship was found between the responses to whether DTA had a clear sense of direction and purpose, and the level of educational attainment of the respondents. However, the reported results for all the other questions were not statistically significant as the actual probability of chance was greater than the maximum acceptable level of significance, .05. Thus chance was accepted as a plausible explanation for the research results. This then meant that the null hypothesis was accepted, that there was no relationship between the level of education of the respondents and how they answered the other 13 statements in the questionnaire. It was only for QB2 that there was some slight relationship between the respondent's education level and their response.

Table 4.6: Position within DTA vs responses to the 14 statements

Question number	p value	Reported results
QB1) I understand DTA's vision, mission and values	.0914	$p>.05$
QB2) DTA has a clear sense of direction and purpose	.0722	$p>.05$
QB3) Monitoring of DTA's organisational performance is regular management activity	.6303	$p>.05$
QB4) PMS has enhanced DTA's capacity to provide efficient services	.4638	$p>.05$
QB5) PMS has improved DTA's organisational performance	.5813	$p>.05$
QB6) PMS has inculcated a performance-oriented culture within DTA	.2876	$p>.05$
QB7) DTA's top management owns PMS	.6217	$p>.05$
QB8) PMS has transformed DTA into a learning organisation	.4711	$p>.05$
QB9) PMS is just a management fad, that is bound to fail	.7842	$p>.05$
QB10) The difficulty encountered in implementing PMS constrains its effectiveness	.1570	$p>.05$
QB11) DTA's leadership is not fully behind PMS	.4471	$p>.05$
QB12) The difficulty in setting specific and measurable objectives hampers PMS	.0429	$p<.05$
QB13) DTA's non-responsive culture hinders PMS	.2797	$p>.05$
QB14) Lack of feedback on performance makes it difficult to identify obstacles to high performance	.1761	$p>.05$

A statistical analysis of whether position within DTA (as an independent variable) influenced how the respondents answered the 14 statements in the questionnaire revealed that only the QB12 (whether the difficulty in setting specific and measurable annual objectives hampered PMS's effectiveness) reported result ($p = .0429$) was less than the level of significance (.05). However, the results for the other 13 statements in the questionnaire were greater than the maximum acceptable alpha level (.05) and were thus not statistically significant and chance had been accepted as a plausible explanation for the research results. This meant that there

was no relationship between position held by respondents and how they answered the statements in the questionnaire.

A statistically significant relationship was only found between the responses to whether the difficulty in setting specific and measurable annual objectives hampered PMS's effectiveness and the positions of the respondents. An analysis of the responses revealed that both middle and lower management agreed with the assertion that the difficulty in setting specific and measurable annual performance objectives hindered PMS's success. On the other, hand top management disagreed with that notion. It seemed that top management was optimistic with PMS and encountered no difficulties in setting the annual performance objectives. This was as a consequence of the fact that as top management, the indoctrination of PMS started with them as they had to drive and ensure the initiative's success within the department.

In addition to Kruskal-Wallis ANOVA by Ranks, Spearman Rank Order Correlation was also employed in the analysis of whether the ages and the experience gained by the respondents had any influence in their responses. Taking into consideration the correlation coefficient value of 1.00 (or -1.00), and that no correlation could exceed +1.00 (or -1.00), an analysis of the degree and direction of the relationship between age, between experience and the responses to the questionnaire was undertaken and the results are as follows:

Table 4.7: Age of the Respondents vs. 14 statements

Question number	r _s value	Interpretation
QB1) I understand DTA's vision, mission and values	-0.003469	Little or no relationship
QB2) DTA has a clear sense of direction and purpose	-0.090046	Little or no relationship
QB3) Monitoring of DTA's organisational performance is regular management activity	-0.062104	Little or no relationship
QB4) PMS has enhanced DTA's capacity to provide efficient services	-0.156525	Little or no relationship
QB5) PMS has improved DTA's organisational performance	-0.011701	Little or no relationship
QB6) PMS has inculcated a performance-oriented culture within DTA	-0.070146	Little or no relationship
QB7) DTA's top management owns PMS	-0.067006	Little or no relationship
QB8) PMS has transformed DTA into a learning organisation	0.055822	Little or no relationship
QB9) PMS is just a management fad, that is bound to fail	-0.024454	Little or no relationship
QB10) The difficulty encountered in implementing PMS constrains its effectiveness	-0.255381	Some slight relationship
QB11) DTA's leadership is not fully behind PMS	-0.063296	Little or no relationship
QB12) The difficulty in setting specific and measurable objectives hampers PMS	-0.099422	Little or no relationship
QB13) DTA's non-responsive culture hinders PMS	-0.113074	Little or no relationship
QB14) Lack of feedback on performance makes it difficult to identify obstacles to high performance	-0.327247	Some slight relationship

From an analysis of Table 4.7, it is clear that there is a consistently negative relationship between age and the responses to 13 statements in the questionnaire, except for the statement that PMS has transformed DTA into a learning organisation (QB8) which showed a positive relationship. However, for all but one statement, that lack of feedback on performance makes it difficult to identify obstacles to high performance (QB14); the relationships and correlation were not significant. This then meant that there was a greater chance that the relationship did not exist in the larger population and that it occurred by chance in the sample data. It was only QB14 (-0.327247) which was more significant than all the other correlations. A possible interpretation of why age influenced the responses to that statement could be that as age of the respondents increased, the respondents tended to disagree more with that statement.

Table 4.8: Experience of the respondents vs 14 statements

Question number	rs value	Interpretation
QB1) I understand DTA's vision, mission and values	-0.077144	Little or no relationship
QB2) DTA has a clear sense of direction and purpose	-0.115441	Little or no relationship
QB3) Monitoring of DTA's organisational performance is regular management activity	-0.091435	Little or no relationship
QB4) PMS has enhanced DTA's capacity to provide efficient services	-0.103660	Little or no relationship
QB5) PMS has improved DTA's organisational performance	-0.046319	Little or no relationship
QB6) PMS has inculcated a performance-oriented culture within DTA	0.316245	Some slight relationship
QB7) DTA's top management owns PMS	-0.055834	Little or no relationship
QB8) PMS has transformed DTA into a learning organisation	-0.054559	Little or no relationship
QB9) PMS is just a management fad, that is bound to fail	0.022778	Little or no relationship
QB10) The difficulty encountered in implementing PMS constrains its effectiveness	-0.024776	Little or no relationship
QB11) DTA's leadership is not fully behind PMS	0.087881	Little or no relationship
QB12) The difficulty in setting specific and measurable objectives hampers PMS	0.059167	Little or no relationship
QB13) DTA's non-responsive culture hinders PMS	0.249808	Some slight relationship
QB14) Lack of feedback on performance makes it difficult to identify obstacles to high performance	0.038698	Little or no relationship

From an analysis of Table 4.8, it was apparent that not all of the correlations were significant. It was only for QB6 (0.316245) and QB13 (0.249808) that there was some slight relationship between experience of the respondents and their responses to the statements in the questionnaire. However, QB6's correlation was more significant than all the other correlations and the interpretation of the significance is that the longer the respondents had been with DTA, the more they tended to agree that PMS had inculcated a performance-oriented culture and accountability to manage at higher levels of productivity.

4.6 CONCLUDING REMARKS

This chapter elucidated the research design data collection methodology and data analysis employed to address the research problem. Statistical analysis was also employed to determine whether different categories such as age, education, position and experience of

the respondents had any relationship to the responses to each statement in the questionnaire; that is, whether the relationships were statistically significant or whether the results were due to chance.

The next chapter will conclude this thesis by giving an overview of the study. Recommendations will also be made to enhance the efficacy of PMS and for further research.

CHAPTER 5

RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

Chapter 4 presented and interpreted the findings of this study from the data that was collected through structured questionnaires, and analysed through the Kruskal-Wallis ANOVA Ranks and Spearman Ranking Correlation. This final chapter sums up the main points of the thesis in relation to the objectives of the study. The recommendations that have been logically derived from the body of the thesis are also suggested in order to enhance the efficacy of DTA's PMS. In conclusion, the chapter also proffers recommendations for future research to further expound on the field.

5.2 OVERVIEW OF THE STUDY

According to Hughes (2008:48), the centrepiece of managerial reforms in the 1990s was that of performance management. He argues that "a key reason for managerial reform in government was a view in the community, or at least in the more informed parts of it, that the public sector was not performing well. The single driver of the reform is that of improving performance. The reform movement was in large part of a response to this view that more and better performance was needed". Magosi (2005:5) points out that the driver of public sector reforms in Botswana has been to enhance efficiency by government departments to effectively use limited and sometimes dwindling resources, to provide services and to increasingly focus on customer needs.

Various definitions of performance management have been proffered by different scholars. According to two such scholars, Armstrong & Murlis (1994:206), performance management "is a means of getting better results from the organisations by understanding and managing performance within an agreed framework of planned goals, objectives and standards. It can be defined as a process or set of processes for establishing shared understanding about what is to be achieved, and of managing and developing people in a way which increases the probability that it will be achieved in the short and longer term".

According to De Waal (2001:3), a performance management process enables managers to develop high-quality strategic plans, to set ambitious targets, and to track performance closely, and this in turn ensures the achievement of strategic objectives and thereby the sustained creation of value.

McLagan in Spangenberg (1994:40) argues that performance management can serve at least three major purposes: as a vehicle for implementing organisational goals and strategy; as a driving force for creating a participative culture; and to provide useful information for HR decisions.

Public sector organisations that have introduced organisational performance management reform aimed at improving organisational performance have developed and implemented Performance Management Systems. Hartle (1997:13-18) posits that PMS has been introduced to improve the performance of the organisation with particular focus on the clear identification of priorities and objectives, and their successful achievement. He points out that PMS can improve the effectiveness of an organisation and change the organisational culture towards a more performance-oriented culture. This is because according to Armstrong & Baron (2005:16) through PMS, employees within an organisation are made aware of what constitutes high performance and how they need to behave to achieve it. This in turn results in the inculcation of a positive work ethic within organisations.

Mutahaba (2006:280) also argues that PMS aims at improving service delivery through a results-oriented performance management framework whose main elements include results-oriented management systems and a culture of focusing on results rather than processes. The key is in measurable outputs and a strategic approach to planning. He further points out that PMS provides a framework for resource allocation, accountability, and monitoring and evaluation of performance.

Botswana has not been left behind in introducing organisational performance management reform in its public sector. The government of Botswana has implemented various organisational performance improvement initiatives in the public sector such as WITS, O&M and Job Evaluation. These public sector reforms which preceded PMS were implemented with the objective of improving organisational performance in the public sector and to drive service delivery. However, according to IDM (2006:vi), despite the implementation of a number of these organisational performance improvement initiatives aimed at raising efficiency and productivity in the public service, increasing concern was growing inside and outside of government that the level and quality of the delivery of public services was continuing to decline.

Nyamunga (2006:2) points out that these organisational performance improvement efforts did not create much impact, because "they were not holistic in approach as they were only refocusing capacity building efforts and treated the problems as individual projects without

looking at them from a holistic perspective". He further argues that despite the fact that these reforms were intended to improve the quality of service delivered and to satisfy customer needs, the problem of poor service delivery remained. This is demonstrated by the fact that the general public, politicians and other opinion leaders did not cease expressing disquiet about what they considered the inefficiency of the public service. Their complaints mainly bordered on lack of focus, responsiveness, and poor customer service (Moleboge, 2003:2; Dzimbiri, 2008:48).

The failure by these earlier public sector reforms to improve organisational performance led the government to introduce a more comprehensive and holistic reform programme, PMS, guided by the national vision – Vision 2016 – in 1999 (Nyamunga, 2006:2). According to IDM (2006:25), PMS is not only expected to facilitate more efficient delivery of public services to Botswana, but it is also expected to reduce the wastage of public resources and to result in greater cost efficiency in the implementation of government programmes – leading to cost savings, or doing more with less, in the implementation of the public sector development programmes.

It was against this background that this thesis was undertaken. Specifically, it was intended to answer the research question '*Is the Performance Management System of the Department of Tribal Administration realising its objectives?*' given that previous organisational performance improvement initiatives such as WITS, O&M and Job Evaluation had reportedly failed to result in improved organisational performance. A structured questionnaire was administered within DTA to collect data. The findings were then analysed and interpreted statistically as well as theoretically in terms of the research problem that was introduced at the beginning of the thesis. The meaning and implications of the findings were also presented and explained.

The findings of the thesis are utilised in the next section to proffer recommendations to enhance DTA's PMS in an endeavour to realise its objectives of improved organisational performance.

5.3 CONCLUSION AND RECOMMENDATIONS

This thesis sought to describe the extent to which DTA's PMS delivered on its objectives as stated in chapter 1 of this study. The thesis also sought to determine the reported and perceived organisational performance against the stated objectives of PMS and to explore the challenges if any, hampering the efficacy of PMS within the department. The thesis also

sought to propose recommendations, based on the findings, for the improvement of PMS in an endeavour to enhance its effectiveness.

Due to insufficient credible data on performance pertaining to the other key areas of organisational performance such as customer relations, internal efficiency and future planning, only the financial performance of DTA will be reported. In terms of financial performance, DTA's organisational performance has been found wanting when it comes to spending on development expenditure. It is only the financial performance pertaining to recurrent expenditure that can be said to be good, as the levels of over-expenditures and under-expenditures are not that significant. However, it can be concluded that PMS has failed dismally to enhance DTA's organisational performance when it comes to delivering on development to the public being served. DTA's development projects are not taking off, as evidenced by the levels of development expenditure funds that remain unspent at the end of each accounting period. Development projects are not being implemented even when funds have been approved and made available for such expenditure. Actually, the average percentage of development expenditure for the five fiscal years that were analysed (1.2 for 2004/2005, 0.8 for 2005/2006, 2.7 for 2006/2007, 26.6 for 2007/2008 and 11.2 percentages for 2008/2009) is a disappointing 8.5 percent.

This can only mean that development projects are not being completed within the planned National Development Plans (NDPs) and therefore escalate into the next development plan period. As a consequence of that, new development projects cannot be included in the next development plan due to budgetary ceiling constraints, as priority is given to completing on-going projects. This is because the budgetary ceiling has to take into account previously approved projects which have not taken off due to various reasons, and thus these projects 'eat' into the ceiling and hamper inclusion of any new projects. The allocation of the development ceiling also factors in the expenditure trend of each ministry or department. If a department is slow in spending its development budget, funds are reallocated to those departments which are actually spending on their projects. In the end, service delivery suffers, as project delays means that the public is not receiving services due to them; DTA's is lagging far behind in terms of delivering on the development objectives.

An analysis of DTA's employee perceptions regarding the success of the department's PMS has revealed that through the system, DTA succeeded in communicating its vision, mission and values across the department. This was evidenced by the fact that 94 percent of the respondents understood the department's vision, mission, and value systems. Similarly, most of the respondents, 44.4 percent believed that the department has a clear sense of

direction and purpose as indicated in the strategic plan whilst 29 percent were not certain whether or not the department has a clear sense of direction and purpose.

Monitoring of organisational performance is not a regular management activity, as evidenced by 55 percent of the respondents who disputed the assertion that monitoring standards of DTA's organisational performance is a regular management activity. Only 24 percent of the respondents believed that there is regular monitoring of organisational performance. 44 percent of the respondents were of the view that PMS has enhanced DTA's capacity to provide efficient service delivery to the public they serve, against 33 percent who were not sure whether or not PMS has enhanced DTA's capacity to provide efficient services.

It was unclear whether or not PMS improved DTA's organisational performance in a systematic way. This is because 40 percent of the respondents were not certain whether there was any improvement in DTA's organisational performance. There was a difference of only three percent between those who believed that there was improvement in organisational performance and those who did not see any improvement in performance. Despite this, 42 of the respondents were of the view that PMS has, to an extent, inculcated a performance-oriented culture and accountability to manage at higher levels of productivity. This was against 31 percent of the respondents who were not certain whether or not DTA's culture is performance-oriented.

DTA's top management was also not seen to be driving the department's PMS to ensure that its organisational objectives were being realised. This was evidenced by 40 percent of the respondents who did not believe that DTA's top management own and drive the department's PMS and another 40 percent who were not certain of that fact. The implication is that management is not leading by example and 'walking the talk' in the organisational performance management process. Similarly, the respondents were not certain whether or not DTA has been transformed into a learning organisation through the implementation of PMS, as the difference between the responses was not that significant. 33 percent of the respondents were not certain whether or not PMS has transformed DTA into a learning organisation, 34 percent believed that transformation indeed took place whilst 33 percent did not believe that DTA has been transformed into a learning organisation.

Despite this, 62 percent of the respondents did not believe that PMS was a management fad that was bound to fail to improve DTA's organisational performance, just like previous performance improvements initiatives such as WITS, Job Evaluation and O&M. They had some faith in the system to actually deliver on its objectives. PMS did not replace these performance improvements initiatives but rather it is an approach through which these

initiatives could be integrated. They are complementary in their endeavour to improve organisational performance.

While the respondents had faith in PMS, they argued that the difficulty encountered in implementing the system in DTA constrained its effectiveness, as evidenced by 67 percent of the respondents who conceded that fact. They also pointed out that top leadership is not fully behind PMS, as evidenced by 67 percent of the respondents who confirmed this assertion. Dovetailing with these assertions is the point raised by 75 percent of the respondents who believed that the difficulty in setting specific and measurable annual performance objectives also hampers PMS's effectiveness in raising organisational performance.

While PMS was supposed to transform the department's culture towards one that was performance-oriented, the respondents did not believe that it has indeed achieved that objective. 71 percent of the respondents believed that DTA's existing culture and climate is non-responsive and therefore hinders PMS's effectiveness. In addition to that, an overwhelming 91.1 percent of the respondents argued that PMS's effectiveness is also hampered by lack of feedback on organisational performance, which makes it difficult to identify obstacles to high performance. That means that it is impossible for DTA's management to know whether they are achieving the organisational objectives that were set for the department. The department is actually just 'muddling through' with no idea of where it is going, how far it is from its destination and what hampers its trajectory towards its vision.

It could be gleaned from the responses above that the challenges hampering the efficacy of DTA's PMS are thus:

- The difficulty encountered during the implementation phase of the system;
- The difficulty in setting specific and measurable annual performance objectives;
- DTA's non-responsive organisational culture and climate;
- Lack of feedback on organisational performance; and
- The laissez-faire attitude of DTA's top leadership towards driving PMS.

However, despite all of these challenges hindering DTA's PMS from realising its objectives, there is a belief in the system within the organisation. PMS is not seen as a management fad that is bound to fail to improve organisational performance just like the previous attempts preceding it.

In conclusion, it is difficult to say that PMS has actually realised its objectives of improving DTA's organisational performance, of enhancing the department's capacity to deliver

services, as well as inculcating a performance-oriented culture and climate. During the analysis of data, bivariate analyses were undertaken in an attempt to establish whether certain factors such as position or qualification levels could influence employees' perception on the system. The bivariate analyses however revealed few statistically significant relationships. While this could be attributed to the relatively small sample of respondents that returned the questionnaire, it may also indicate that employees' perception of PMS is not influenced by these factors. Further research is however advised before the influence of these factors in terms of employee perception may be completely eliminated. In an endeavour to address the challenges highlighted above, the next section will proffer recommendations on how to improve DTA's PMS to actually realise its objectives of improving organisational performance.

5.4 RECOMMENDATIONS

The era of labelling or seeing any attempt aimed at introducing reform in the public sector in an endeavour to improve organisational performance, a management fad, has come to pass. Any attempt at organisational performance improvement should be encouraged and supported. Public sector organisations must account to the public for their performance, given the difficult times of economic recessions that they have to operate within. The economic difficulties have resulted in budgetary reductions meaning that the public sector has to do more with less in delivering services to the public. In the light of this, this thesis proposes the following recommendations for the improvement of the department's PMS:

- Despite the fact that DTA has succeeded in communicating its vision, mission and values across the department, more still needs to be done to ensure that this understanding of the vision, mission and values actually translate into improved organisational performance. This is because it is not enough to know the vision, mission and values of the department without actually transforming these words into action. Transforming the vision, mission and values into action will mean that monitoring of organisational performance becomes a regular management activity and that it is not only undertaken as when requested by the higher authority;
- DTA's top leadership should be fully behind the department's system. They must genuinely own and drive PMS, that is, they should 'walk the talk' rather than paying lip service to organisational performance management processes. This is mainly because, as has been mentioned in this research, leadership is crucial in organisational performance management. Without top leadership's belief and commitment to PMS, the system is bound to fail to realise its objectives. Again, top

leadership's commitment and actions will, in the long run, filter down to other levels within the department, encouraging them to commit to the system. Consequently, DTA's top management should be committed to the performance management process and should serve as positive role models for the organisation's values. They should provide leadership so as to ensure that PMS becomes entrenched within the organisation by being at the forefront of performance management. This is because their actions will be replicated across the organisation thus if lower level employees see that top leadership is committed to organisational performance, they will be committed too. Top management should discard the laissez-faire attitude towards organisational performance management and they should be seen to be actually driving DTA's PMS to ensure the realisation of its objectives;

- A performance-oriented culture and climate has to be inculcated within the department to ensure that change is welcomed in the department rather than being resisted. In order to inculcate a performance-oriented culture and accountability to manage at higher levels of productivity, attempt should be made to overcome some of the negative constraints of employees such as resistance to change which is one of the barriers inherent in organisational culture and which impacts negatively on organisational performance. This is because DTA existing organisational culture has an impact – positive or negative – on organisational performance. Overcoming resistance to change will in turn aid the department to inculcate a positive work ethic within the organisation hence a performance-oriented culture and accountability to manage at higher levels of productivity. DTA has to focus special attention on those employees who are scared of change and who are used to saying 'this is how we do things in this department' in an endeavour to transform them into employees who are responsive to change and who will in turn transform the organisational culture and climate into a performance-oriented culture;
- There should be regular feedback on DTA's organisational performance and this can be undertaken on a quarterly basis. This will make it possible to consolidate the actual quarterly organisational performance at the end of each reporting year and to evaluate the organisational performance against DTA's set objectives and targets. This will not only steer the department in the right direction – towards attaining organisational performance objectives – but will also be critical in the identification of any bottlenecks hampering, or likely to hamper, such a trajectory towards the department's vision. Regular feedback on organisational performance will assist DTA to take corrective action where necessary as well as to plan for future performance. Regular feedback on organisational performance is possible as consequence of regular monitoring of organisational performance;

- Regular monitoring of organisational performance will help the department to identify and correct obstacles to improved performance and therefore enhance the department's capacity to provide efficient service delivery to the public being served. In order to ensure regular monitoring of DTA's organisational performance, the Director of DTA's performance should be tied to department's organisational performance as she is supposed to be driving the department's goals and objectives. She should be held accountable for the organisational performance of DTA. This should also filter downwards to Heads of Divisions/Units. The allocation of financial resources (budget) should also be tied to the department's organisational performance. This will mean that DTA's capacity to provide efficient service delivery will determine the size of its budgetary allocation for a particular fiscal year. Additionally, regular monitoring of organisational performance will make it possible to tell whether PMS did or did not improve DTA's organisational performance in a systematic way. This is because regular monitoring or measuring of organisational performance will provide information indicating how well the department is doing, that is, whether the department is achieving its targets or objectives as well as to identify performance gaps where improvements are needed in order to enhance organisational performance. This will also address the issue of lack of feedback on organisational performance which hampers identification of obstacles or bottlenecks hindering high performance. Providing regular feedback on organisational performance will also make it possible for DTA to project future organisational performance;
- DTA has to utilise the information derived from the system to further improve its organisational performance. The information unearthed through regular performance assessment or monitoring showing where further improvements are needed should be fully utilised to enhance the efficacy of the system. DTA has to discard the 'business-as-usual' approach in its functioning and should position itself towards transforming itself into becoming a learning organisation;
- DTA's PMS should be customised to suit the department's performance needs and requirements in an effort to address the difficulty inherent in the implementation of PMS. This is because a 'one-size fits-all' or homogeneous approach to organisational performance that is being pursued by the Botswana public service is counterproductive; and
- The government, through The Reforms Unit in the Office of the President, should introduce and demand annual performance reports from departments that will indicate departments' actual organisational performance for that particular accounting

period. This will be possible only through regular monitoring and assessment of DTA's organisational performance on a quarterly basis, which will provide feedback on DTA's actual organisational performance vis-a-vis its organisational targets and objectives. These annual organisational performance reports should be published and be made available to the public.

5.5 LIMITATIONS OF THE RESEARCH

This study was hindered by the following limitations:

- The study found little statistical significance between employee position and education and their perception on the PMS. However, the actual sample size may have skewed the findings of this study. This is because, despite the lack of proven statistical significance, such relationships may actually exist. The few people that did not respond may have made a big difference in proving the results as statistically significant. Therefore a larger sample may unearth different results; and
- Since the study was largely qualitative, different results could have been obtained had a less quantitative method such as interviews or focus groups been employed. It was not possible to employ these methods, given time constraints and lack of funds.
- This research largely assessed DTA's financial performance at the exclusion of other organisational performance indicators such as vacancy rate, due to the unavailability of data pertaining to those indicators.

These limitations necessitate a profound need for future research.

5.6 RECOMMENDATIONS FOR FUTURE RESEARCH

The focus of this thesis was on the Department of Tribal Administration, which is just one of the eight departments within the Ministry of Local Government. Further research on PMS is thus recommended, specially:

- To draw a large sample in order to test for possible factors that significantly may influence perception of employees;
- To involve other departments within MLG in a comparative study to determine whether purported organisational performance improvements are being realised across the departments;
- To determine whether customisation of PMS, rather than the homogenous approach to organisational performance management that is currently followed, should be the approach that is pursued in the public service; and

- To identify those departments that have been successful in implementing PMS to be used for benchmarking purposes to aid those that are experiencing difficulties in the implementation of their systems.

5.7 CONCLUDING REMARKS

This research thesis sought to describe whether the objectives of PMS of DTA were being realised, that is, whether PMS had resulted in improved organisational performance or whether the system had failed just like previous attempts at reforming the public sector. The findings of this thesis supported research that has been conducted elsewhere in the public service. Previous research by IDM unearthed evidence of increased awareness and knowledge of strategic as well as annual performance plans by employees (IDM, 2006:12). However, this is as far as benefits extend.

The conclusion that has been derived by the thesis is that PMS's benefits, apart from those mentioned in the above paragraph, are difficult to enunciate. What has been laid bare, are the inherent difficulties that are associated with implementing organisational performance management initiatives. These difficulties have been documented in previous research. According to Spangenberg (1994:32-33), recent research indicated that performance management is plagued by problems across the entire performance management system. He argues that changes in the strategy do not seem to be reflected by changes in behaviour, while the core of performance management – its processes – are hampered by inefficiencies, particularly with regard to goal-setting and performance review. Complementing this argument, Pollit in Hughes (2008:58) argues that despite the cost and staff cuts that have accompanied managerial change, there is, as yet, little evidence of fundamental cultural change in most public services.

This is a recurring theme also in this thesis. DTA's culture has in no way changed into being performance-oriented but rather has remained non-responsive. In such a climate, PMS was bound to fail to realise its intended objectives of improving organisational performance. This is also evidenced by the fact that monitoring standards of DTA's organisational performance is not a regular management activity, which makes it difficult to identify obstacles to high performance and thus to take corrective or remedial action. However, despite all these challenges, not having a Performance Management System is now inconceivable. The weaknesses identified could be turned into opportunities by implementing the recommendations that have been proffered in this thesis to enhance PMS.

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APPENDIX A: **RESEARCH QUESTIONNAIRE**

MPA Thesis Working Title: *A description of whether the objectives of Performance Management System of the Department of Tribal Administration are being realised.*

Stratified random sampling will be employed in this research. This questionnaire will be administered within DTA. A sample of 57 respondents will be drawn from top management, middle management as well as lower management. In order to ensure that variable categories with small proportions of cases in the population were adequately represented in the sample, disproportionate stratified sampling was employed, that is, 4 respondents representing 44 percent of the strata were drawn from top management, 12 representing 17 percent of the strata from middle management and 41 representing 14 percent of the strata from lower management. They will be selected from six stations. The sampling frame will be sourced from DTA's establishment register which has all the names, positions as well as stations of DTA's employees. Due to time constraints, the researcher will personally administer the questionnaire to the respondents in an endeavour to ensure a high response rate.

The answers to this questionnaire will help the researcher to determine whether the objectives of PMS are being realised. The objectives of DTA's PMS were to:

- Improve organisational performance in a systematic and sustainable way;
- Provide a planning and change management framework which is linked to budgeting and funding process;
- Enhance government capacity; and
- Inculcate the culture of performance and accountability to manage at higher levels of productivity so as to provide efficient service delivery.

This research is done as part of a master's degree thesis and the data collected will be used only for academic purposes. Your response to this questionnaire will be treated with the utmost confidentiality.

Section A. Demographic data

Please answer the following questions by putting an X in the boxes provided.

1) What is your age? _____

2) Please tick the highest level of your educational qualification

STD 7	<input type="checkbox"/>
Junior Certificate	<input type="checkbox"/>
COSC	<input type="checkbox"/>
BGCSE	<input type="checkbox"/>
Certificate	<input type="checkbox"/>
Diploma	<input type="checkbox"/>
First Degree	<input type="checkbox"/>
Master's Degree	<input type="checkbox"/>
Honours Degree	<input type="checkbox"/>
Doctorate Degree	<input type="checkbox"/>

3) What is your position within DTA?

Top management (E1 –D1)	<input type="checkbox"/>
Middle management (D2- D4)	<input type="checkbox"/>
Lower management (C1 – C4)	<input type="checkbox"/>

4) How long have you been with DTA?

Less than 1 year	<input type="checkbox"/>
1 – 5 years	<input type="checkbox"/>
6 – 10 years	<input type="checkbox"/>
11 – 15 years	<input type="checkbox"/>
16 + years	<input type="checkbox"/>

Section B.

- a) For all the statements use a scale ranging from strongly disagree to strongly agree to describe how you feel about each of the statements. Put an X in the boxes provided.

Statement	Strongly disagree	Disagree	Uncertain	Agree	Strongly agree
1) I understand DTA's vision, mission, and values.					
2) DTA has a clear sense of direction and purpose as indicated in the strategic plan.					
3) Monitoring standards of DTA's organisational performance is a regular management activity.					
4) PMS has enhanced DTA's capacity to provide efficient service delivery to the public.					
5) PMS has improved organisational performance within DTA in a systematic way.					
6) PMS has inculcated a performance-oriented culture and accountability to manage at higher levels of productivity. The focus now is on emphasising organisational performance and results.					
7) DTA's top management owns and drives the department's PMS to ensure that its organisational objectives are being realised.					
8) PMS has transformed DTA into a learning organisation.					
9) PMS is just a management fad that is bound to fail to improve organisational performance just like previous attempts before it.					
10) The difficulty encountered in implementing PMS in DTA constrains its effectiveness					
11) DTA's top leadership is not fully behind PMS					

12) The difficulty in setting specific and measurable annual performance objectives hampers PMS' success				
13) DTA's existing non-responsive organisational culture and climate hinders PMS' effectiveness				
14) Lack of feedback on organisational performance makes it difficult to identify obstacles to high performance				

15) What do you recommend should be done to enhance the effectiveness of PMS in improving DTA's organisational performance?

16) On a scale rating of 1 – 3, rate the following elements needed to improve organisational performance according to importance. 1 representing what you find most important, 2 the next most important and 3 for the least important.

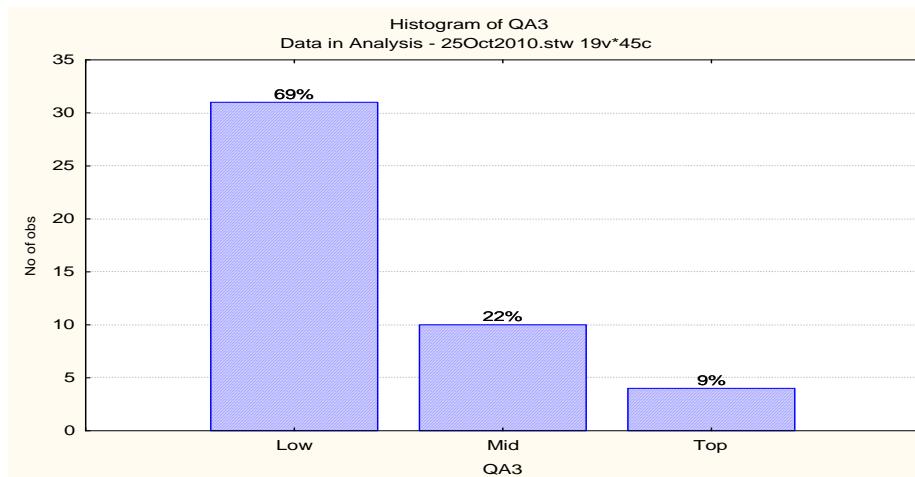
Elements needed to improve performance	Rating
1. PMS should be leadership driven	
2. Organisational culture and climate should be performance-oriented	
3. There should be regular feedback on organisational performance	

THANK YOU VERY MUCH FOR RESPONDING TO THIS QUESTIONNAIRE!

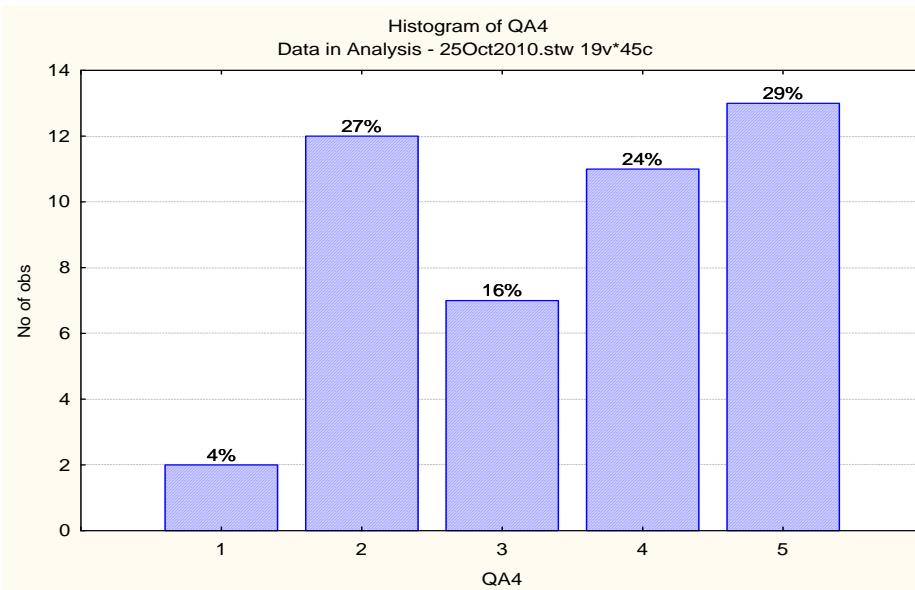
APPENDIX B: STATISTICAL ANALYSIS

Histograms depicting the results of Kruskal-Wallis ANOVA by Ranks and Spearman Rank Order Correlation statistical analysis as well as comparisons of age, education level, experience and position with DTA

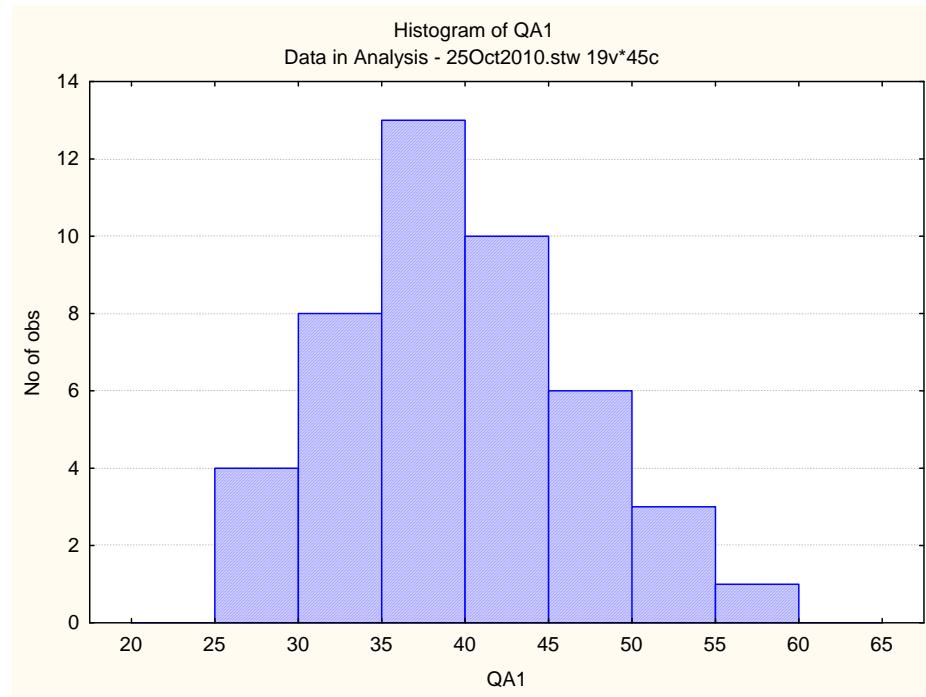
Percentage of respondents as per their position within DTA



Number of years or experience of the respondents



Age of Respondents (Mean is 40.64)



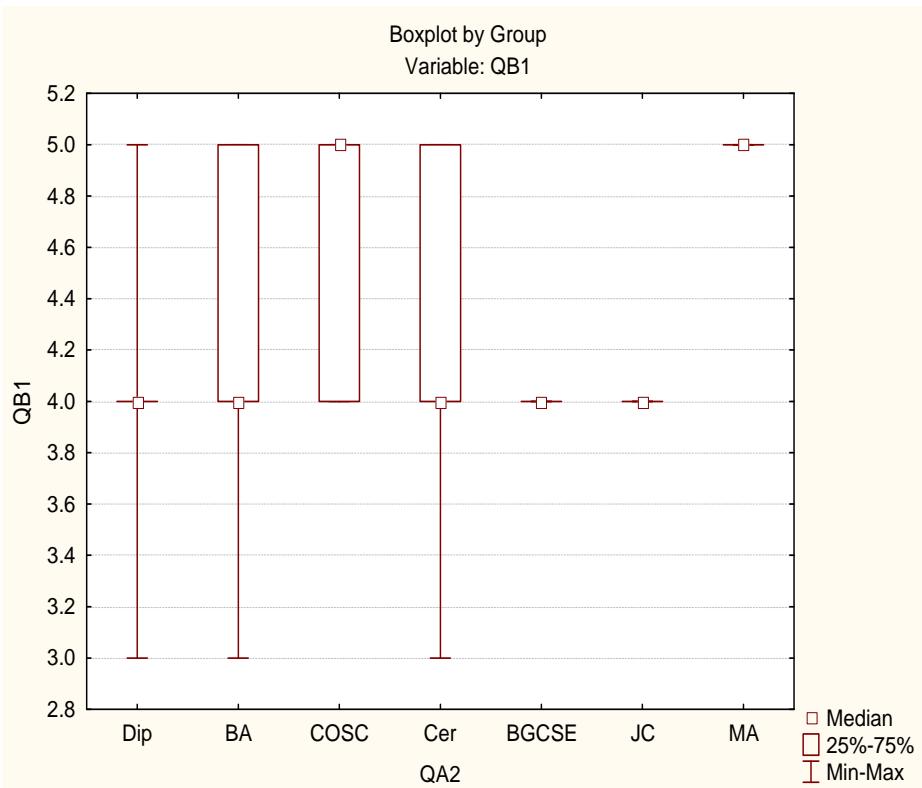
Comparisons

Education vs. 14 statements

Kruskal-Wallis ANOVA by Ranks; QB1 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB1 (Data in Analysis - 25Oct2010.stw) Independent (grouping) variable: QA2 Kruskal-Wallis test: H (6, N= 45) =10.13667 p =.1190			
Depend.: QB1	Code	Valid N	Sum of Ranks
Dip	101	20	395.5000
BA	102	8	194.5000
COSC	103	5	155.5000
Cer	104	5	118.0000
BGCSE	105	3	55.5000
JC	106	2	37.0000
MA	107	2	79.0000

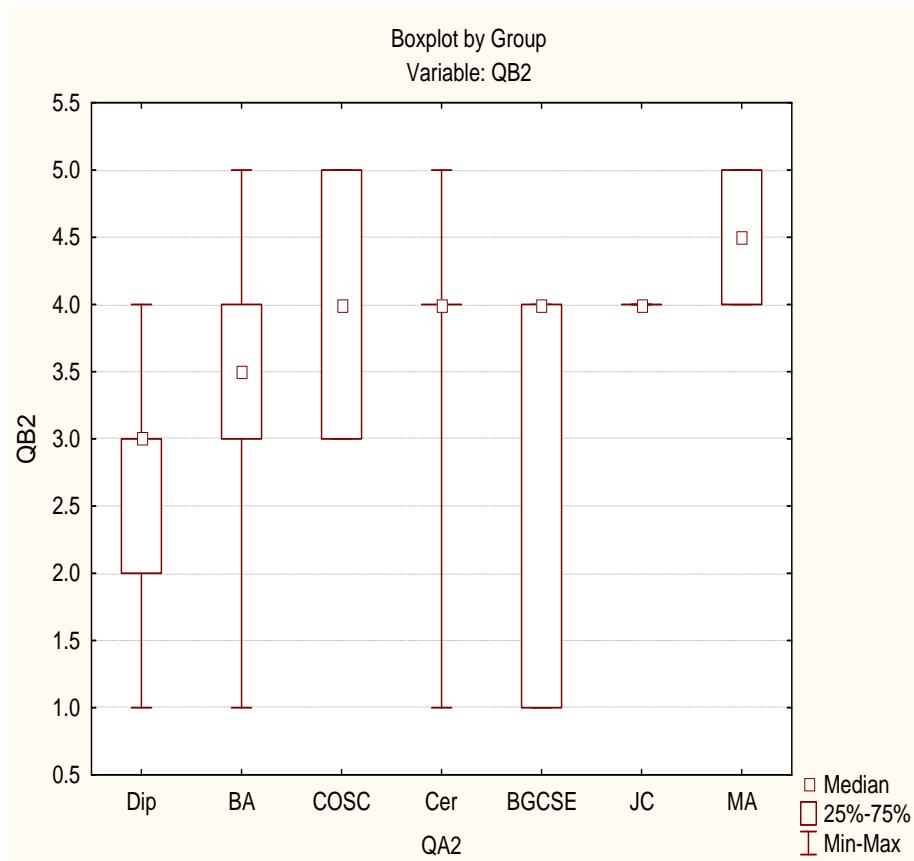
Analysis of how level of education (QA2) influenced responses to whether respondents understood DTA's vision, mission and values (QB1)



Kruskal-Wallis ANOVA by Ranks; QB2 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB2 (Data in Analysis - 25Oct2010.stw) Independent (grouping) variable: QA2 Kruskal-Wallis test: H (6, N= 45) =13.69282 p = .0333			
Depend.: QB2	Code	Valid N	Sum of Ranks
Dip	101	20	320.0000
BA	102	8	202.0000
COSC	103	5	157.0000
Cer	104	5	145.0000
BGCSE	105	3	69.0000
JC	106	2	66.0000
MA	107	2	76.0000

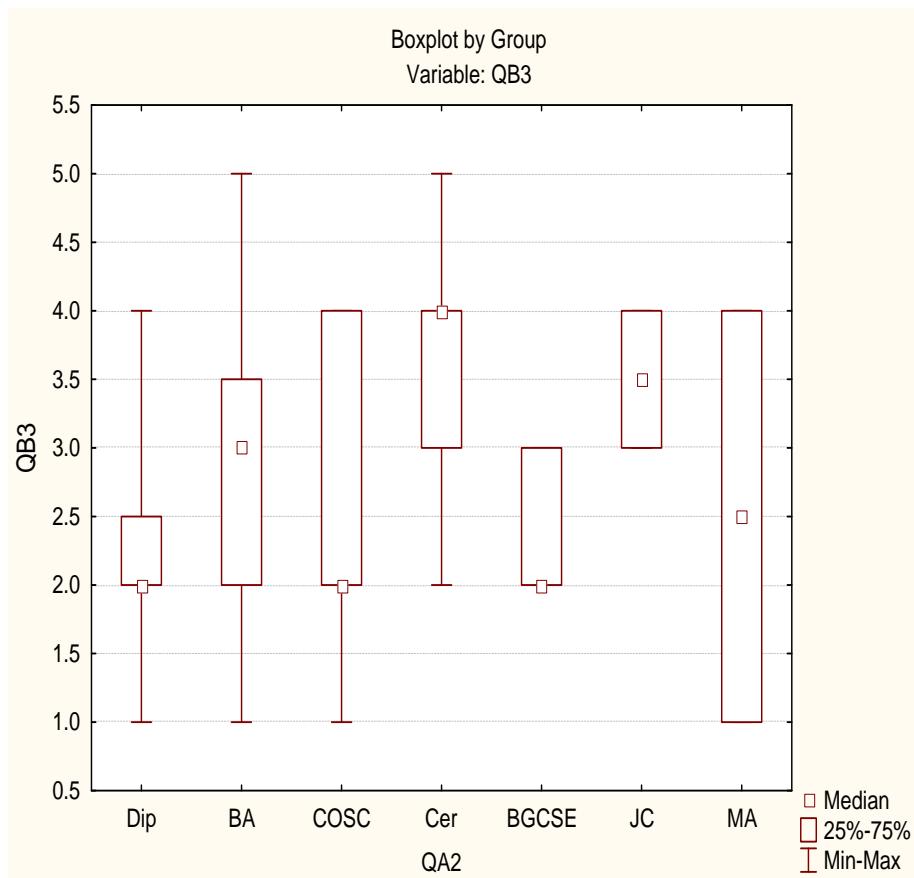
Analysis of how level of education (QA2) influenced responses to statement 2 (QB2)



Kruskal-Wallis ANOVA by Ranks; QB3 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB3 (Data in Analysis - 25Oct2010) Independent (grouping) variable: QA2 Kruskal-Wallis test: H (6, N= 45) =8.311574 p =.2162			
Depend.: QB3	Code	Valid N	Sum of Ranks
Dip	101	20	375.5000
BA	102	8	207.5000
COSC	103	5	112.0000
Cer	104	5	168.0000
BGCSE	105	3	61.0000
JC	106	2	69.0000
MA	107	2	42.0000

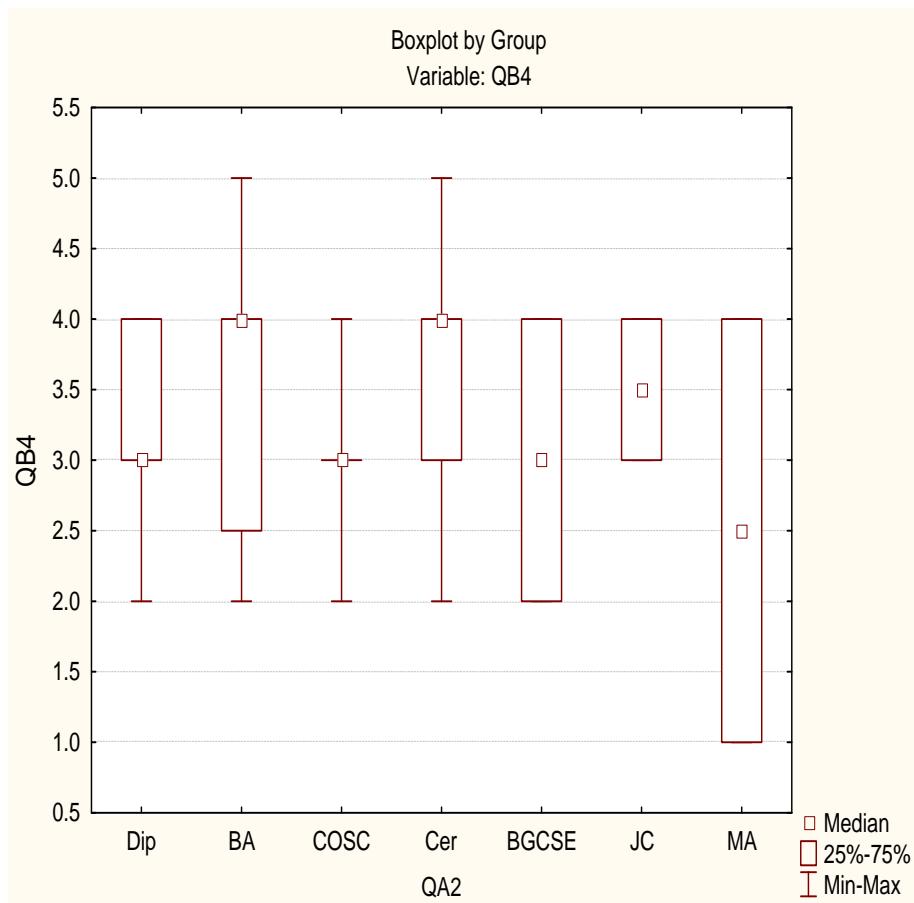
Analysis of how level of education (QA2) influenced responses to statement 3 (QB3)



Kruskal-Wallis ANOVA by Ranks; QB4 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB4 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB4	Code	Valid N	Sum of Ranks
Dip	101	20	444.0000
BA	102	8	212.5000
COSC	103	5	94.5000
Cer	104	5	137.5000
BGCSE	105	3	58.5000
JC	106	2	52.5000
MA	107	2	35.5000

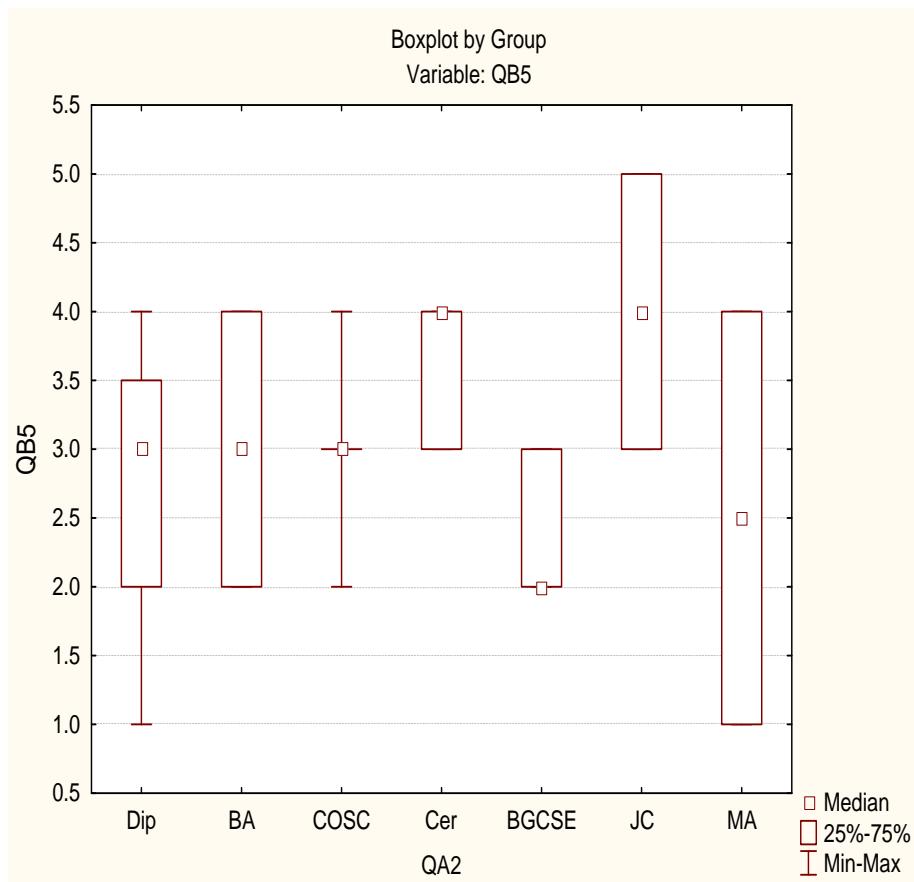
Analysis of how level of education (QA2) influenced responses to statement 4 (QB4)



Kruskal-Wallis ANOVA by Ranks; QB5 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB5 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB5	Code	Valid N	Sum of Ranks
Dip	101	20	434.0000
BA	102	8	183.0000
COSC	103	5	113.5000
Cer	104	5	159.0000
BGCSE	105	3	38.5000
JC	106	2	67.5000
MA	107	2	39.5000

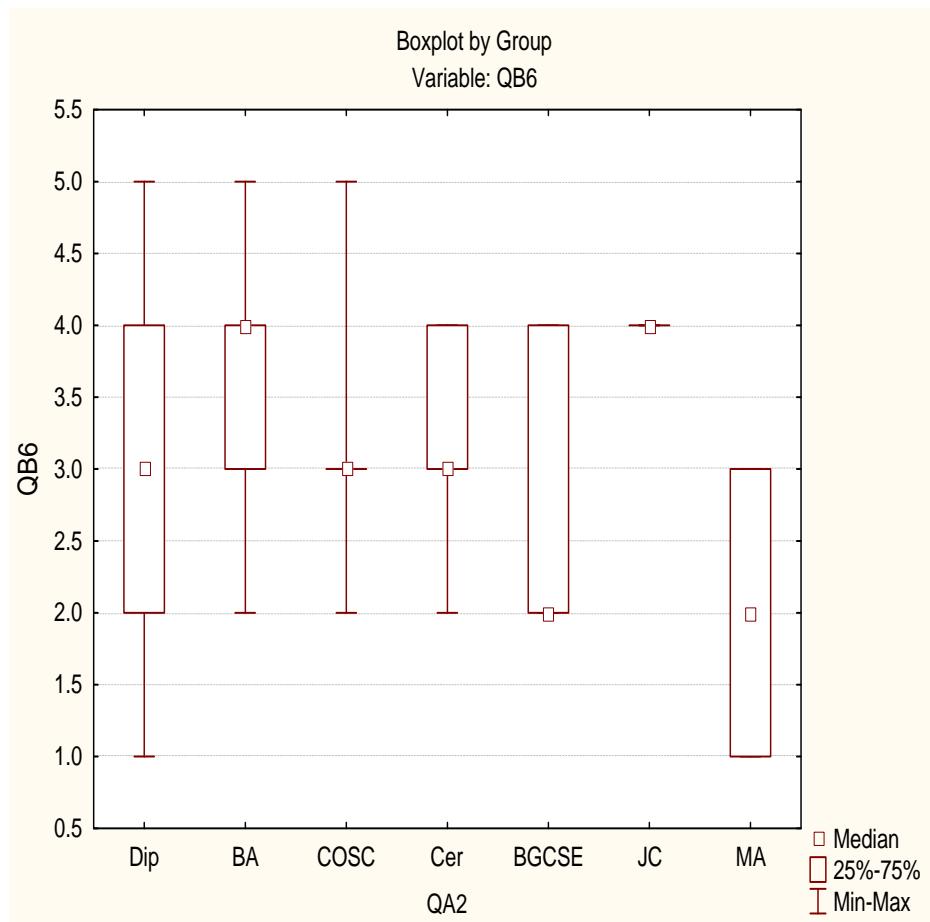
Analysis of how level of education (QA2) influenced responses to statement 5 (QB5)



Kruskal-Wallis ANOVA by Ranks; QB6 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB6 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB6	Code	Valid N	Sum of Ranks
Dip	101	20	447.0000
BA	102	8	226.0000
COSC	103	5	109.5000
Cer	104	5	114.5000
BGCSE	105	3	49.0000
JC	106	2	68.0000
MA	107	2	21.0000

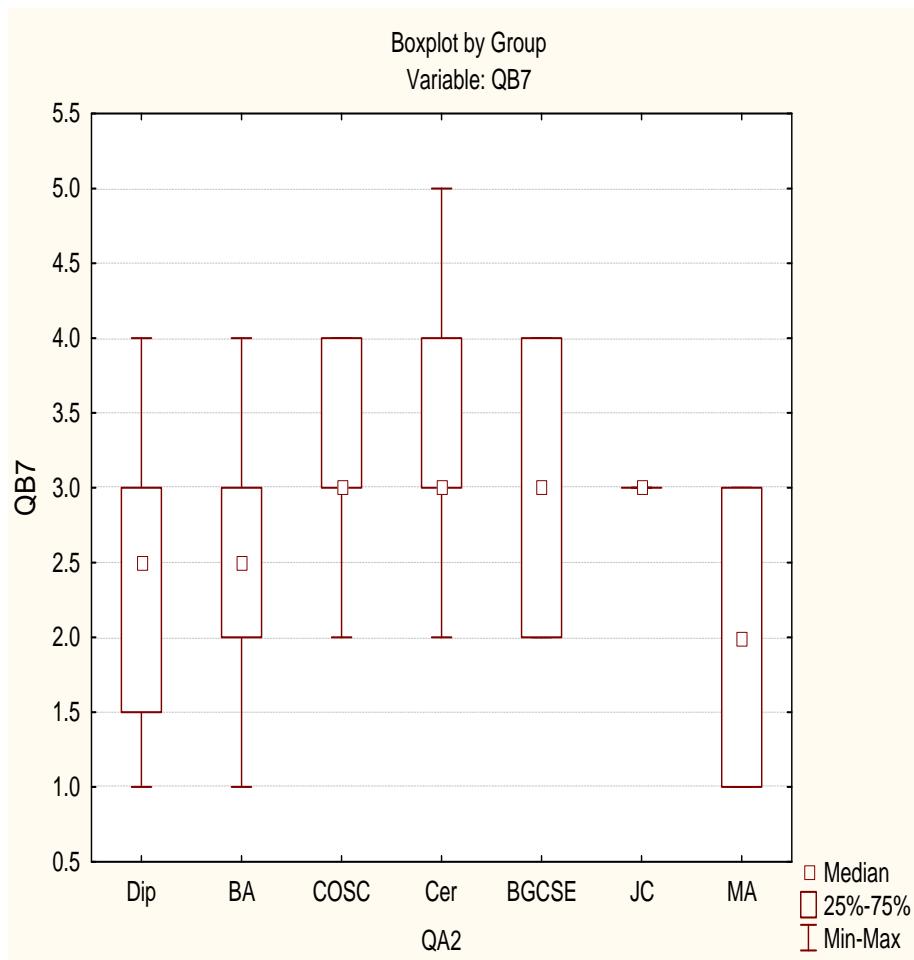
Analysis of how level of education (QA2) influenced responses to statement 6 (QB6)



Kruskal-Wallis ANOVA by Ranks; QB7 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB7 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB7	Code	Valid N	Sum of Ranks
Dip	101	20	399.0000
BA	102	8	166.0000
COSC	103	5	149.0000
Cer	104	5	153.5000
BGCSE	105	3	81.0000
JC	106	2	55.0000
MA	107	2	31.5000

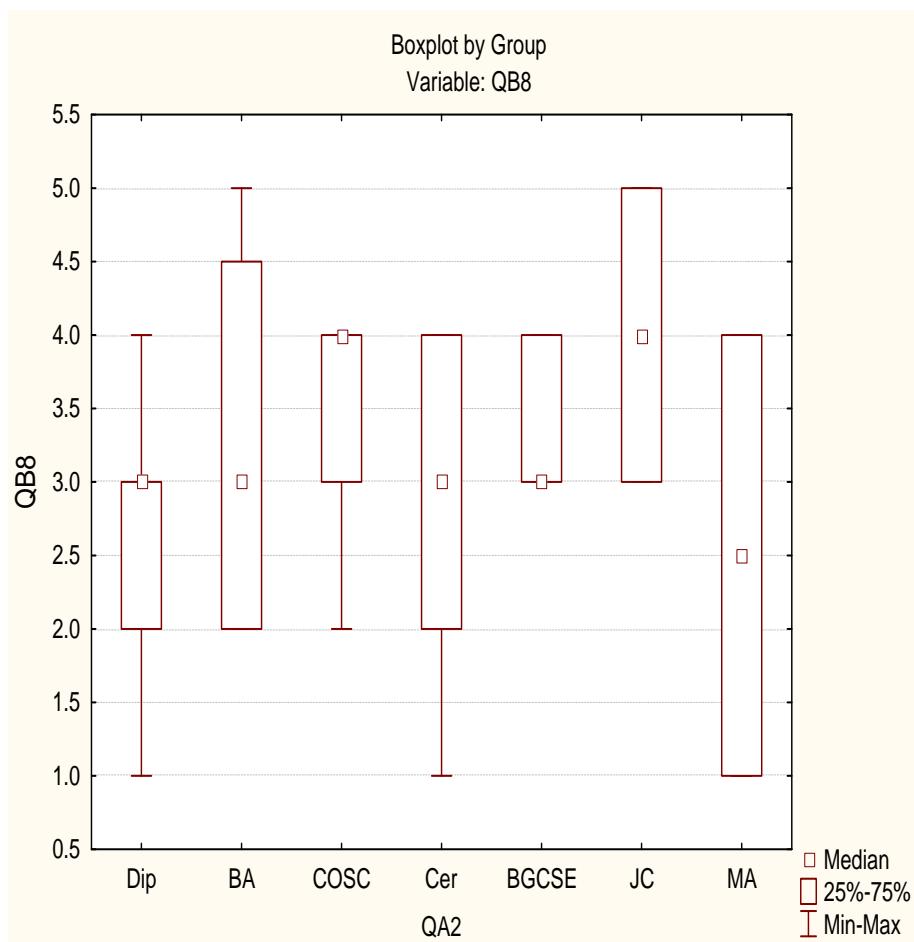
Analysis of how level of education (QA2) influenced responses to statement 7 (QB7)



Kruskal-Wallis ANOVA by Ranks; QB8 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB8 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB8	Code	Valid N	Sum of Ranks
Dip	101	20	388.0000
BA	102	8	203.5000
COSC	103	5	143.5000
Cer	104	5	110.5000
BGCSE	105	3	82.5000
JC	106	2	67.0000
MA	107	2	40.0000

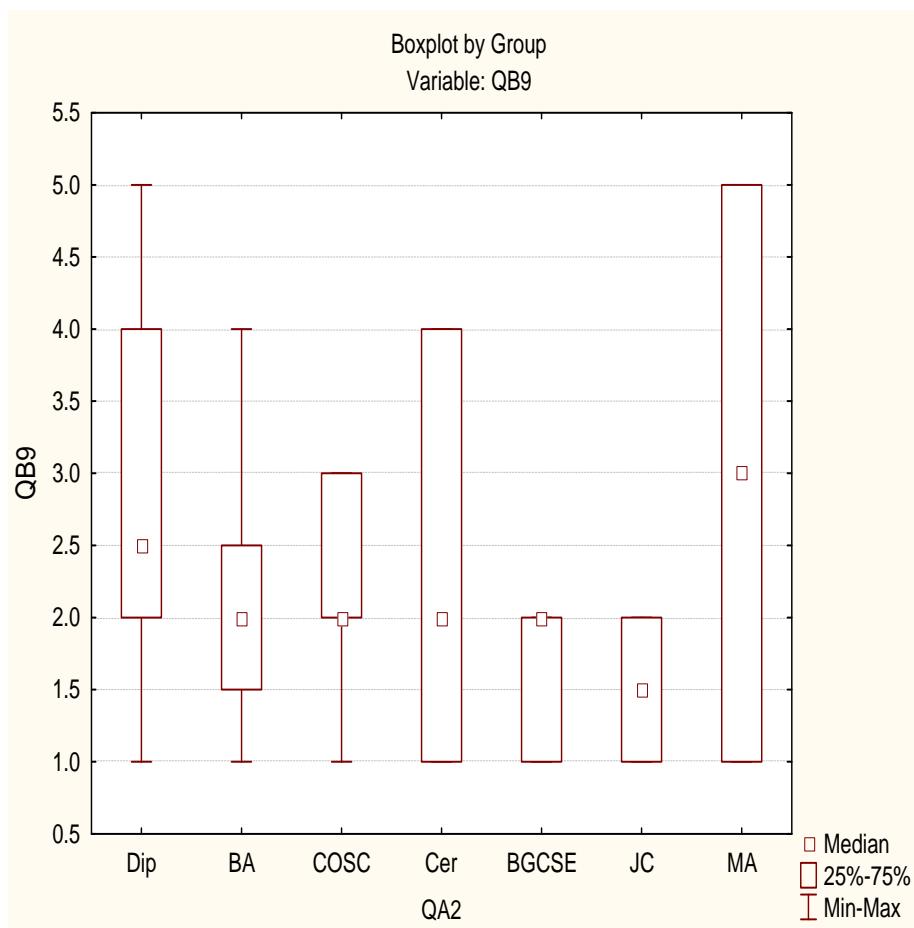
Analysis of how level of education (QA2) influenced responses to statement 8 (QB8)



Kruskal-Wallis ANOVA by Ranks; QB9 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB9 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB9	Code	Valid N	Sum of Ranks
Dip	101	20	540.0000
BA	102	8	159.5000
COSC	103	5	107.5000
Cer	104	5	108.5000
BGCSE	105	3	44.5000
JC	106	2	25.0000
MA	107	2	50.0000

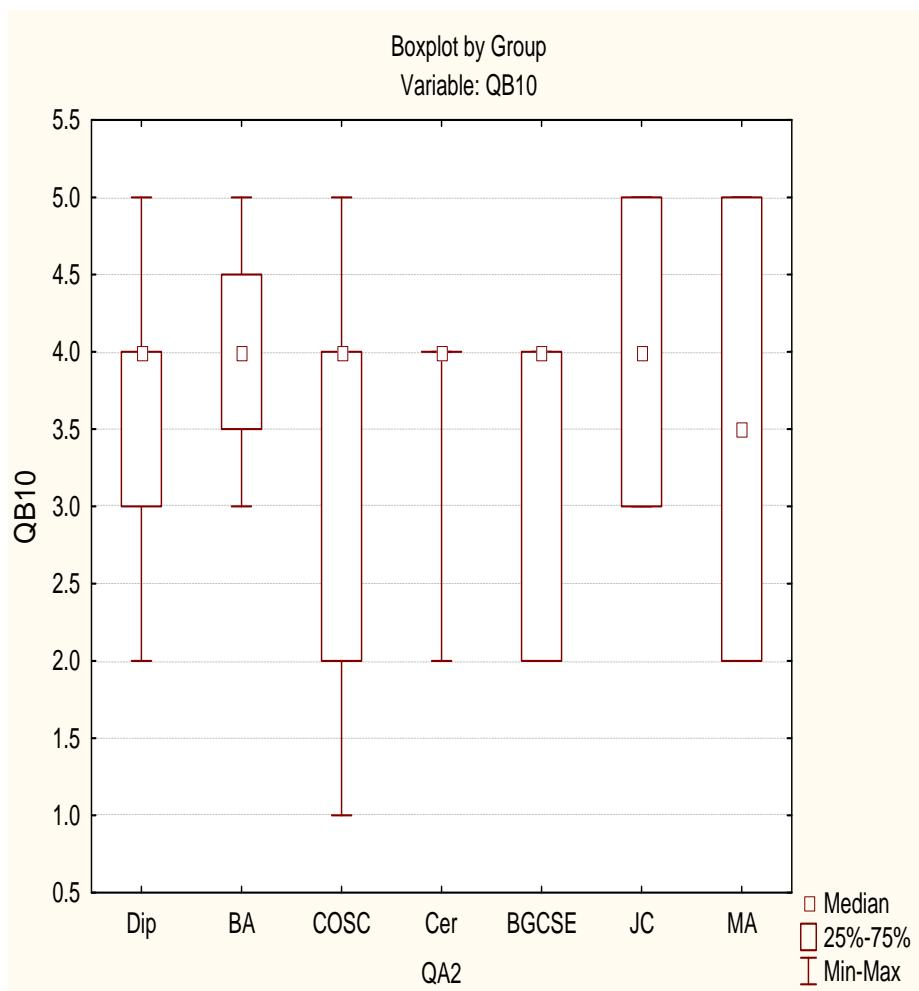
Analysis of how level of education (QA2) influenced responses to statement 9 (QB9)



Kruskal-Wallis ANOVA by Ranks; QB10 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB10 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB10	Code	Valid N	Sum of Ranks
Dip	101	20	447.5000
BA	102	8	215.0000
COSC	103	5	101.5000
Cer	104	5	112.5000
BGCSE	105	3	58.5000
JC	106	2	53.5000
MA	107	2	46.5000

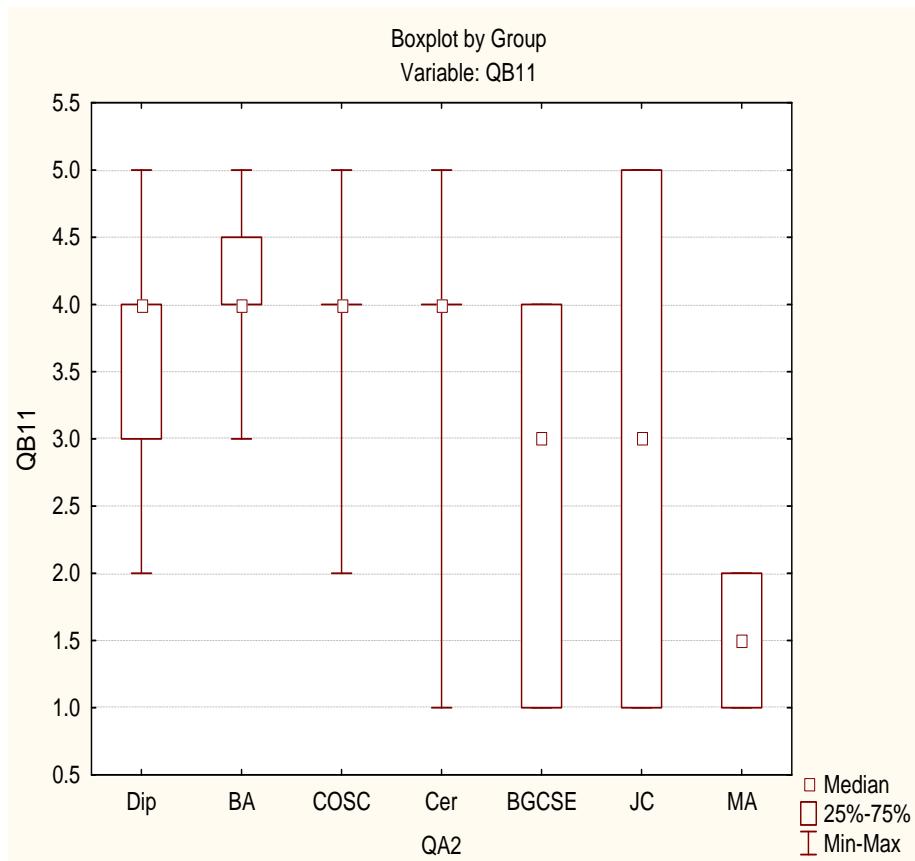
Analysis of how level of education (QA2) influenced responses to statement 10 (QB10)



Kruskal-Wallis ANOVA by Ranks; QB11 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB11 (Data in Analysis - 25Oct2010) Independent (grouping) variable: QA2 Kruskal-Wallis test: H (6, N= 45) =7.989069 p =.2389			
Depend.: QB11	Code	Valid N	Sum of Ranks
Dip	101	20	473.0000
BA	102	8	223.5000
COSC	103	5	125.0000
Cer	104	5	121.5000
BGCSE	105	3	40.0000
JC	106	2	43.5000
MA	107	2	8.5000

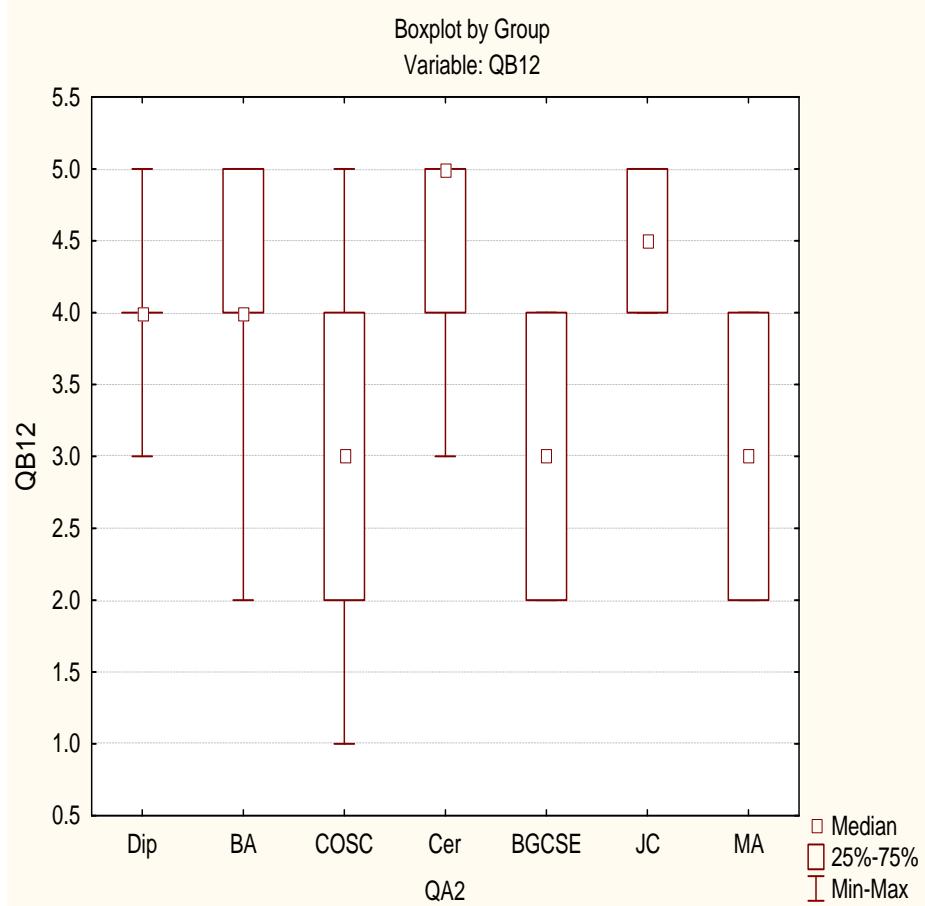
Analysis of how level of education (QA2) influenced responses to statement 11 (QB11)



Kruskal-Wallis ANOVA by Ranks; QB12 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB12 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB12	Code	Valid N	Sum of Ranks
Dip	101	20	467.5000
BA	102	8	215.5000
COSC	103	5	76.0000
Cer	104	5	151.5000
BGCSE	105	3	35.0000
JC	106	2	63.0000
MA	107	2	26.5000

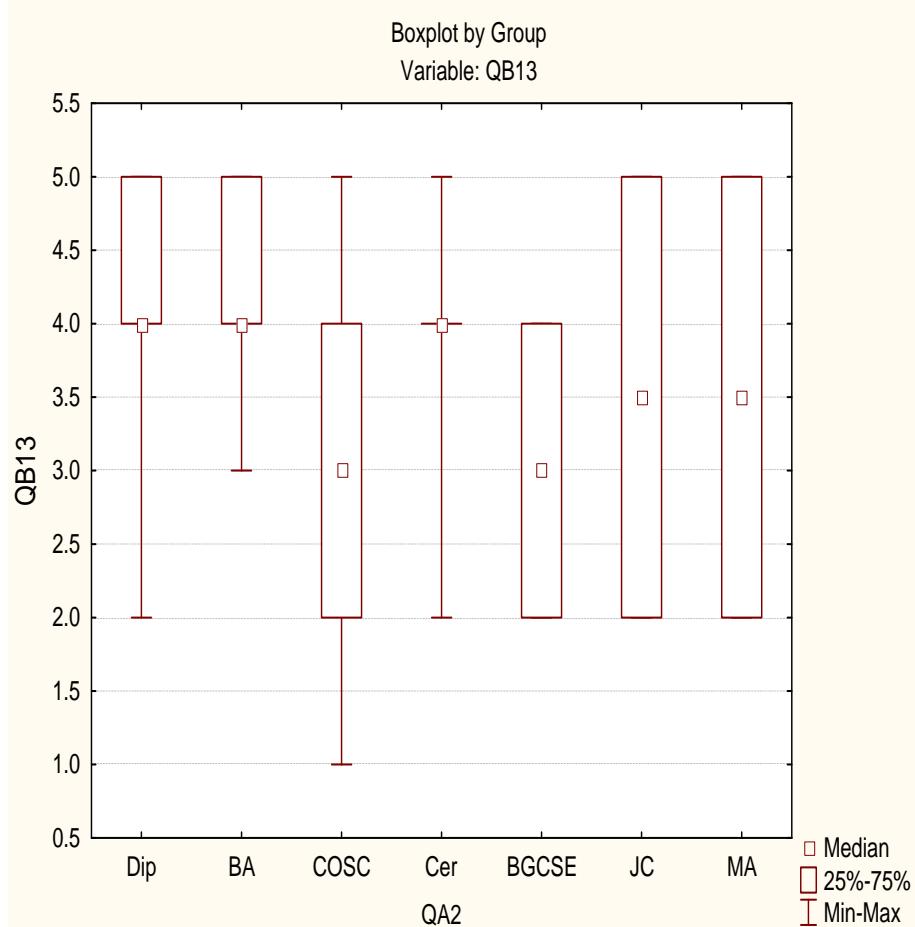
Analysis of how level of education (QA2) influenced responses to statement 12 (QB12)



Kruskal-Wallis ANOVA by Ranks; QB13 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB13 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB13	Code	Valid N	Sum of Ranks
Dip	101	20	496.0000
BA	102	8	220.0000
COSC	103	5	79.0000
Cer	104	5	113.0000
BGCSE	105	3	39.0000
JC	106	2	44.0000
MA	107	2	44.0000

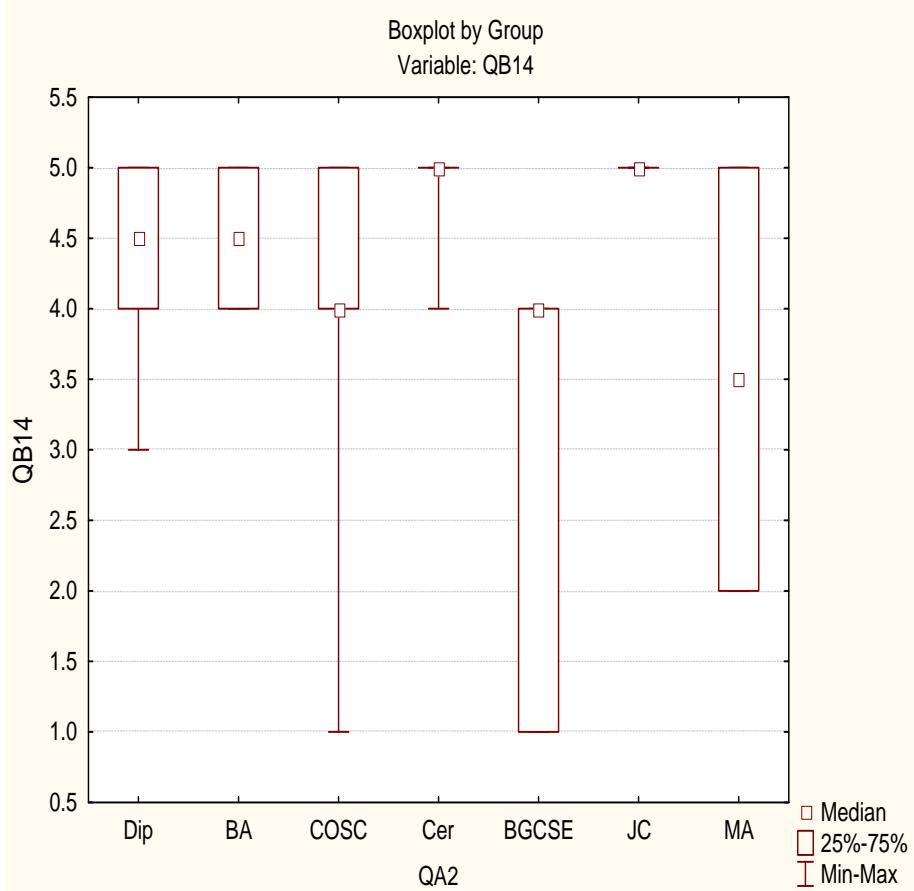
Analysis of how level of education (QA2) influenced responses to statement 13 (QB13)



Kruskal-Wallis ANOVA by Ranks; QB14 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB14 (Data in Analysis - 25Oct2010)			
Depend.: QB14	Code	Valid N	Sum of Ranks
Dip	101	20	465.5000
BA	102	8	190.0000
COSC	103	5	96.5000
Cer	104	5	149.5000
BGCSE	105	3	28.5000
JC	106	2	68.0000
MA	107	2	37.0000

Analysis of how level of education (QA2) influenced responses to statement 14 (QB14)

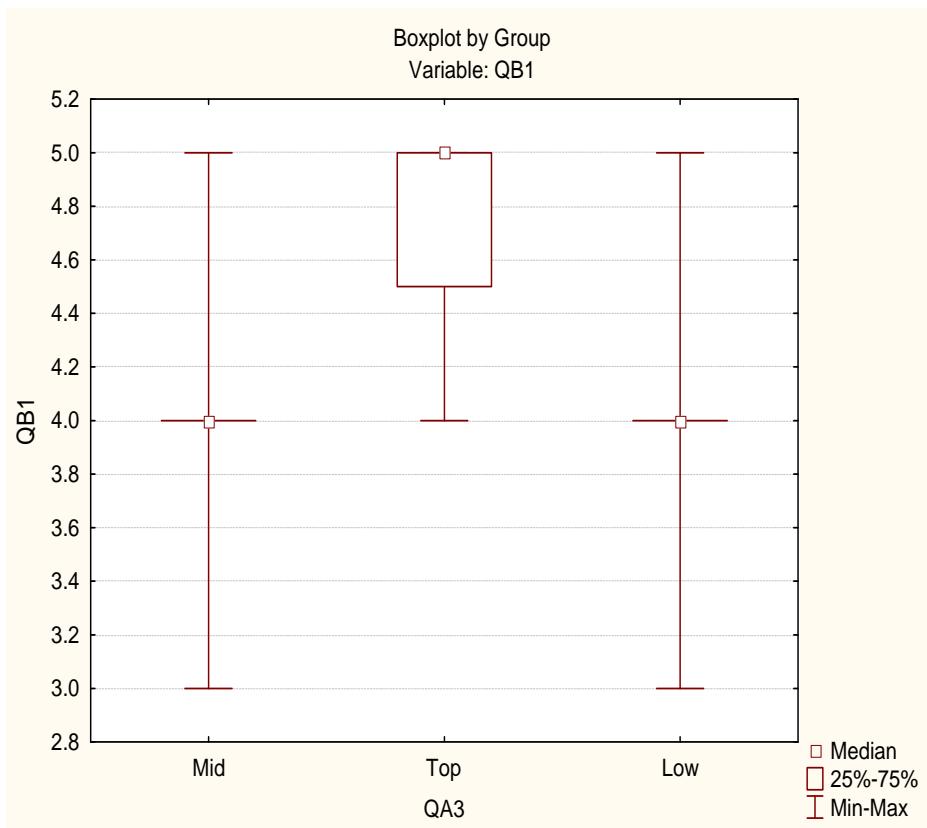


Position in DTA

Kruskal-Wallis ANOVA by Ranks; QB1 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB1 (Data in Analysis - 25Oct2010. Independent (grouping) variable: QA3 Kruskal-Wallis test: H (2, N= 45) =4.785192 p =.0914			
Depend.: QB1	Code	Valid N	Sum of Ranks
	Mid	101	10
Top	102	4	137.0000
Low	103	31	687.5000

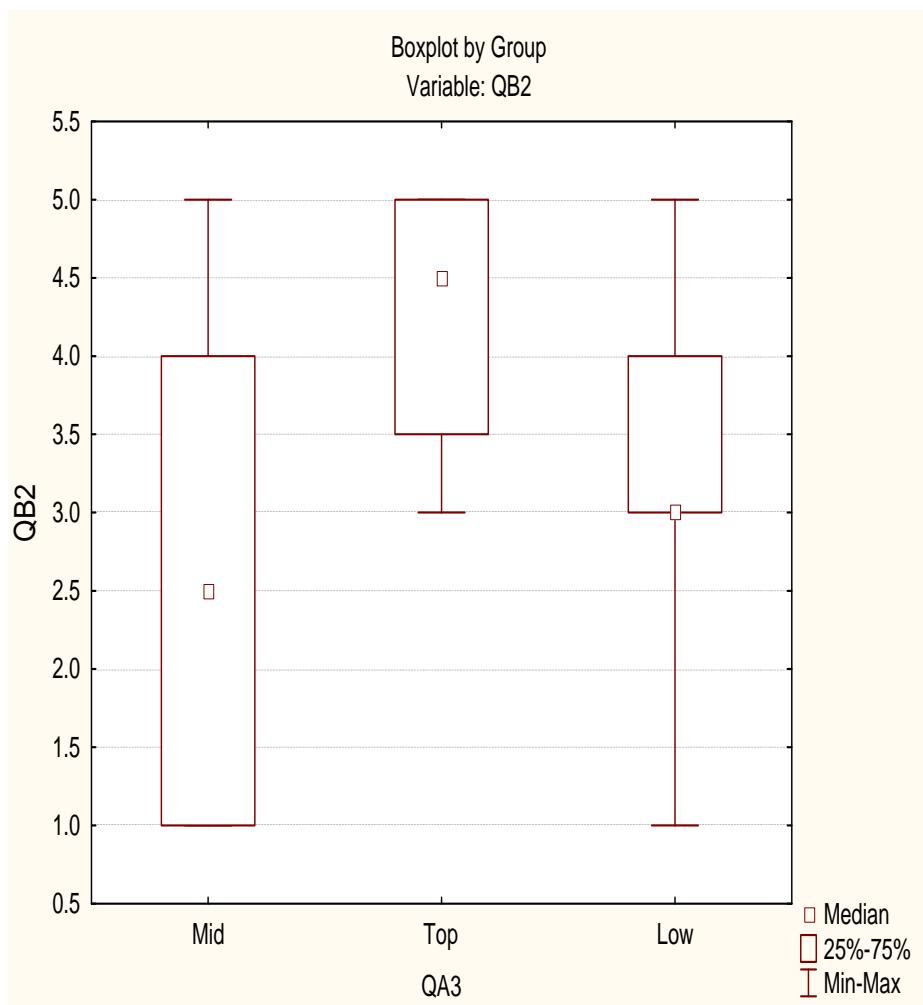
Analysis of how position (QA3) influenced responses to statement 1 (QB1)



Kruskal-Wallis ANOVA by Ranks; QB2 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB2 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB2	Code	Valid N	Sum of Ranks
Mid	101	10	174.0000
Top	102	4	138.0000
Low	103	31	723.0000

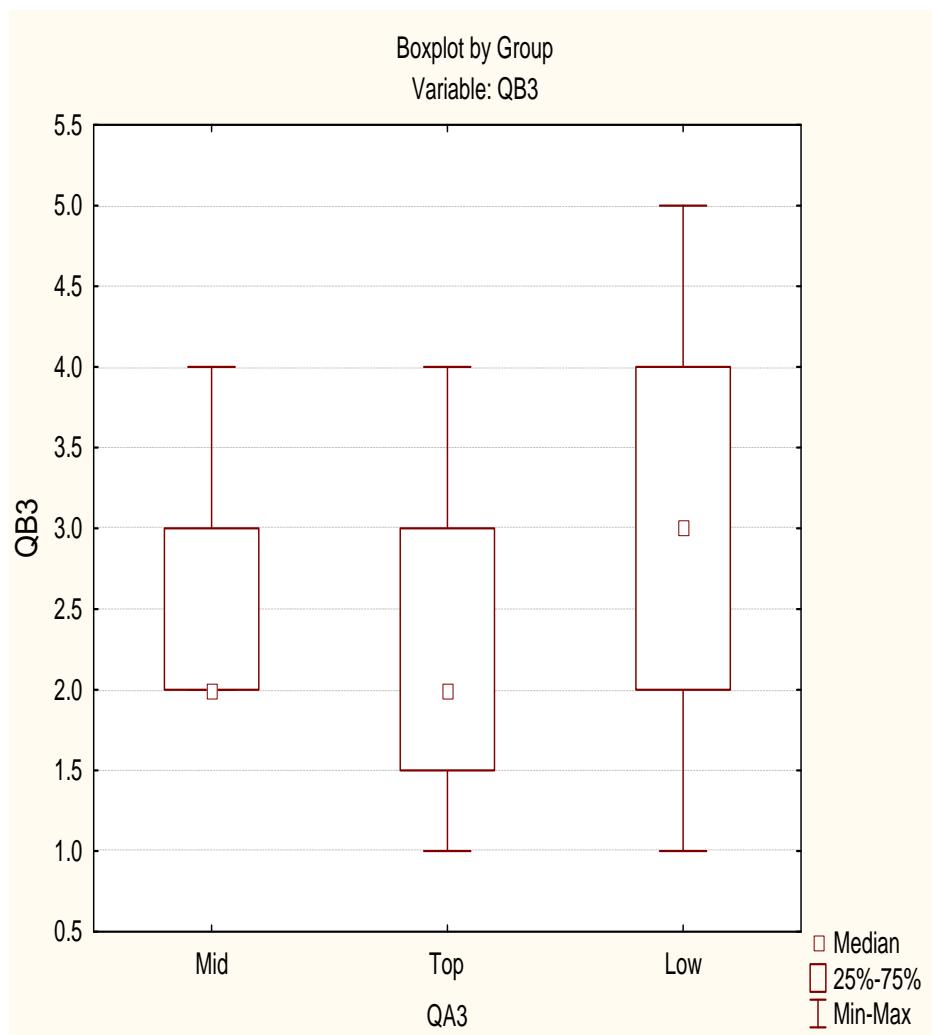
Analysis of how position (QA3) influenced responses to statement 2 (QB2)



Kruskal-Wallis ANOVA by Ranks; QB3 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB3 (Data in Analysis - 25Oct2010.stw)				
Independent (grouping) variable: QA3				
Kruskal-Wallis test: H (2, N= 45) = .9231133 p = .6303				
Depend.: QB3	Code	Valid N	Sum of Ranks	
Mid	101	10		216.5000
Top	102	4		73.0000
Low	103	31		745.5000

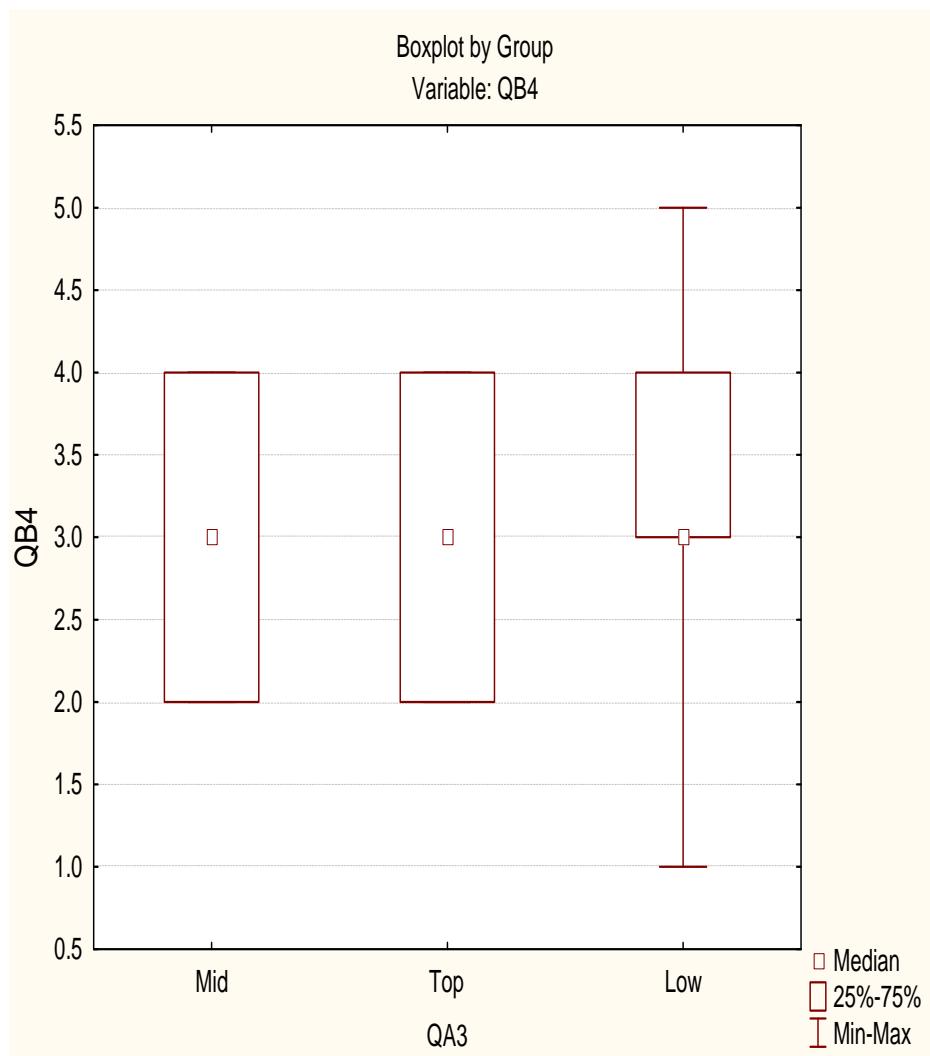
Analysis of how position (QA3) influenced responses to statement 3 (QB3)



Kruskal-Wallis ANOVA by Ranks; QB4 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB4 (Data in Analysis - 25Oct2010) Independent (grouping) variable: QA3 Kruskal-Wallis test: H (2, N= 45) =1.536633 p =.4638			
Depend.: QB4	Code	Valid N	Sum of Ranks
Mid	101	10	193.5000
Top	102	4	81.0000
Low	103	31	760.5000

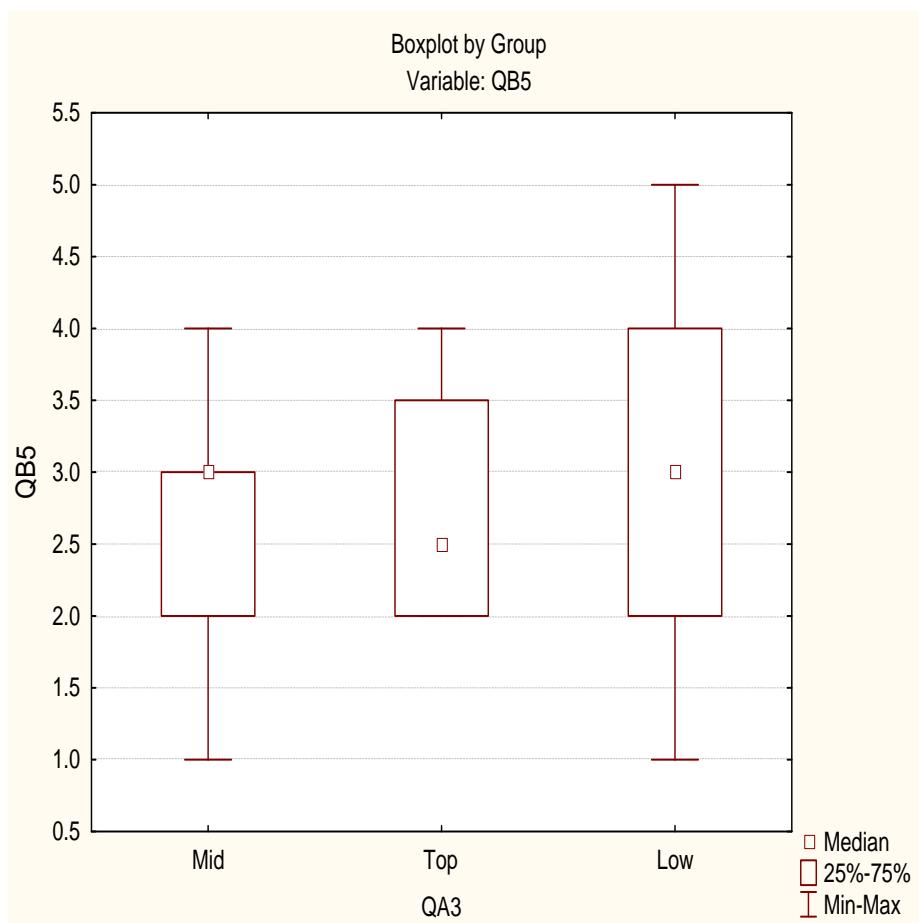
Analysis of how position (QA3) influenced responses to statement 4 (QB4)



Kruskal-Wallis ANOVA by Ranks; QB5 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB5 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB5	Code	Valid N	Sum of Ranks
Mid	101	10	206.0000
Top	102	4	76.5000
Low	103	31	752.5000

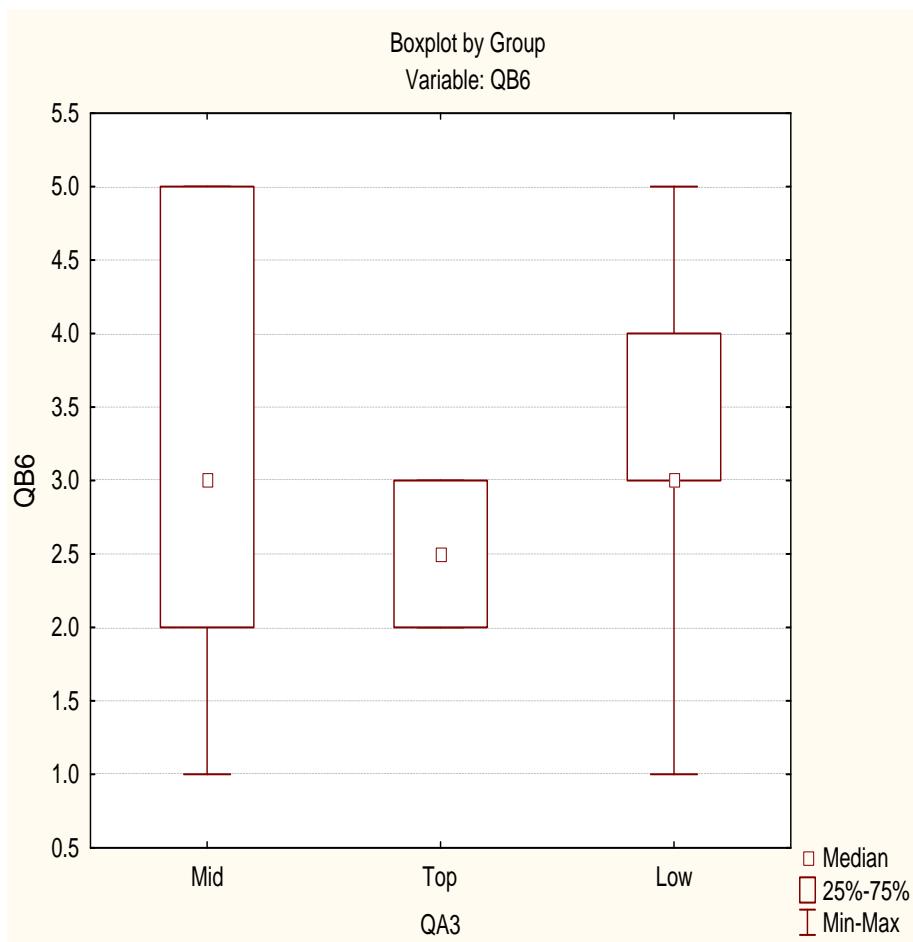
Analysis of how position (QA3) influenced responses to statement 5 (QB5)



Kruskal-Wallis ANOVA by Ranks; QB6 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB6 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB6	Code	Valid N	Sum of Ranks
Mid	101	10	239.5000
Top	102	4	54.0000
Low	103	31	741.5000

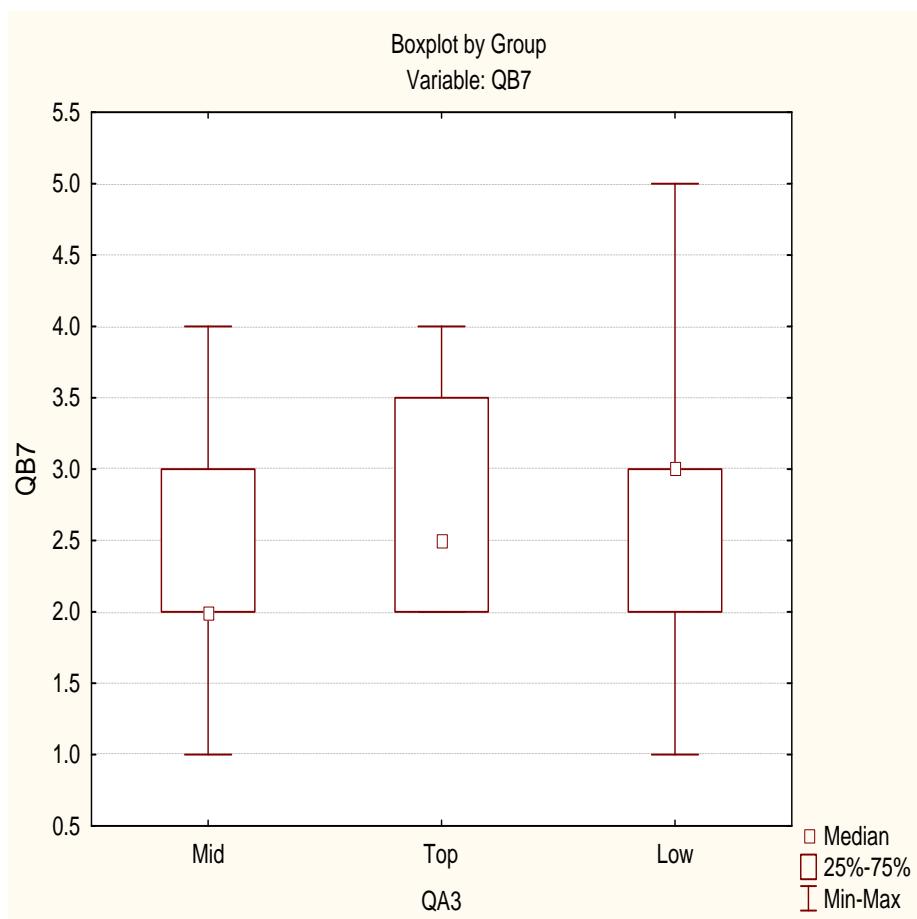
Analysis of how position (QA3) influenced responses to statement 6 (QB6)



Kruskal-Wallis ANOVA by Ranks; QB7 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB7 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB7	Code	Valid N	Sum of Ranks
Mid	101	10	196.0000
Top	102	4	94.0000
Low	103	31	745.0000

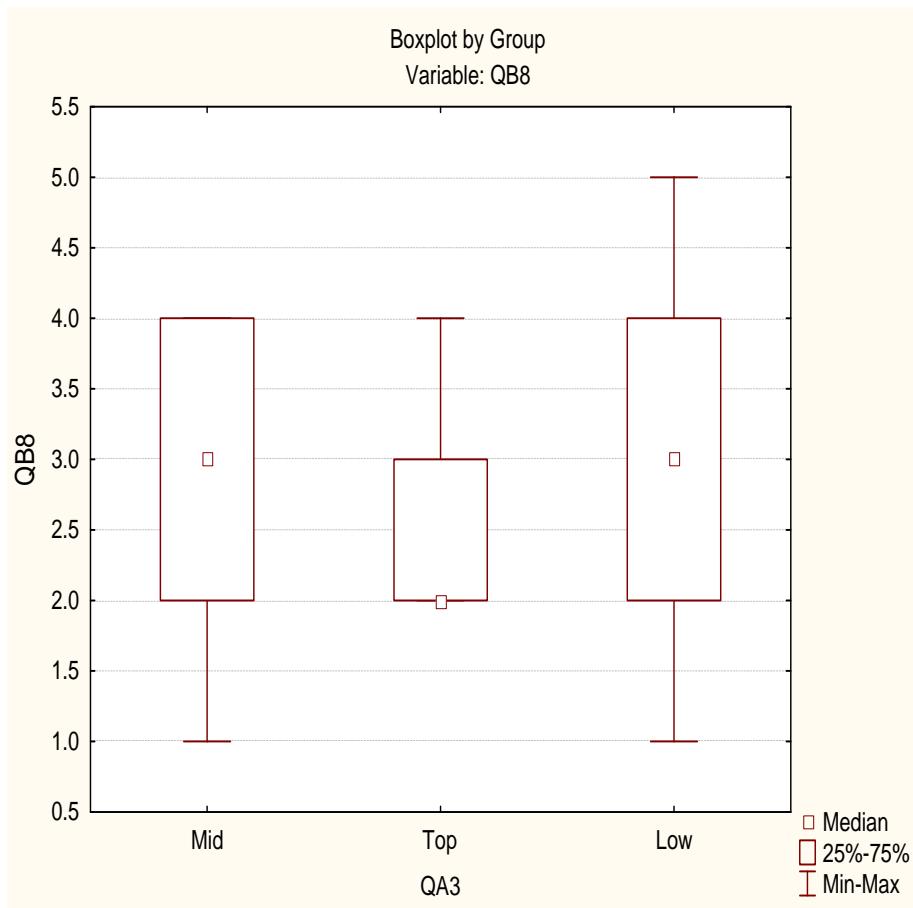
Analysis of how position (QA3) influenced responses to statement 7 (QB7)



Kruskal-Wallis ANOVA by Ranks; QB8 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB8 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB8	Code	Valid N	Sum of Ranks
Mid	101	10	207.5000
Top	102	4	69.5000
Low	103	31	758.0000

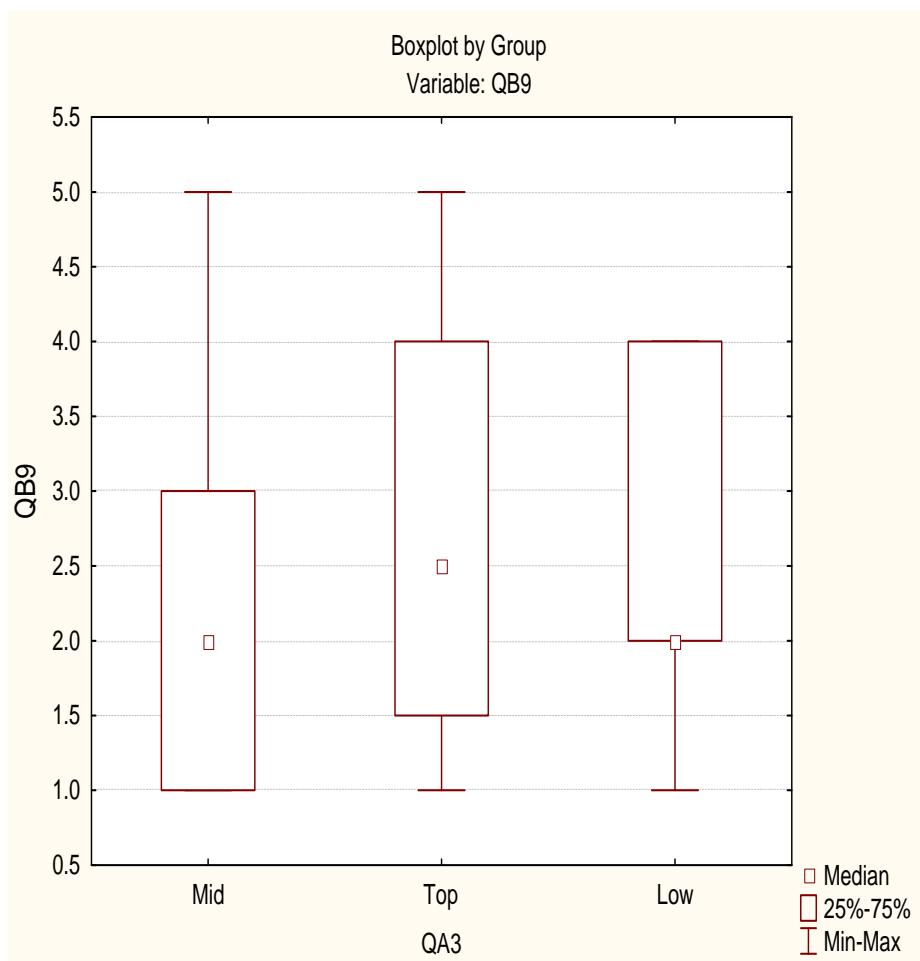
Analysis of how position (QA3) influenced responses to statement 8 (QB8)



Kruskal-Wallis ANOVA by Ranks; QB9 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB9 (Data in Analysis - 25Oct2) Independent (grouping) variable: QA3 Kruskal-Wallis test: H (2, N= 45) = .4862746 p = .7842			
Depend.: QB9	Code	Valid N	Sum of Ranks
Mid	101	10	207.5000
Top	102	4	101.0000
Low	103	31	726.5000

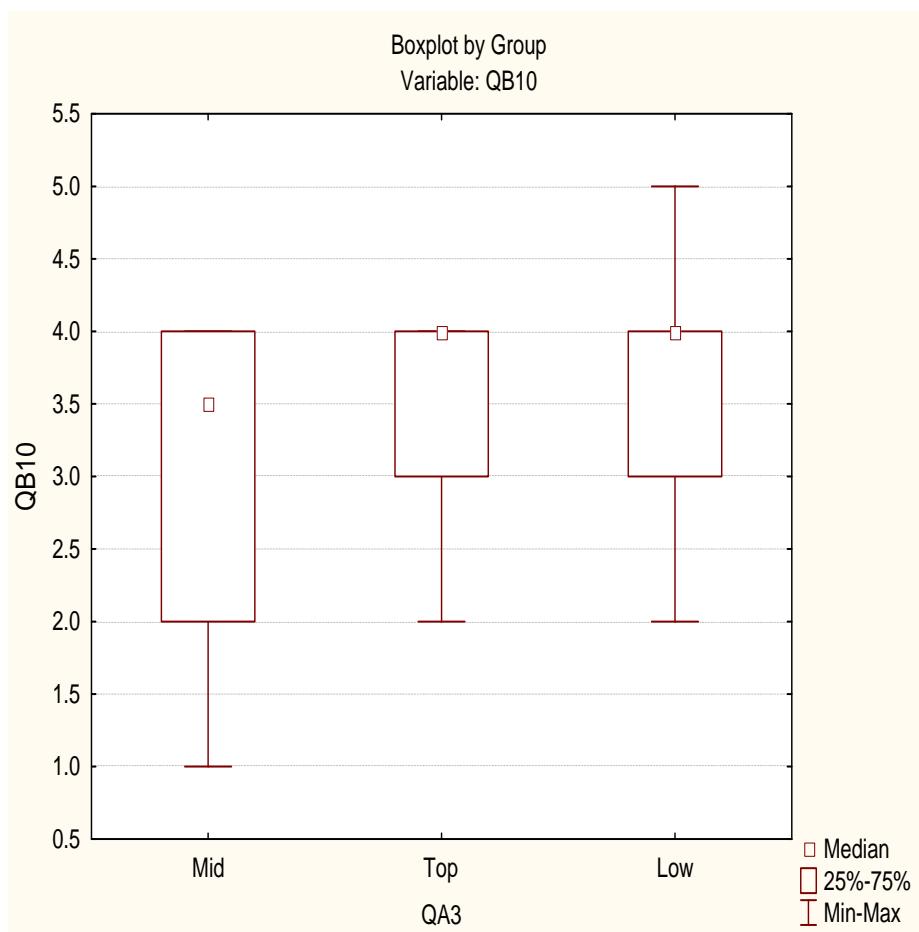
Analysis of how position (QA3) influenced responses to statement 9 (QB9)



Kruskal-Wallis ANOVA by Ranks; QB10 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB10 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB10	Code	Valid N	Sum of Ranks
Mid	101	10	168.0000
Top	102	4	85.5000
Low	103	31	781.5000

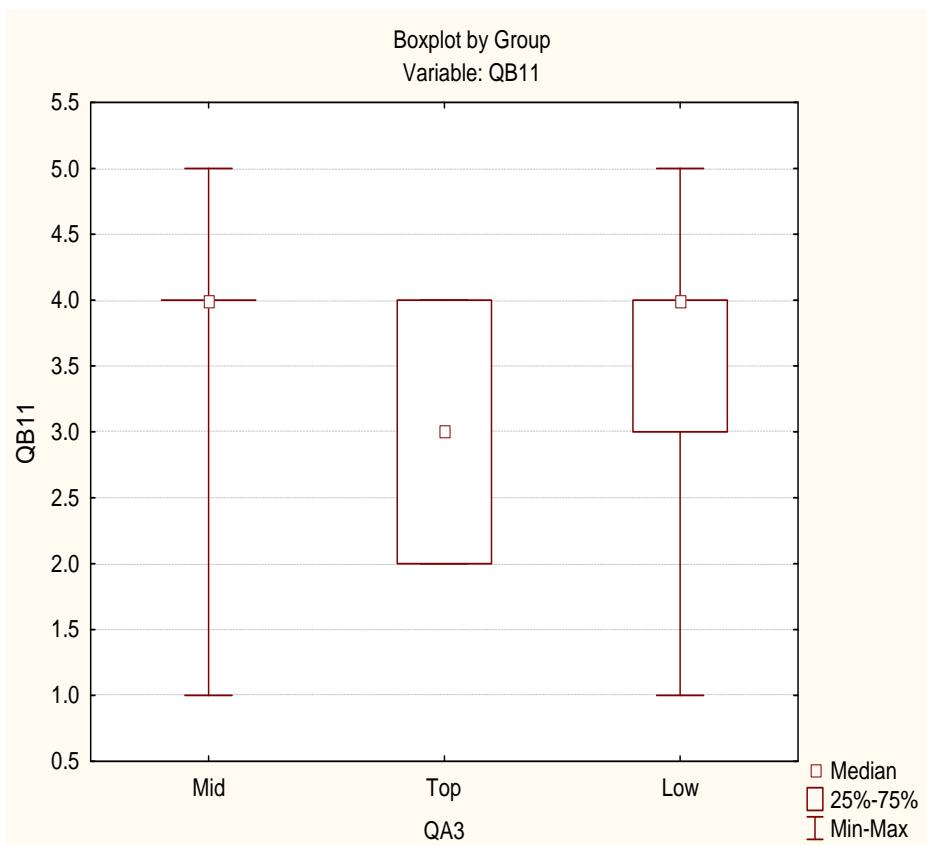
Analysis of how position (QA3) influenced responses to statement 10 (QB10)



Kruskal-Wallis ANOVA by Ranks; QB11 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB11 (Data in Analysis - 25Oct2011) Independent (grouping) variable: QA3 Kruskal-Wallis test: H (2, N= 45) =1.609998 p =.4471			
Depend.: QB11	Code	Valid N	Sum of Ranks
Mid	101	10	252.0000
Top	102	4	64.0000
Low	103	31	719.0000

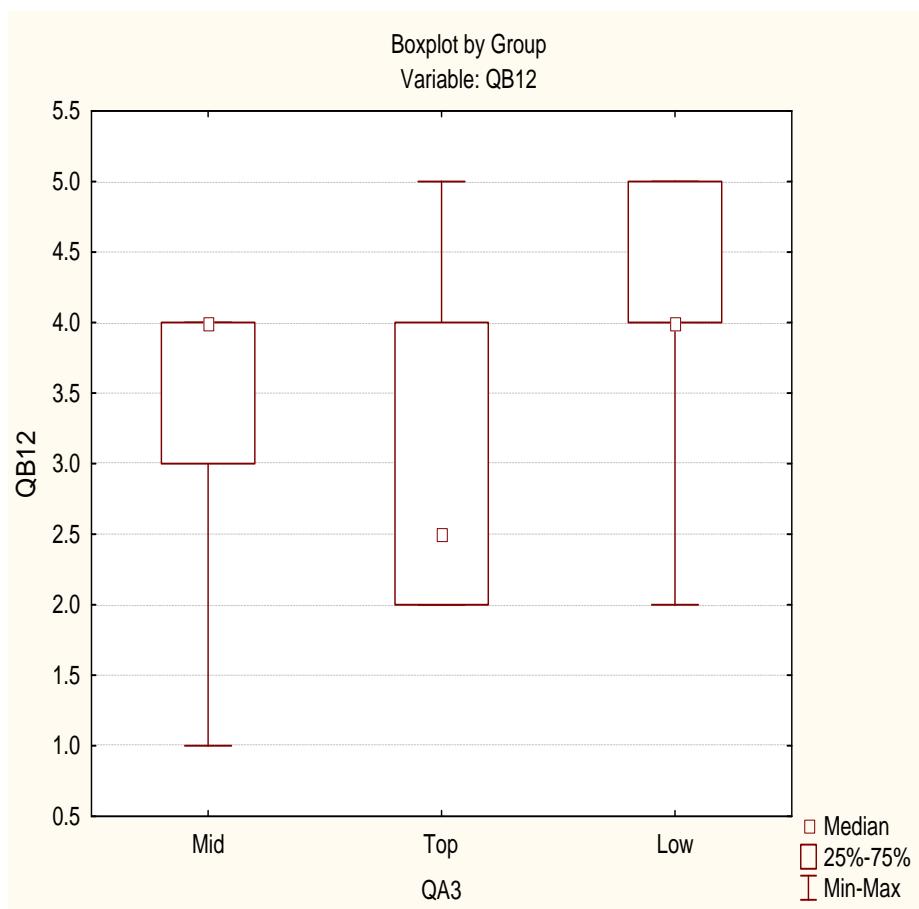
Analysis of how position (QA3) influenced responses to statement 11 (QB11)



Kruskal-Wallis ANOVA by Ranks; QB12 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB12 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB12			Independent (grouping) variable: QA3
	Code	Valid N	Kruskal-Wallis test: H (2, N= 45) =6.298581 p =.0429
Mid	101	10	174.0000
Top	102	4	55.5000
Low	103	31	805.5000

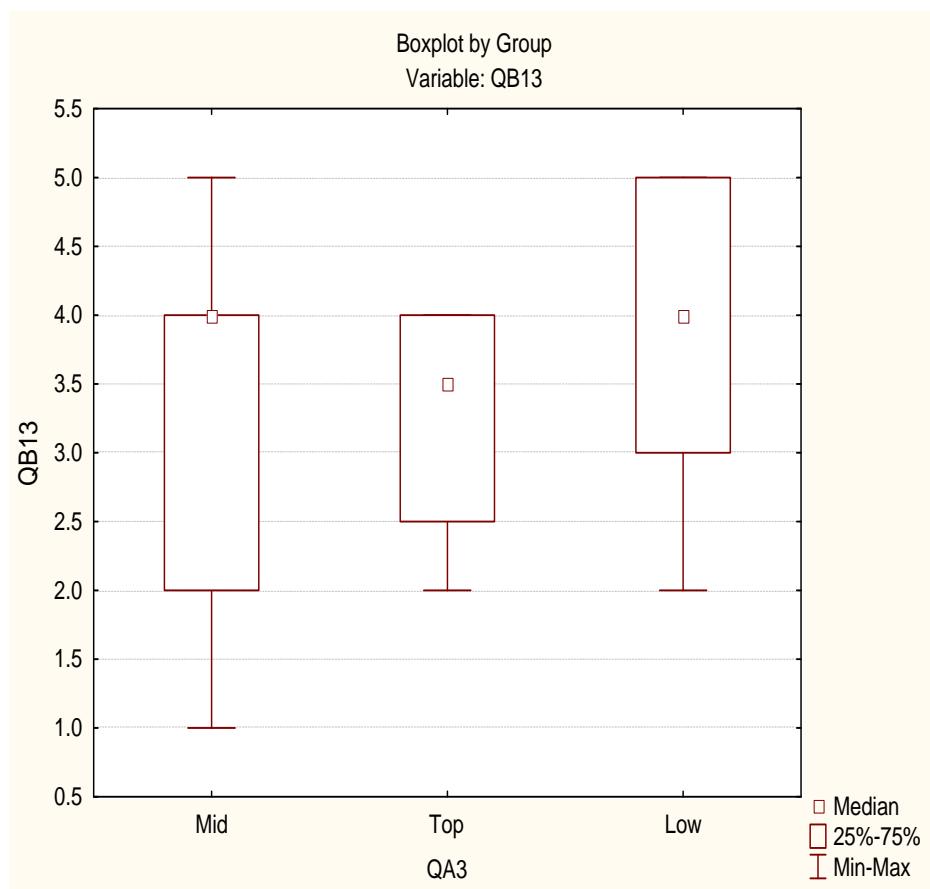
Analysis of how position (QA3) influenced responses to statement 12 (QB12)



Kruskal-Wallis ANOVA by Ranks; QB13 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB13 (Data in Analysis - 25Oct2010.stw)			
Depend.: QB13	Code	Valid N	Sum of Ranks
Mid	101	10	204.0000
Top	102	4	62.0000
Low	103	31	769.0000

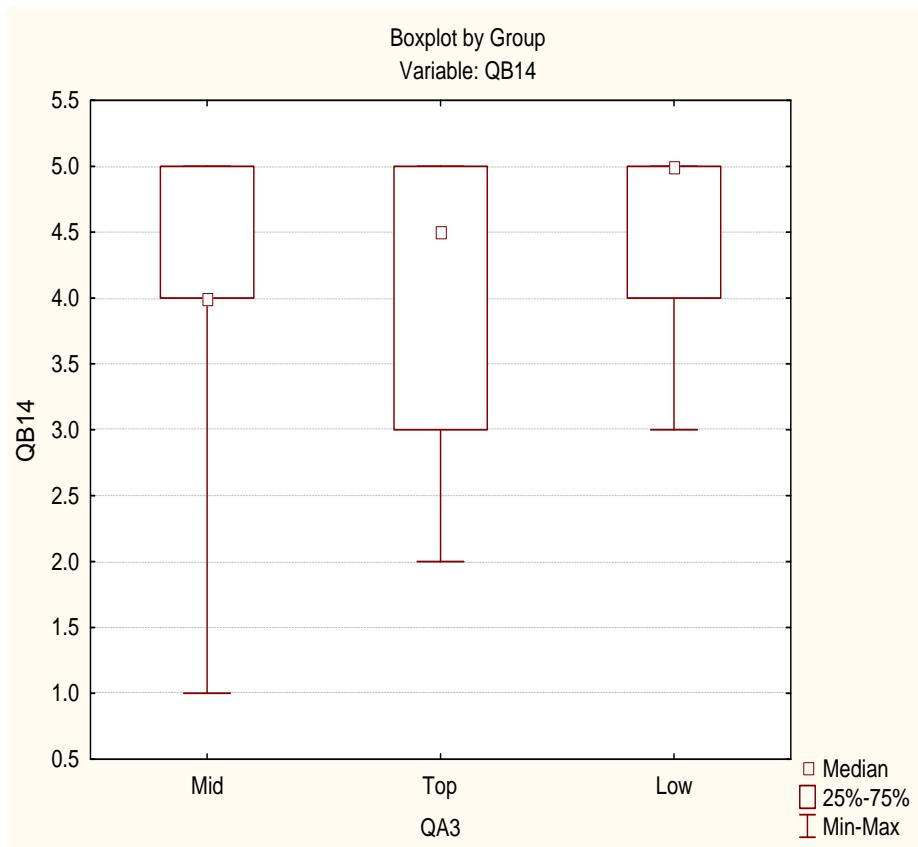
Analysis of how position (QA3) influenced responses to statement 13 (QB13)



Kruskal-Wallis ANOVA by Ranks; QB14 (Data in Analysis - 25Oct2010.stw)

Kruskal-Wallis ANOVA by Ranks; QB14 (Data in Analysis - 25Oct2010.stw)			
Independent (grouping) variable: QA3			
Kruskal-Wallis test: H (2, N= 45) =3.473334 p =.1761			
Depend.: QB14	Code	Valid N	Sum of Ranks
Mid	101	10	172.5000
Top	102	4	84.5000
Low	103	31	778.0000

Analysis of how position (QA3) influenced responses to statement 14 (QB14)



Descriptive statistics dialog

Descriptive Statistics (Data in Analysis - 25Oct2010.stw)

Variable	Descriptive Statistics (Data in Analysis - 25Oct2010.stw)									
	Valid N	Mean	Confidence -95.000%	Confidence 95.000	Median	Minimum	Maximum	Lower Quartile	Upper Quartile	Std.Dev.
QA1	45	40.64444	38.45617	42.83272	40.00000	28.00000	58.00000	35.00000	45.00000	7.283716
QB1	45	4.20000	4.03545	4.36455	4.00000	3.00000	5.00000	4.00000	5.00000	0.547723
QB2	45	3.17778	2.82526	3.53029	3.00000	1.00000	5.00000	2.00000	4.00000	1.173357
QB3	45	2.62222	2.30011	2.94433	2.00000	1.00000	5.00000	2.00000	3.00000	1.072145
QB4	45	3.24444	2.97152	3.51737	3.00000	1.00000	5.00000	3.00000	4.00000	0.908434
QB5	45	3.00000	2.72825	3.27175	3.00000	1.00000	5.00000	2.00000	4.00000	0.904534
QB6	45	3.20000	2.88883	3.51117	3.00000	1.00000	5.00000	2.00000	4.00000	1.035725
QB7	45	2.66667	2.35948	2.97385	3.00000	1.00000	5.00000	2.00000	3.00000	1.022475
QB8	45	2.93333	2.59199	3.27468	3.00000	1.00000	5.00000	2.00000	4.00000	1.136182
QB9	45	2.44444	2.09038	2.79851	2.00000	1.00000	5.00000	2.00000	3.00000	1.178511
QB10	45	3.64444	3.34983	3.93906	4.00000	1.00000	5.00000	3.00000	4.00000	0.980620
QB11	45	3.62222	3.27557	3.96887	4.00000	1.00000	5.00000	3.00000	4.00000	1.153825
QB12	45	3.86667	3.57595	4.15738	4.00000	1.00000	5.00000	4.00000	4.00000	0.967659
QB13	45	3.80000	3.46965	4.13035	4.00000	1.00000	5.00000	3.00000	5.00000	1.099587
QB14	45	4.31111	4.01883	4.60339	5.00000	1.00000	5.00000	4.00000	5.00000	0.972864

Age

Spearman Rank Order Correlations (Data in Analysis - 25Oct2010.stw)

Variable	Spearman Rank Order Correlations (Data in Analysis - 25Oct2010.stw)															
	QA1	QB1	QB2	QB3	QB4	QB5	QB6	QB7	QB8	QB9	QB10	QB11	QB12	QB13	QB14	
QA1	1.00000	-0.003469	-0.090046	-0.062104	-0.156525	-0.011701	-0.070146	-0.067006	0.055822	-0.024454	-0.255381	-0.063296	-0.099422	-0.113074	-0.327247	
QB1	-0.003469	1.00000	0.444598	0.163944	0.047178	0.080789	0.087944	0.072755	0.270992	-0.333553	0.014721	0.066924	-0.139557	-0.032296	0.153933	
QB2	-0.090046	0.444598	1.00000	0.391881	0.291155	0.367015	0.149351	0.537984	0.355744	-0.038504	-0.108278	0.023937	-0.124495	-0.170640	0.204781	
QB3	-0.062104	0.163944	0.391881	1.00000	0.584647	0.567776	0.395320	0.594706	0.495536	-0.056046	-0.270564	0.065715	-0.025764	-0.261724	0.063994	
QB4	-0.156525	0.047178	0.291155	0.584647	1.00000	0.695247	0.488312	0.595198	0.515245	-0.015392	-0.245498	0.050052	0.197439	-0.190786	0.148476	
QB5	-0.011701	0.080789	0.367015	0.567776	0.695247	1.00000	0.497526	0.635899	0.502850	-0.065310	-0.361327	-0.105445	0.008752	-0.153089	0.082299	
QB6	-0.070146	0.087944	0.149351	0.395320	0.488312	0.497526	1.00000	0.170476	0.430879	-0.194377	-0.278318	0.041087	0.013590	0.039875	0.230768	
QB7	-0.067006	0.072755	0.537984	0.594706	0.595198	0.635899	0.170476	1.00000	0.461816	0.015176	-0.279850	-0.099341	0.062900	-0.242916	0.021206	
QB8	0.055822	0.270992	0.355744	0.495536	0.515245	0.502850	0.430879	0.461816	1.00000	-0.111283	-0.250905	-0.061008	0.007546	0.006914	-0.093815	
QB9	-0.024454	-0.333553	-0.038504	-0.056046	-0.015392	-0.065310	-0.194377	0.015176	-0.111283	1.00000	0.095362	0.200930	-0.037553	0.025611	-0.097578	
QB10	-0.255381	0.014721	-0.108278	-0.270564	-0.245498	-0.361327	-0.278318	-0.279850	-0.250905	0.095362	1.00000	0.414783	0.417945	0.626030	0.369438	
QB11	-0.063296	0.066924	0.023937	0.065715	0.050052	-0.105445	0.041087	-0.099341	-0.061008	0.200930	0.414783	1.00000	0.243579	0.274005	0.177925	
QB12	-0.099422	-0.139557	-0.124495	-0.025764	0.197439	0.008752	0.013590	0.062900	0.007546	-0.037553	0.417945	0.243579	1.00000	0.530483	0.389275	
QB13	-0.113074	-0.032296	-0.170640	-0.261724	-0.190786	-0.153089	0.039875	-0.242916	0.006914	0.025611	0.626030	0.274005	0.530483	1.00000	0.338212	
QB14	-0.327247	0.153933	0.204781	0.063994	0.148476	0.082299	0.230768	0.021206	-0.093815	-0.097578	0.369438	0.177925	0.389275	0.338212	1.000000	

Experience

Spearman Rank Order Correlations (Data in Analysis - 25Oct2010.stw)

Variable	Spearman R
	MD pairwise
	Marked corr
QA4	QA4
QA4	1.000000
QB1	-0.077144
QB2	-0.115441
QB3	-0.091435
QB4	-0.103660
QB5	-0.046319
QB6	0.316245
QB7	-0.055834
QB8	-0.054559
QB9	0.022778
QB10	-0.024776
QB11	0.087881
QB12	0.059167
QB13	0.249808
QB14	0.038698