

**GRADUATE SCHOOL OF BUSINESS & GOVERNMENT  
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**Masters of Business Administration**

**Research Dissertation**

An investigation of attitudes and challenges faced by teachers in the  
implementation of Performance Management System in secondary  
schools in Botswana

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Great thanks go to my family especially my wife, Rowsai who stood by me, encouraged and provided moral support when I could not be with her all the times in carrying this study.

Finally, special thanks go to Linda Nondaba, for her tolerance and sharing of her facilities with me in the typing and printing of this work.



## **Declaration**

I, **Reethabanye Bicky Mosarwe**, do here by declare that this dissertation is the result of my own investigation and research, except to the extent indicated in the acknowledgements and references and by comments included in the body of the report, and that it has not been submitted in part or full for any other degree to any other University.

**Student Signature :** B.R. Mosarwe

**Date:** 29<sup>th</sup> October 2009

## Summary

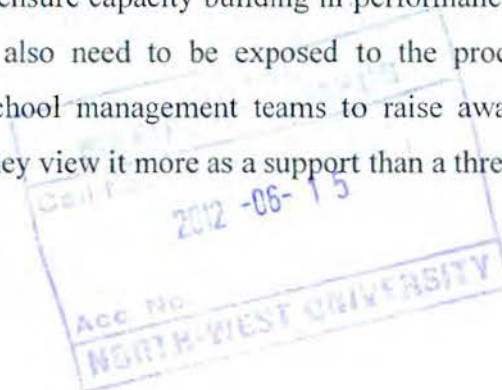
This study seeks to investigate the attitudes and challenges faced by teachers in the implementation of Performance Management system in Secondary Schools in the South Central Region of Botswana. The study was carried out in schools in and around Gaborone. The research population comprises of thirty five respondents ranging from members of school management to assistant teachers. All categories are represented due to the researcher's belief that they all have a role to play in the process of teacher appraisal. The study's objectives and assumptions are:

- To analyse the current appraisal system in Junior Secondary Schools.
- Investigating teacher's understanding of PMS.
- Assess the impact of PMS process on teacher's delivery.

The study utilized quantitative data collection method. Simple random sampling was used to choose the seven targeted schools.

The findings of the study reveal that although performance management system will help improve teacher's performance, the implementation was not properly done citing reasons such poor training of implementers and poor planning of implementation. The study further reveals that the current scheme also serves as a basis for developing employees knowledge skills if implemented well amongst others.

Some of the recommendations made in the study include the need for government to embark on an extensive training to ensure capacity building in performance management system. The policy implementers also need to be exposed to the process of policy development. There is need for school management teams to raise awareness on the teachers about the of PMS so that they view it more as a support than a threat.



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## CHAPTER 1

### 1.0 Introduction and Background to the Study

The government of Botswana has achieved a lot over the years. Since Botswana attained independence in 1966, National Development Plans, which covered periods of five years each, have been drawn up as instruments to be followed in the orderly and prioritised delivery of services to the nation. Packages of Projects that each ministry had indicated they could implement within the five year period were listed and funding sought for their execution within the plan period. Adequate manpower resources were at the same time provided to enable the projects to be implemented. The public service has been a key mechanism in implementation of these projects. To this end, government has sought to reform the public service to enable it to deliver services efficiently.

In his foreword on the PMS Philosophy Document prepared by the Directorate of Public Service Management (DPSM) (2002:1) Selepeng, the former Permanent Secretary to the President, outlines the issue of reforms since independence when he says that :

*'It outlines the reality with respect to public service performance management since independence, a period over which a number of performance initiatives were implemented, some of which achieved their intended objectives'.*

Performance Management was introduced to help deal with implementation bottlenecks, which has for sometime been a concern for government. Supervisors needed something that would help them and subordinates to focus on objectives, monitoring, and evaluation of performance.

However, execution of these projects is problematic. The reasons for these are many and varied, but the crucial one had been weak planning at ministry or department level and implementation capacity. There were no detailed operational plans in place to guide ministries in their effective delivery of projects. This, more often than not, resulted in major problems resulting in poor delivery of services. Realising these problems, the government initiated a number of reforms aimed at raising performance delivery, for example the establishment of the Botswana National Productivity Centre

(BNPC), Work Improvement Teams (WITS), parallel progression and Job Evaluation. Despite these initiatives, no significant improvement was realized.

More recently the government of Botswana introduced Performance Management System (PMS) as a strategy in public service (Marobela, 2008:429). Three other reforms interrelated to PMS are decentralisation, human resource development and computerisation of personnel management systems. Performance based reward system (PBRS), is a new system which has already been implemented in all government schools. Teachers, just like other government employees, are expected to use PMS as a tool to aid delivery of the learning process and enhance their professional aspirations.

It is from this backdrop that the Ministry of Education adopted PMS, a policy that is used in schools. PMS recognizes teacher's rights to continuing professional development and provides a much more transparent basis for pay progression as a way of motivating and raising performance (National Development Plan 9, 2003:366). The main objectives of PMS are to improve individual and organisational performance in a systematic and sustainable way; to provide a ministerial planning and change management framework that is linked to the Government planning and budgeting processes; and to enable Government to improve performance and enhance its capacity to provide efficient service delivery to Botswana. This rationale is supported by Linge and Schiemann, 1996; Lawson et al. 2003; de Waal and Covert, 2007 who agreed that the use of PMS improves the performance and overall quality of the organisation.

In this respect, the Botswana Ministry of Education has developed a strategic plan that guides the implementation of various programmes and activities in order to improve productivity and service delivery. (NDP 9, 2003:281). To effectively manage its plans, the ministry of education measures performance of teachers and reviews their progress quarterly.

However, the present regulations prescribing how schools must undertake appraisal are widely ignored. According to Marobela (2008:430) the main reason for this was

the controversy of previous reform programs which led to disquiet and ultimately strikes by teachers querying for example implementation of job evaluation exercise. The need to ensure successful implementation of performance management system in education is made more pronounced by the fact that Botswana has joined the globalization of the world economy and has to raise the educational standard to acceptable level. The added challenge of the difficulty in appraisal and reward for performance gave the impression the whole process was driven by favoritism and discrimination.

### **1.2 Statement of the problem**

Realizing that the old system of appraising teachers was not effective, the government came up with this new system of assessment to improve performance in schools and to enhance professional development and provide transparency on pay progression.

With high number cases of unfairness and poor morale amongst teachers, the new regulations and guidance on performance management system aimed to deal with all these issues by promoting a transparent assessment system.

Under the new system, when a teacher is eligible for progression, the goals are jointly set and agreed between the teacher and the head of department. This forms the basis for future evaluation of performance and reward based system.



### **1.3 Research Questions**

Research questions address the main problem consisting of sub-problems which can be investigated and their solutions can contribute to the solution of the main problem. Johnson and Christen (2000:77) sees research questions as an area where a researcher seeks to find an answer. They go on to elaborate that it is an extension of the statement of the purpose of the study that specifies exactly the questions that the researcher would attempt to answer. Research questions therefore aims to guide the study.

The study aims at answering the following research question: What are the challenges faced by teachers in the implementation of performance management system in Schools in the South Central region of Botswana. It will be guided by the following research questions:

1. What are the strengths and weaknesses of the system?
2. What are the procedures and how effective is the current System?

### **1.3.1 Hypotheses:**

- Proper implementation of performance appraisal system will motivate employees to work hard for better results.
- Identification of job criteria prior to the implementation of performance appraisal system will encourage employees to consider the job standards of particular jobs.
- Prior training of implementers of performance appraisal system will motivate the employees to contribute positively towards the school/organization.
- Detailed knowledge, skills, attitudes and values of the appraisal methods prior to the appraisal interview will encourage employees to perform their duties well.
- A fair reward system will go a long way in terms of motivating teachers and inducing productivity.
- PMS does not improve teacher's morale and motivation.
- PMS is not an open, transparent and fair appraisal system.

### **1.4 Objectives of the study**

The objectives of the study are:

1. To investigate the attitude of teachers towards the implementation of performance management system (PMS) in secondary schools.
2. To investigate teachers' understanding of the PMS process.
3. To assess the impact of the PMS process on teacher's delivery.
4. To determine advantages and disadvantages of the PMS process in the teaching profession in Botswana.

### **1.5. Assumptions of the Study**

For this study, the following assumptions were made:

1. Teachers would fully participate and give honest opinions that would inform the study.
2. The study would enhance the production of a better appraisal system.

## **1.6. Scope of the Study**

The Study was conducted in Gaborone which falls under the South Central Region of Botswana. For the purpose of this study, seven (7) schools were selected as a sample.

## **1.7 Importance of the Study**

The study will contribute significantly to the current knowledge about how teachers perceive PMS. It will therefore help the Ministry of Education to understand the problems and challenges faced by teachers in implementing PMS.

Accordingly, it is expected that the recommendations will help the ministry to take requisite steps.

## **1.8 Definition of Key Concepts**

### **1.8.1 Attitude**

It is a way of thinking or behaving towards something. In this study, the intention is to understand and know how teachers think about performance management system.

### **1.8.2 Performance management System**

A handout on performance Management system in the public service (no date, page 6) defines Performance Management System as, *an instrument of change*.

Performance Management on the other hand is referred to as the *means by which companies measure performance, develop employees and align their workforce around corporate goals*. Accessed on the 3<sup>rd</sup> of November 2009 from:  
(<http://blogspot.com/2006/08/Performance-management.html>)

### **1.8.3 Implementation**

Implementation involves the assignment and direction of personnel to carry out the plan (Donnelly, Gibson and Ivancevich 2004: 141).

### **1.8.4 Abbreviations**

BNPC –Botswana National Productivity Center

BSC- Balanced Score Card

O & M –Organization and Methods

WITS – Work Improvement Teams

PMS –Performance Management System

### **1.9 Structure of the Study**

The study consists of five chapters as follows:

Chapter one introduces the study, outlining the objectives and assumptions of the study, the questions which the study endeavors to answer and the background of the study. Furthermore, it presents the significance of the study as well as a brief summary of what is covered.

Chapter Two consists of literature review where models, concepts, approaches of other authors are contrasted and critiqued to provide the basis of the study. Chapter Three provides the methodology that was adopted in carrying the study. Justifications of the Methodology are also provided. The chapter also describes the targeted population explaining the sampling method adopted. Data collection is also presented in the chapter. Chapter four provide the statement of findings .Finally, Chapter five discusses the findings.

### **1.10. Summary**

This chapter has outlined the background of the study stating the objectives of the study and how it would be conducted. The next chapter on literature review articulates the literature postulated by varied authors regarding the concept of performance management and appraisal.

## CHAPTER 2

### THE NATURE AND SCOPE OF PERFORMANCE MANAGEMENT APPRAISAL SYSTEM.

#### 2.0 INTRODUCTION

The intention of this chapter is to give a brief review of literature on the nature and scope of performance management system and its development, appraisal and implementation as applied in the teaching profession. The literature that looks into Secondary education and training was investigated. McMillan & Schumacher (2006:75) posit that:

*A Literature review, if conducted carefully and presented well, will add much to an understanding of the research problem and help place the results of a study in a historical perspective. Without conducting a review of literature, it is difficult to build a body of scientific knowledge about educational phenomena.*

The literature was treated as follows:

1. Conceptualisation of PMS in foreign countries
2. The context of Botswana
3. The current studies on PMS.

It seems like PMS reforms measure have become a buzzword globally. This is the case within Government ministries departments especially in the teaching profession in Botswana. Teachers are raising issues both as individuals and through their associations pertaining to PMS. One of the reasons advanced is that unlike in the rest of the public service, PMS could not be applied in the same way because teaching and learning are processes that take place even outside normal working hours. Those who find problems with PMS seem to believe that teaching and learning are continuous processes whose ultimate goal cannot be assessed in the same way as is the practise in the public sector. The success in teaching and learning seems to depend on the initiatives of teachers who keep on changing their teaching strategies to make their job successful. What this means is that it does not start and end at the point of classroom. It occurs in an open, flexible environment. The fact that teaching goes



beyond normal classroom work which is a common claim, makes it further appear that those who are against the system believe it cannot conveniently be applied to teaching in terms of their work assessment. For teaching and learning to be successful, this situation should be recognised.

## **2.1 Conceptualisation of Performance Management System**

### **2.1.1 The need to increase productivity among teachers**

The intention of this section is to establish how PMS is conceptualised in Botswana and elsewhere. The concerns with the reforms seem to have resulted from the need to increase productivity and accountability in the work place. Reeves, Dyer and Mullins (2006:10) advance the following reasons:

*The Professions have always had a concern with performance and the maintenance of standards by practitioners even if this was largely motivated by a desire to ensure that only members of professional bodies were seen as competent and employable.*

As Reeves et al (2006), indicate, performance measures came as an afterthought as employers seemed to take for granted that once employed, one would then perform to the best of one's potential. The thinking pattern of the employers seemed to be backed by the professional qualifications that one possessed. It was against this view that Reeves et al (2006), quoted Eraut (2004) who argued that,

*Initially, competence to practice was defined in intellectual terms and established by the use of qualifying examinations.*

The argument by Eraut as quoted by Reeves et al., indicates clearly that there are some employers who seem to disregard experience as being helpful in the work place. They seem to concentrate on one's qualification even if that qualification is not backed by experience. However in teaching, training is imperative. Even if it is the first time that one is employed, he or she will take advantage of frequent internships that he or she went through before joining the teaching service.

Jones (2001:3) has this to say about performance management in teaching:

*To be effective, performance management should be set in the context of other complementary management processes that exist within the school, ie, integrated into the way the school is managed and linked with other key processes.*

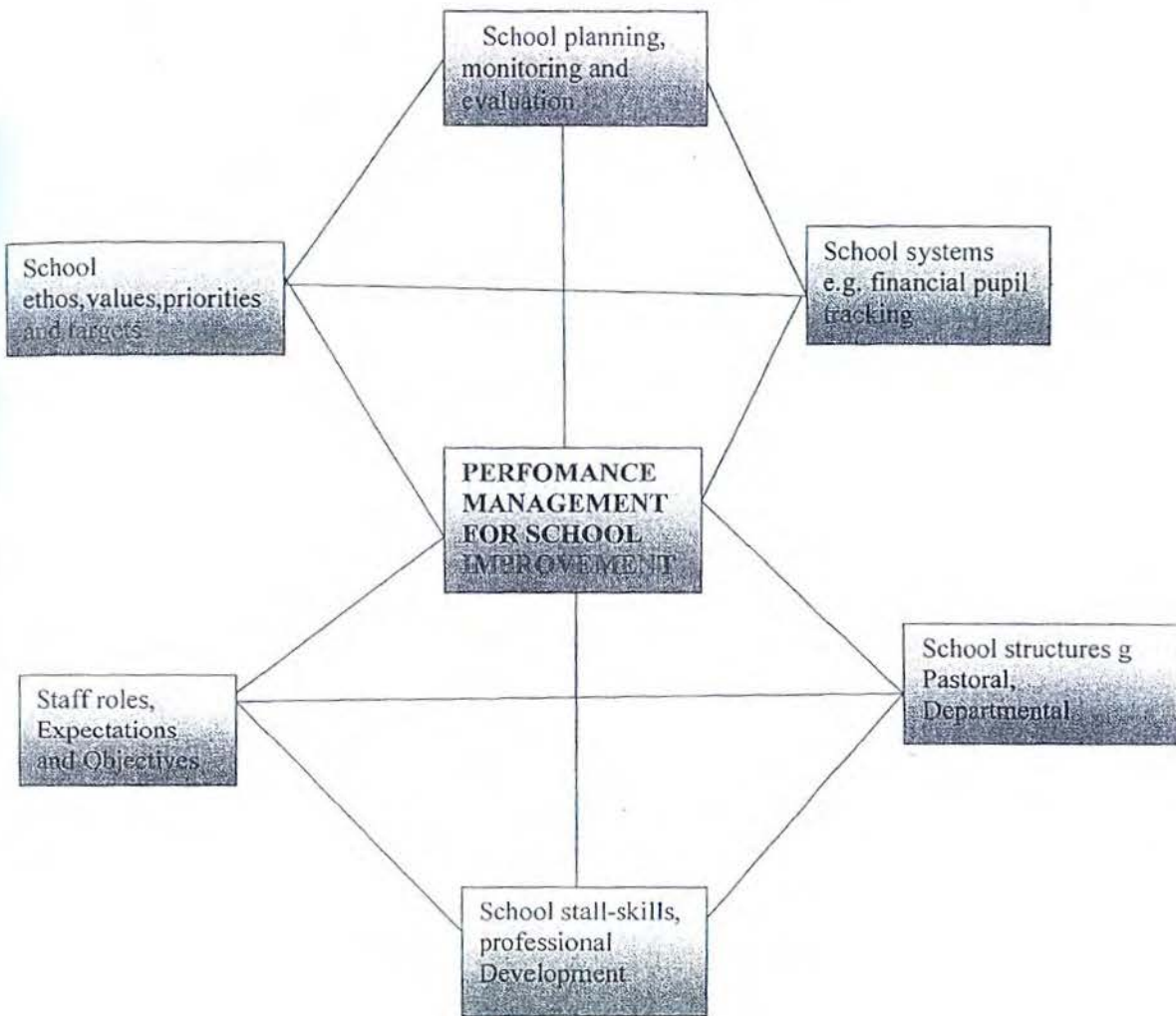
As Jones vividly demonstrates, performance management cannot on its own serve to provide solutions for the whole system of governance. It has to be amalgamated with other systems and sub-systems which have been used prior to the introduction of the performance management system. There are some of its concepts, which can be beneficial to the system. This would be a question of development, upgrading or even abolishing what has been in place already. Examples would be aspects such as good morals and values. Teachers may not attend lessons regularly or even mark and attend submit student's work on time. Such aspects are not normally included as objectives by the employees. It becomes tricky where it is stated that performance of the employees should only be rated on objectives that were set by the employee, nothing else. But this is misleading because an officer who is guilty of the above shortcomings may have achieved all the objectives that he set at the beginning of the year. According to PMS, a supervisor should rate a subordinate on what is on the agreed plan so such an officer would expect to be rated according to what appears on the performance plan.

However, the problem is there are between intervening variables that may be outside the control of the teacher. For example, lack of facilities and poor equipment.

### **2.1.2 PMS with other key processes**

Jones (2001:3) indicates that PMS cannot be applied in isolation. For it to be successful, it has to be complimented with other reform initiatives. In this way, the following models shows clearly the way in which PMS is understood from different perspectives.

Figure 1: Integration of Performance Management with other key processes



Source: Jones, J (2001:3) – Guide to Effective Coaching

According to Jones, little sense is made for performance management to proceed without close reference to the school' development plan. As figure 1 above shows, for instance, the role of staff members must be clearly defined. The developmental processes of the school should be made possible by all means. Jones posits that it is crucial fully take account the ethos, values, priorities and targets including time

frames of the school. Above all, the school planning, monitoring and evaluation should all be at the apex of the school's development priorities.

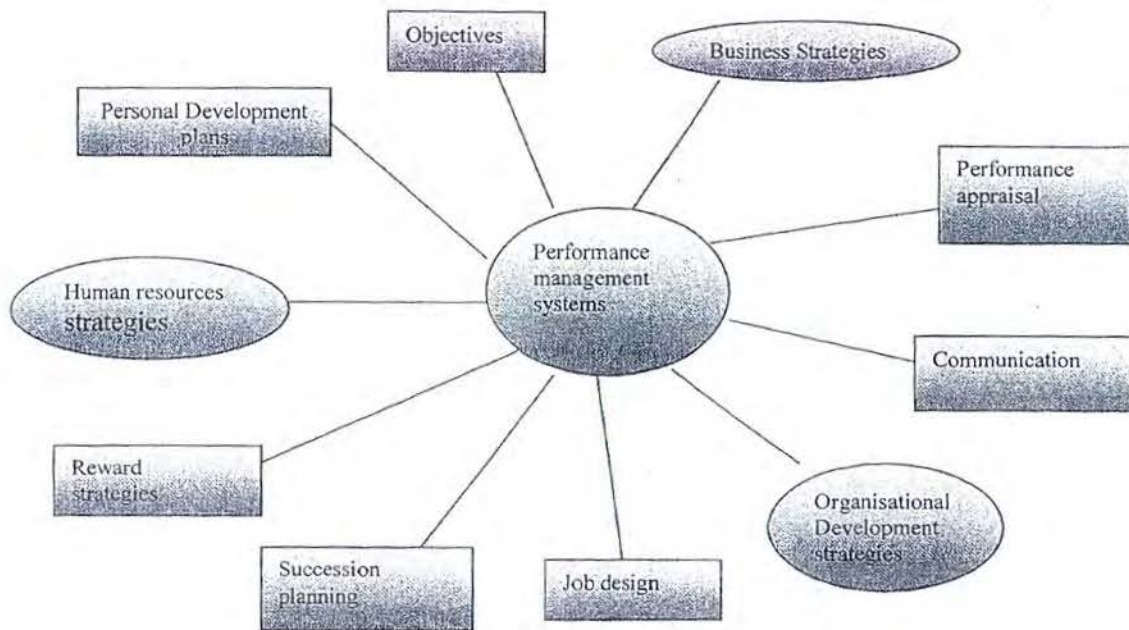
Though PMS is widely praised by government as central to improving productivity, it remains a complex concept to public service workers (teachers). The problem of understanding of how it really works is compounded by the introduction of its complimentary reforms like Performance Based Reward System (PBRS) and Balanced Score Card (BSC).

A Balanced Score Card as defined by Norton (1990) is a management system that enables organisations to clarify their vision and strategy and then translate them into action. Its popularity stems from the fact that it is the only performance management system that achieves the goal of translating overall business objectives into measurable individual performance targets at all levels of the business. It transforms strategic planning into the nerve centre of a business. The financial perspective of the BSC should be fully supported so that there are adequate financial resources to enable schools to mount workshops regularly on the reforms. The 'balance' in the BSC would ensure that planning is done strategically so that the strategic plans of the schools are sustainable. On the other hand, PBRS is a system through which an organisation sets performance objectives of an employee, assesses deliverables and award the appropriate reward as per the performance level attained by the employee. It is good for teachers because rewards will reflect performance results and both work and training decisions are set with supervisor.

Since PMS allows individual teachers to come up with their Performance Development Plan (PDP's), they will be able to align their objectives with Ministry's strategic plans. Finally, the significance of planning, monitoring and evaluation processes will revolve around the strategies of the schools.

Edis (1995:22) presents a similar view regarding the way in which performance management should be implemented in organizations such as schools. The only deviation that he shows is the fact that performance management system cannot be applied or implemented in isolation from other systems, which he refers to as corporate strategies (see figure 2 on page 12).

Figure 2: Performance Management Systems and other corporate Strategies



Source : Edis, M (1995:22) – Successful Performance Management

Edis seems to recognise the part that performance management can play in improving individual performance in organisations. This is seen as seen part of the strategy to get added value from the staff resource, which has obvious links with other corporate strategies. These strategies among others include reward, human resource, performance appraisal, organisational development, communication, job design and so on. It is indicated that PMS must be clear to all those who have a stake in it such as the teachers. As indicated in Figures 2 and 3, some of these strategies are taken from the corporate world, however, the challenge is can they easily be applied to non-business sector like teaching, which has no profit motive?

In my opinion they must be used with caution because the objectives of government are different from those of businesses. It is likely that if used without considering differences in objectives and values, they may impact negatively on the self- esteem of individual employees. They may lose the initiative that they used to have because they would always expect reward before they could embark on anything. The aim of

the reward system must be to solve organisation problems that could impede process in respect to productivity. That is why Roth, Ryder & Voehl (1996:4) argue for what they call *the right reward system*. They are adamant that it must be reshaped since it is the cornerstone of all organisational operations. They further argue that:

*...it determines the culture of the organisation and frequently its structure and processes. It affects such things as the way employees on all levels interact with each other and with employees on other levels, the size, the size of departments, the willingness of employees to take risks, and the way information is guarded or shaped.*

Roth et al (2003), express fears that if not effectively implemented, performance management system is likely to pit managers against each other and it will continue to create an adversarial relationship between management and the employees. If this happens, the shift towards the cooperative atmosphere, which is necessary for more effective problem solving, will not occur. The resultant factor will be continuous sub-optimisation by each group in favour of its own self-interest, to the detriment of the system as a whole. Furthermore, instead of working together towards achievement of a common goal, teachers are more likely to compete against each

According to Roth et al (2003), a common occurrence usually happens where employees' interest is about themselves. It would not matter much even if they are inducted into the norm of their organisation. They will also think of their own interest before they think of realising the needs of their organisation as first priority. That is, they will as their major priority, shape their job in the way that will best satisfy their own felt needs and desires. In the end, this will affect the quality of teaching hence making innocent students suffer.

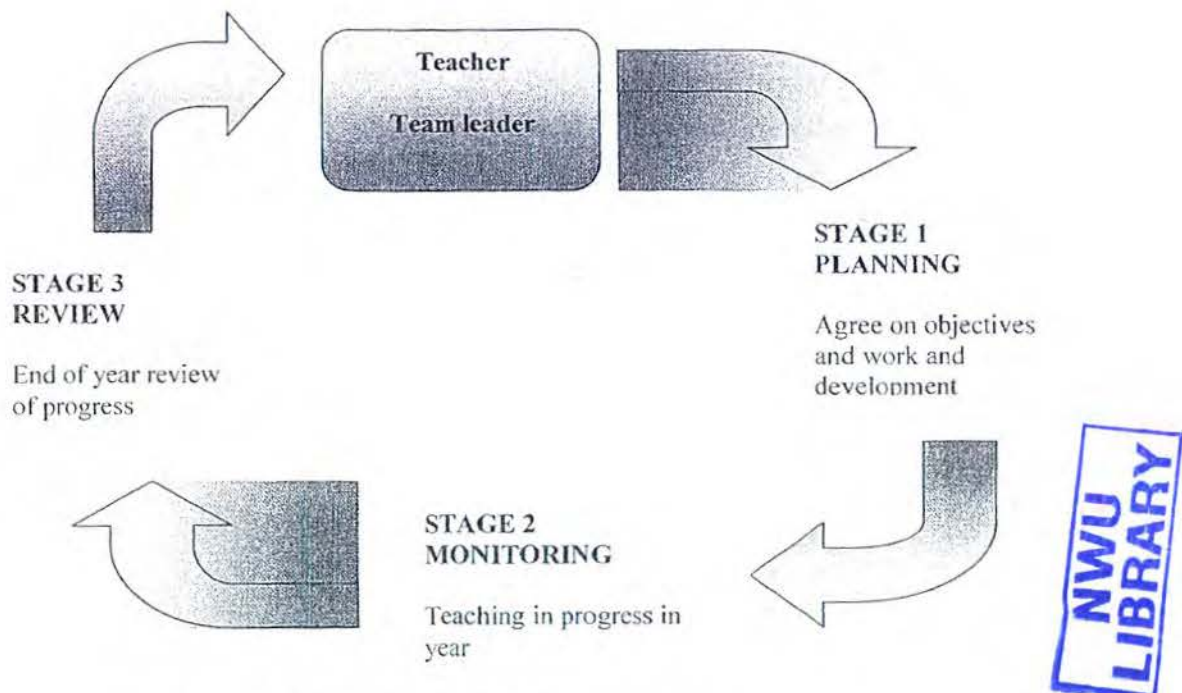
### **2.1.3 Stages of performance management planning**

Performance Planning is the usual starting point for an employee and manager to begin the performance management process. Its purpose is to reach a common understanding about the objectives, goals and standards of performance.

Jones (2001:7) views Planning, monitoring and evaluation as performance management cycle. These according to him are the stages of performance management cycle. This cyclical process is as follows:

The first is **planning** in which the team leader or supervisor discusses and records priorities and objectives with each lecturer in their team. They will then discuss how to monitor progress. In stage two which is **monitoring**, the supervisor and the teacher keep progress under review throughout the performance management cycle. The last stage which is **evaluation** is about review of achievement over the year and evaluation of the teacher's overall performance, taking account of progress against objectives. This is actually a joint effort by the supervisor and the teacher. Figure 3 below takes account of all these stages:

**Figure 3: The stages of Performance Management Cycle**



Source: Jones, J (2001:7) – Guide to Effective Coaching

It is important to base performance management on the three stages shown above, to give meaning to the whole process in which teachers have to be rated at the end of the plan period.



However, some writers contend that PMS cannot function well without sound leadership by management of institutions, especially schools need for leadership and development in organisations. This is more important for PMS since the whole process is leader driven. The question that begs an answer is, are school heads adequately trained, prepared and motivated for this challenge? In his contribution in relation to this notion, Brundrett et al.,(2003:12), describe leadership of schools as follows:

1. *A strategic capacity based on holistic conceptualisation of organisational change and innovation towards a vision of the learning-centre school;*
2. *Good orientation in regard to student learning outcome;*
3. *A focus on learning and teaching;*
4. *Practice based on research evidence of what 'what works and informed practice' in respect of teaching and learning school effectiveness and school improvement;*
5. *Commitment to embedding computer technology;*
6. *Building of supportive organisational structures that promote effective teaching and learning and decision-making;*
7. *Creation of an organisational culture that values learning for all and a positive, collaborative climate of human relations;*
8. *Allocation of human, financial and physical resources that support learning for all, coupled with a performance monitoring and reviewing process that provides feedback and positive reinforcement;*
9. *Ability to mould multicultural schools into harmonious communities, which benefit and learn from diversity.*

As Brundrett et al.,(2003:12) indicate in point number one above, a strategic plan should be based on the understanding of the whole organisation. The changes or even innovations should revolve around the vision of the organisation. Whatever changes are envisaged should be inclusive of all stakeholders. The plans, which are developed, should all be aligned to the organisational strategic plan.



One would adamantly advance reasons that the strategic plan should be in line with the vision, mission and all the general philosophies of the organisation

The strategic planning should always be seen as a process. In so far as strategic leadership is concerned, a clear vision, mission and all the guiding principles need an environment, which has been well accessed so that all the necessary variables are taken into account (see Figure 4 on page 17 for more details). The development of the strategic plan will then follow which will accelerate action plans to be undertaken.

#### **2.1.4 Strategic planning in PMS**

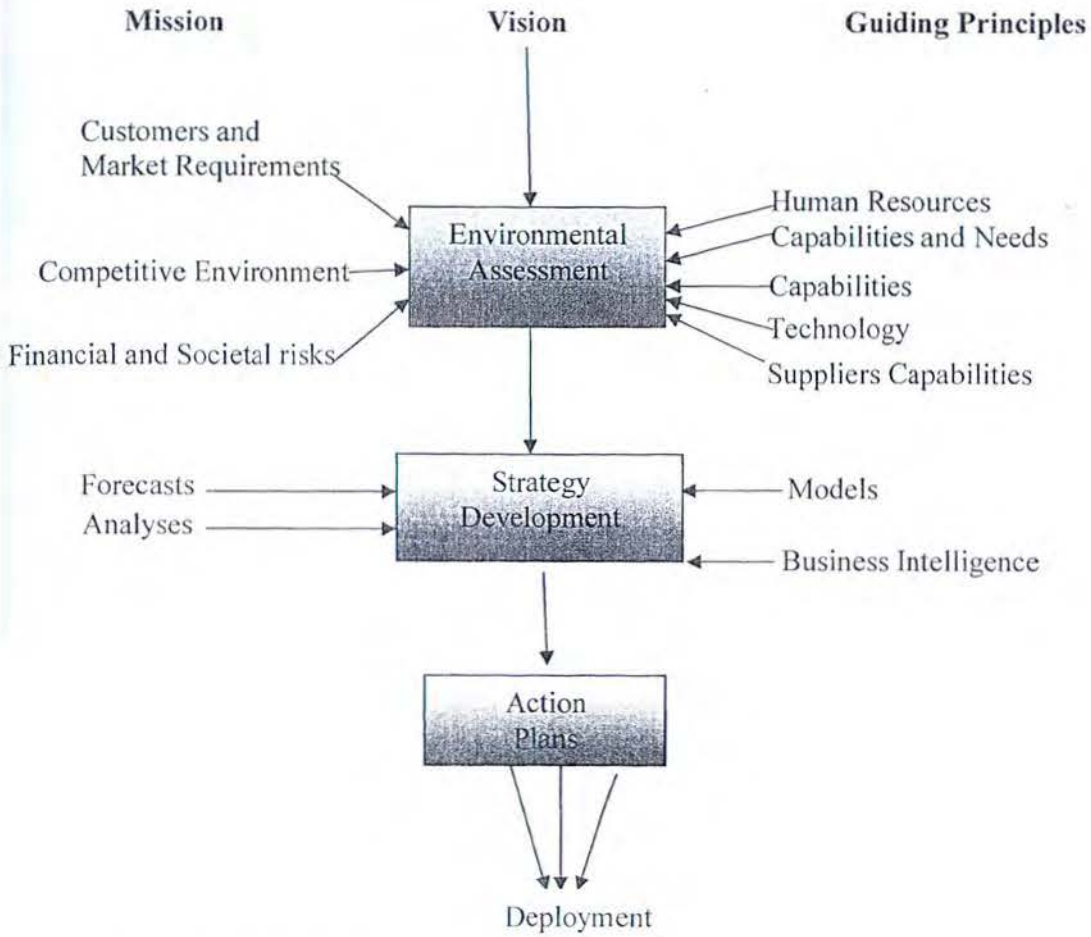
PMS as a major reform in the public service needs to be planned in a strategic in a strategic way. That is why Robinson & Robinson (1995:297) suggest the following steps among others, which will result in a strong plan:

- Identify the current and future desired state for the situation
- From the framework for the function's purpose
  - Mission statement
  - Vision statement
  - Guiding principles for the function
  - Client and customers for the function(see Figure 4 also)
- Form an implementation plan with itself

One of the key principles of PMS is a requirement that ministries and departments should develop vision and mission statements as stated in PMS Philosophy document (2004:1) that:

*Essentially, the PMS involves coming up with a vision, a mission and value statements that will guide the whole public service.*

**Figure 4: Strategic Planning Process**



**Source:** Evans,R.and Dean,Jr,J (2000:331) – Total Quality

The model above clearly illustrates the importance of planning in order to yield tangible results. It is imperative for supervisors and subordinates to have quarterly meetings to discuss progress and eventually use the results of these evaluations justifiably as a basis for rewards and for setting future objectives. The vision provides the organisation with what it aspires to be in future, while the mission statement defines what the organisation exists for. The guiding principles relate to what the employees must adhere to as they go about delivering their strategic plan.

In discussing performance management it may be appropriate to link it with leadership because PMS is a system that is leadership driven. For PMS to be effective, there has to be strong knowledgeable leadership that is proactive at all times. It may also be appropriate when implementing PMS to have leadership that is capable of incorporating all the above ten (10) attributes (cf.p20). If any of them is lacking in school leadership, performance management in schools would be seriously hampered.

In case of Botswana, PMS became a very serious problem because of the way line managers appraised subordinates. It was not well organised, evenly controlled and financed, and during its implementation, there was little or no support materials to cater for the entire process. The appraisers did not get sufficient and clear opportunities to respond to negative comments.

Brundrett et al.,(2003:12) look at leader's qualities as values, knowledge, skills and adaptability resulting from professional knowledge. For instance, skills for manipulative and leadership purposes. All these four, according to him need to be meaningful and professionally relevant. He believes that essentials to leaders are the development of a set of educational values on which to base leadership for school improvement. These values serve as fundamental principles on which to develop and design their schools and to provide consistency across all aspects of their leadership. For that reason, Brundrett identifies eight pivotal values as, service-orientation, empowerment, equity and fairness and whole-person development.

As Brundrett et al., have observed, high performing schools should have leaders of high calibre with notable qualities as mentioned above. He contends that leaders without qualities of values, knowledge, skills and abilities as explained above, would find it very difficult to operate schools that produce good results. The whole purpose of PMS is about producing intended and desired results emanating from continuous monitoring.

In 1993, the Commonwealth Secretariat carried out a study about values and pointed out that:

*Values and guidelines for behaviour, and they govern each person's actions and Attitudes. Values are learnt through experience, education and observation. It is necessary for the head to consciously and deliberately plan school programme that promote the values a society approves and wishes to uphold.*

The explanation that is given forms part and of PMS philosophy. The values can be described as things such as acceptable behaviour, reliability, honesty, efficiency, punctuality, diligence, politeness, self-discipline, impartiality, and respect for legitimate authority just among other things. These are the values as conceptualised by the Commonwealth Secretariat. But it is doubtful if these will apply in every situation since different organisational values are influenced by varied cultures.

It is the achievement of high levels of both, and balance between the two, that distinguishes effective leaders. Furthermore, professional attributes are deemed as useful for PMS. In the context of school based management and school improvement, certain attributes in particular, seem to assume prime importance. The Commonwealth Secretariat (1993:4) suggests a panel that has specific qualities to be established so that it runs schools. The following attributes are recommended by panel:

#### **2.1.5 Adaptability**

- Courage of conviction with regard to their values, principles and actions and resilience in times of adversary and opposition.
- Self confidence in their abilities and actions, while maintaining modesty in their interactions and dealings with others in and outside their school community.
- Tough mindedness in regard to the best interest of staff and students while showing benevolence and respect in all their interactions.
- Collaboration as team members coupled with individual resourcefulness and decisiveness.
- Integrity in their dealings with others combined with political astuteness (The Commonwealth Secretariat, 1993:4).

### **2.1.6 Professional Knowledge**

Leadership for school improvement and student achievement depends on a clearly conceptualised and shared body of knowledge, which together with a set of educational values, helps to guide and inform professional practice. This body of knowledge relates to the roles identified earlier on, expressed in a different way to each of the following professional attributes (The Commonwealth Secretariat, 1993:4):

- i. strategic direction and policy environment
- ii. teaching, learning and curriculum
- iii. leader and teacher growth and development
- iv. staff and resource management
- v. quality assurance and accountability
- vi. external communication and connection

The challenge is to ensure that leaders possess a balanced and comprehensive practical knowledge across the six domains of knowledge; leaders possess strengths and weaknesses in some only, according to their preferred areas of focus. There may be a substantial lack of knowledge in other domains, with an over reliance on experience and intuition.

### **2.1.7 Leadership Skills**

For leadership to be effective, it needs to be coupled with suitable skills. This knowledge is grounded on educational values and professional knowledge. The skills of leadership for school and student improvement are exercised in relation to the leader's managerial functions as identified earlier. According to Mello (2002:60), it is essential for the leadership to possess both personal and communicative skills.

Personal skills relate to how leaders manage their own behaviours and thoughts in their professional lives while on the other hand Communicative skills refers to how leaders relate at an interpersonal level with colleagues and other members of the community and how they mobilise and other school community members towards achievement of a common goal. The abilities and qualities that have already been

alluded to were adapted and adopted to be used for application purposes in Botswana. In terms of Botswana context, this means that school heads must be well trained since PMS practices; PBRS and BSC are fully leader driven. The leadership in other words, must be able to provide sound direction and guidance to the subordinates on the proper operations of the reform matters. The leader in terms of his or her knowledge needs to be regarded as a reference point by those who are led. This is not to say that the leaders are all knowing. On the contrary they do make mistakes and sometimes they learn from subordinates through listening and getting feedback.

#### **2.1.8 Training and Localisation**

Botswana has a long standing policy on training and localisation. However, despite government's attempts to train locals, a significant number of posts are still held by expatriates, this applies to the teaching sector.

In what is viewed as taking corrective steps to localisation, the new government of Ian Khama has started the graduate internship for government departments. Another new initiative is the introduction of Human Resource Development Strategy whose mandate is to raise the levels of people to meet the needs of the economy and fulfil their own potential and even assist them to meaningfully engage with and contribute to the broader expectations and demands of the society.

#### **2.1.9 Financial and manpower Ceiling**

This was introduced in the late 1970s, the purpose of which was to take care of unaccounted for posts, which could result in ghost posts and their substantive employee holders of such positions. Also, this cause project implementation delay.

#### 2.1.10 Job Evaluation Exercise

This reform was to ensure that the remuneration was commensurate with job responsibility. But as stated earlier, this was unpopular because many civil servants did not feel adequately remunerated.

#### 2.1.11 Organisation and Methods (O & M) Review

This is meant to facilitate the establishment of clear goals and objectives by ministries and department. Where possible, the exercise was used to restructure Government departments and ministries for purposes of easy administration.

The WITs concept was copied from Singapore and was used as a problem-solving tool employed by ministries to deal with various problems experienced in the department and ministries and make worthwhile recommendations. Although some of the reforms mentioned above were phased out, WITs is currently being revived. In view of the fact that the earlier reforms were failing to bear fruits mainly due to poor implementation, the Government introduced PMS to manage performance in the public service, as it would be shown below.

The PMS Philosophy Document paper advanced reasons why execution and implementation of PMS appears to be generally weak over the years in which it was introduced. The main reasons attributed to its failure include the following:

- i. Weak planning at ministerial or departmental level
- ii. Lack of detailed operational plans in place to guide ministries in the effective delivery of the envisaged projects.

According to the Directorate of Public Service Management (DPSM, 2002:2) PMS was introduced into the public service system because of the following reasons;

*Execution of all the individual projects for the purpose of delivering services to the nation, however, did not have firm commencement and completion dates. With no target dates set for the commencement and completion of*

*delivery of the services to the nation, some projects were executed to fruition whilst others were not, necessitating their carry-over from one development plan to the next.*

In view of the foregoing, the question asked would be whether or not PMS is needed in teaching and learning, more especially in vocational and technical schools. The Directorate of Public Service Management Document (2002:2) shows the need for PMS for everybody when it indicates that:

*The wind of change is continuing sweeping across the globe and compels countries and their nations, often with limited choices and resources, to become competitive if they are to survive and sustain themselves. Botswana is no exception to this globally frenzy and the public service is no doubt the main driver of this important transition.*

The statement above shows that change is taking place, and schools are no exception. However, the question is, what does this change mean to them? Were they sufficiently consulted and involved in this change which will help them to perform when they are called upon to take positions at their work places. Teachers can bring this about where performance is enhanced by PMS. The Document further indicates that:

*The Government's intention for introducing PMS in the public service is to ensure that the latter delivers on set and agreed plans, improves and sustains productivity at all levels, and inculcates a culture of performance, accountability and focus on results or outputs. It has been realised that the public service needs a holistic and sustainable approach to improve productivity, manage performance and achieve set goals and objectives (p2).*

Schools like any government institutions or departments need to have a system of ensuring delivery on set and agreed plans and inculcation of culture of performance in both teachers and students. Schools clientele, i.e., parents and students need to see positive change in their lives through what schools are doing. Schools can only be able to fulfil these PMS demands if they have ownership.



## **2.2 PMS application in Botswana**

The efforts of the Government of Botswana to improve productivity date as far back as 1978 through the drawing up of the National Development Plans to be used as an administrative framework for each Ministry (Performance Management System in the Public Service handout, no date, page 3). To foster productivity, government implemented a number of reforms or performance improvement initiatives. For instance, government introduced among other reforms the following, which were aimed at all Government departments and ministries:

## **2.3 Why the need for PMS in Secondary School**

The Government of Botswana through the Ministry of Education and its various departments found that the curriculum was not particularly addressing the needs of the country.

Previous government policy initiatives were found wanting. That is, the reforms like WITs were found not to be addressing the needs of the civil service. For instance, problems, which hindered progress, were encountered. This led to inefficient management of human resources, which resulted in unwarranted posts. The reasons emanate from the fact that the system of governance is beauracritic, lots of procedures and regulations flow from top-down development approach, in which case the rest of the citizenry get involved later on through some workshops and other related sensitization modalities, for example General Orders.. As it should be the procedure or expectations, the workforce might not be able to grasp the concepts as presented to them. That is why the workforce may lack the spirit of ownership of whatever project they are supposed to implement since they may not have been involved at the initial decision making process.

Whatever was done without any thorough planning, key goals and objectives were not clearly defined. There was little attempt on inculcating a culture performance from individual to organisational level. These are some of the reasons why it was found necessary to introduce strategic plans.

## 2.4 Benefits of PMS in Secondary education

Government officials argue that PMS has benefits if it is understood and implemented according to its principles. Reforms are intended to improve productivity or work standards. Senior government officials maintain that all those who embrace and advocate PMS believe it is going to be beneficial to those who will commit themselves to implementing it according to its prescription. The Directorate of Public Service Management PMS Philosophy Document (2002.6) reiterates this when it points out that:

*Normally, a well implemented performance management process is beneficial to the organisation, its managers and employees. The organisation is able to grow and satisfy both customers and its stakeholders. Management directs and manages the organisation at a higher level of efficiency, characterised by performance management and sustenance of skills and values. Employees develop a deep sense of belonging and attachment since they view themselves as an integral part of the organisation.*

One of the purposes of schools is to satisfy their customers, who in this case are the students. The expectation is that the teachers as providers of services are to make sure that the students succeed in their endeavour to accomplish their studies. The emphasis however is on students not teachers who are also internal customers. The schools also among other things exist to provide education which will ultimately prepare them for the job market.

Schools are bestowed with the responsibility to train students in various academic vocations for the world of work. This puts them at a very strategic place to make sure that students are equipped with requisite performance management skills so that they themselves can manage their own performance and that of others later. This calls for teaching that is result oriented or outcome based. By so doing, the schools would be ensuring that students are provided with the skills they need. This will ultimately translate into customer satisfaction, as the acquired skills will translate themselves to practice.

The training that is done in secondary schools is specifically done for the benefit of the Public Service, private sector and non-governmental organisations. If that is the case there is no where secondary schools could not be part of the change process so as to be responsive to public service needs. The PMS Document (2002:8) states that secondary school with strategic plans are to ensure that they perform their duties to expected standards. It goes on to state that managers in every Ministry or Department will lead the change process to insure that there is improved performance and delivery of services to the public as well as facilitate a culture of continuous improvement in their response to organisations.

Schools train the workforce for the world of work be it in the public, parastatal or private sector. The most challenging tasks they are facing are whether or not to apply PMS in their class room situation. Teaching like other professions, has its results based on both quality and quantity. Usually, teachers' productivity is gauged by student's pass rates. But there can be failures as well because there are many factors that come into play such as whether teachers have the prerequisite educational qualification, teaching facilities, decent pay or whether they have been exposed adequately to PMS concepts.

Wragg, Haynes, Wragg and Chamberlin (2004:3) however, argue that the concept of "performance" does not always commend itself to teachers when applied to the job they do. They seem convinced that the concept is only associated with areas such as sport, industrial production and related areas.

It would appear that the concept of performance came late into teaching in general hence it remains to be seen whether it will work as intended in other areas in the public service other than in teaching.

## **2.5 How PMS benefits employees**

As outlined by government, the introduction of PMS in secondary school and elsewhere will provide opportunities for individual teachers to improve their teaching skills and techniques so that they perform the obligations effectively and produce expected results. Managers and supervisors require a new set of skills and styles of management to effectively lead the change process. All employees such as teachers require innovation and teamwork tools to collectively achieve their objectives and

benefit from a culture of continuous improvement to sustain the performance improvement effort. The PMS philosophy Document (2002:09) points out that PMS makes people agents of change after acquiring certain skills and techniques to do their best.

If PMS brings benefits as applied to teaching, it can transform teachers into an efficient and knowledgeable workforce; this would help our country to find a place in a global world and to be able to market its goods, services and resources competitively to the entire world. This would boost the country's economy by wooing foreign investment, which is desperately needed by all developing countries like ours (See PMS Philosophy Document, 2002-10).

The point that is being made here is that some developed countries have already introduced public reforms. So, since Botswana is moving in the same direction it will fit well into the community of nations that has already embraced the global concepts. PMS then is a global concept. However, one would want to know if it has reached a stage where everybody understands it and are able to implement it to the benefit of secondary schools and the country at large and also how it has fared in other countries which embraced it.

## **2.6 Is PMS unique phenomenon to Botswana?**

As indicated from the beginning, PMS originated from manufacturing organisations in the private sector. It was later applied to service delivery organisations such as nursing and teaching. The question is has provision been made to adopt this concept to service delivering organisations such that it clearly shows those concerned how to apply it in such cases.

This system is not new to Botswana and other places. It has been adopted and used in other countries as has been indicated before. New Zealand, US Federal Government and US Postal Services have used the same system. New Zealand Public Service is even said to be a model public service, which has influence many Government to start the process in their countries to improve service delivery. World leading companies such as Fortune 500, (Director of Public Service Management, 2002-10) which started the concept of PMS in countries such as New Zealand, have used and continued to use the system to maintain or improve their competitive advantage.

Locally, the Botswana Telecommunication Corporation (BTC), Botswana Housing Corporation (BHC) and other institutions started using the system with the hope of improving productivity. This being the case it may be a sensible idea why all the organisations in Botswana have been directed to apply and implement PMS in their respective work places. The aim is to improve productivity that is sustainable. Schools are responsible for training the country's workforce, hence the need to also introduce PMS for them. But every situation has its own dynamics and challenges. Therefore it might work in one country but fail in another.

### **2.7 Performance Based Reward System**

PMS as already indicated is meant to monitor employee performance in the Botswana Public Service so that employees meet the set standards of their work. In order that employees increase productivity, Performance Based Reward System (PBRS) was introduced to motivate employees to work more efficiently. BPRS rewards performance and encourages employees to strive for excellence in their job. It is believed that the old appraisal system was not able to clearly distinguish between good performers and non-performers.

According to the Directorate of Public Service Management (2004-8, *performance planning is the first step of PBRS and it is the bedrock that sets into motion the coming year's activities*). Performance and Development Plans (PDP's) was also introduced to transform the results and behaviours valued by the organisation into employee objectives, measures (or performance indicators as they are sometimes called) and targets.

It is indicated that the step provides the supervisor with opportunity to fully disclose what is expected of the employee in the coming year and to set standards of performance that will provide a reference point from which to decide the performance level achieved at year end. For this to happen, both the supervisor and the employee ought to dialogue together about the requirements, expectations, competencies and objectives, which lead to the appraisal. This is probably what lacked in the old appraisal system, which made it have some connotations of bias and ineffectiveness.

## 2.8 Performance Appraisal

Appraisal refers to assessment of performance of the employee in the work system. Appraisal is a systematic evaluation of an employees' performance over a certain period, normally a year. In the Botswana Public Service Appraisal is done through performance reward system. The plans are prepared and signed at the beginning of fiscal year, which starts from 1<sup>st</sup> April to 3<sup>st</sup> March the following year. The monitoring of performance has to be continuous undertaken throughout the year it could even ideal if it is done on a weekly basis. Reviews are done quarterly, that is, every three (3) months the last review would culminate in a meeting where the supervisor and an employee evaluate the achievement of the objectives and rating the employee in accordance achievement made. This is one of the exercises where if they both agree, sign the agreement, usually in a form.

Performance appraisal should be ongoing, based on a simple, written contract between the person being appraised and his supervisor. Hellrigel and Slocum (1996-387) state that the following attributes can turn performance appraisal from a minus to a plus:

1. Appraisal' must be constant, not focused principally on the big annual (or semi-annual) appraisal "event".
2. Appraisal is and should be very time consuming.
3. There should be a small number of performance categories and no forced ranking.
4. Minimises the complexity of formal evaluation procedures and forms.
5. Performance appraisal goals ought to be straightforward, emphasising what you want to happen.
6. Make formal appraisal a small part of overall recognition (Tucker, McCarthy & Benton (2002:173)

Where performance management system is used, there has to be appraisal or evaluation of employees' performance. In the absence of appraisal, it could be very difficult to manage performance and there would be no way in which employees can know whether their performance is up to the standard or not.

This is confirmed by Salmon (1999:189) where he says, *In order that people may be happy in their work these three thing are needed: they must be fit for it. There must not be too much of it, and they must have a sense of success in it.* It is always

encouraging to give be given feedback so that you know whether you are succeeding or not if there is no success, one should know where and what to improve on. For the seven attributes stated by Tucker Etal, (2002) appraisal should be constant. In the old appraisal system, there were a lot of surprises when people were told for the first time that they did not perform without having been told before they were appraised that their performance did not meet expected standards. Appraisal should also be developmental, not to punitive as has been the case, especially during the year before the final meeting for rating performance and determining reward.

When critics of the system think that it is time consuming this may be an impediment for supervisors who may not have time to do appraisal constantly because of lack of time. This will also depend on the number of people one has to supervise and the day to day demands of the job.

### **2.8.1 Advantages of Appraisal System**

According to Tucker e tal.,(2002:175),the advantages of appraisal are:

- 1. Provides an opportunity through which the employee knows that he will be evaluated.*
- 2. Motivates the employee by providing feedback on how he or she is doing.*
- 3. Gathers constructive information.*
- 4. Gathers data for management decisions concerning merit.*
- 5. Allows for quick discovery of good and bad performance.*
- 6. Forces the manager to recognise and deal with poor performance*
- 7. Encourages supervisors to communicate their judgement of employee performance to subordinates.*

Although performance appraisal has its own problems, there is need to work it out in the sense that such problems are brought to manageable levels.

Betts (2000:382) shows that appraisal provides a means of improving employee's performance, receiving effective feedback, assessing management style, clarifying objectives, resolving difficulties and discussing poor performance with a structural approach.

If appraisal for teachers can help to improve their performance, it is something that is welcome. It is good for every employee to improve continually. Feedback is also essential so that teachers can get confirmation of their performance. Either way,

positive or negative feedback would help them reflect on their work. It is also very helpful for managers to be on check all the time. If there is no system or targets set for the year, there may be laxity or redundancy on the part of managers .Appraisal is therefore beneficial both to employees and managers. For organisations to improve there must be a clear understanding of the difference between good and poor performance by setting the standard and the actual expected outcome.

Where there is no appraisal, employees and supervisors get a chance to discuss their opinions on performance. There will be no constructive criticism; training needs projections, clarification of objectives and no opportunity to learn about the appraisals expectation for the next period (see Betts, 2000:381)

## **2.9 Performance Rating**

Dobbins (1994:33) advocate for measures of rating accuracy. He points out that, measures of rating accuracy are comparisons of performance ratings against a standard that indicates the actual performance levels. According to the Pearsall (1999:1188) rating is classification or ranking based on quality, standard or performance. Nel et al (2004:477) call rating performance evaluation. They say it requires supervisors to compare an employee's performance to the performance of other employees doing the same job. They further suggest what they call forced ranking which is a system that ranks employee's performance from best to the worst. Forced distribution aligns employees in accordance with pre-assigned performance..

### **2.9.1 Advantages of rating**

Rating has a number of advantages which include emphasising individual performance and promotion of competition.

At the end of the year's plan rating has to be done. There are some employees who are scared of it, hence lowering their morale.

Rating is one of the continuous sub-processes of PBRS, which is actually a mark that the supervisor allots the supervisee. In the context of Botswana, rating is done on five point/category levels. Rating starts from the highest to the lowest as follows: 95 - 100% outstanding, very good 80-94%, satisfactory/good 65 -79%, fair 50-64% and unsatisfactory 49 and below. The first top three attract rewards and anything below is



not rewarded. Negative consequences would occur for those not rewarded, especially if they feel rating was unfair.

The rating is also done after the discussion about performance and it must be agreed upon the appraise. The supervisor should indicate clearly that the rating he has given is worthwhile since it would have to be agreed upon by the two. Once the agreement has been reached, the supervisor recommends the supervisee for rewards. As for those deemed not to be performing, they are declared deadwood.

### **2.10 Problems of appraisal**

Appraisal is good thing to do, but it needs to be followed and executed accordingly. The appraisal system is so structured that if the times allowed for monitoring and review are not adhered to, appraisal would fail. Such problems may arise where supervisors see appraisal and record keeping time consuming. Some may have difficulty conducting interviews. There may be problems with training programmes, pay and agreeing on performance. Previous adverse experiences of appraisals may lead to employees not trusting the system especially where they are signs of favouritism and nepotism. The system may be treated as a joke when appraisers are frustrated by incompetence of some managers where everyone goes through the motions of complying with the regulations but not believing in the scheme. There may be lack of expertise to identify the system that is best suited the organisation.

### **2.11 Rewards**

Reward performance is part of performance management systems. This normally comes after the last review meeting and rating. In schools employees prepare their annual plans at the beginning of the assessment period which starts in April each year. This is part of implementation of PBRs. The plans are reviewed quarterly and at the end of the year. The last review meeting is held between an employee and supervisor. At the meeting the supervisor has rate the employees according to their rating. In the Botswana context, there is what is called reward menu. The employee who is rewarded is given a chance to choose a reward of his/her choice from the menu.

Rewards given are for individual performance. Employees are not rewarded as a group or team in their organisations despite emphases on team work. It is believed

that achievement that are rewarded tend to be repeated. In Botswana rewards are not materially beneficial. The importance of financial remuneration is argued by Johnson et al., (1992:61) when they say reward need not be materialistic. Some of the most worthwhile reward include praise, recognition, awards and visible respect. I am sure many government workers will disagree with this because many lower level workers are not paid well hence they prefer tangible benefits instead of praise. After all, this is in accordance with PBRs. This is so because as much as the Government wants to reward employees it must be something that is not to be expensive but sustainable over a long period.

Betts goes to state the advantages of performance related pay:

- Employees offering high performance are adequately rewarded
- Successful teamwork is encouraged
- Performance standard and targets become sensitive
- Corporate resources are used more economically, provided employees feel there are appropriate rewards for performance or contributions made not necessarily for their efforts alone.

As it is the aim of government to enhance performance by providing rewards, it is imperative that it will be done properly and with fairness. The rewards must be meaningful and available all the time. Sometimes rewards are not given immediately after appraisal. This may lead to demoralising employees or even Betts states that a sound scheme should be fair, just, easily understood and mutually acceptable to employees and management. It should be easy to operate considering evaluation of quantity, quality and wastage.

## **2.12 Summary**

This literature review generally focused on the conceptualisation of PMS in a few countries and specifically on Botswana context. The literature coverage sought to establish how various institutions and experts conceptualise PMS. It has established the reasons why PMS was introduced and implemented in Botswana Public Service. In particular reference to Botswana, the literature covered earlier reforms, which were

later phased out because they were not addressing issues as expected consequently, the literature focused on PMS and subsequently PBRS.

The literature review was based on the problem that the researcher was investigating. The search came from a number of literature sources, which are directly relevant to the problem. For instance, sources relating to previous research investigating similar phenomena and studies of similar practices. Scholarly journals, books Government documents, dissertations and electronic sources published on the internet were visited.

All relevant literature used in this study indicated to a significant measure, why performance management systems were introduced into organisations, especially in schools in this particular study regarding its introduction, the literature revealed that poor performance can be ascribed to several factors. For example, poor leadership, lack of planning and lack of accountability by teachers are some of the reasons for this. Further, it is clear from the literature that having established the reasons for non-performance the intention was to satisfy customers who are students and parents.

Since PMS manages employee performance the Government introduced PBRS which compliments performance through appraisal and reward and this is the literature that was investigated.

Having realised the successes and failures of PMS efforts were made to establish how improvements could be made to make the system workable in the Botswana context. In fact the literature intended to improve on weak points which were found in the education system. The strategies for improvement were to make teachers embrace PMS so that negative behaviour towards PMS is changed. Due care was made that the literature used in the study was not influenced by the researcher conceptual or theoretical framework. This served significantly to ensure that the literature search was not narrower in scope.

The literature had a very wide scope for instance, it investigated the strategic planning processes coupling them with strategic leadership. The reason for this was that PMS theoretically and in practical terms is supposed to be driven by the leadership of the

organisation. This would then be communicated to the lower strata of the organisation, which it is assumed will embrace PMS.

## **CHAPTER 3**

### **RESEARCH METHODOLOGY**

#### **3.0. INTRODUCTION**

This chapter presents a description of the research methodology that was used for the study. It includes the population of the study, research design, sampling and sample selection. Furthermore, it presents instruments that were used to collect data as well as methods.

#### **3.1. Research Design**

This study used quantitative method. The method involves collection and analysis of numerical adapts as well as maintaining control over contextual factors that interfere with data collected (Berenson, 1996:200). Advocates for this paradigm claim that a researcher can obtain more valid, reliable and trustworthy piece of knowledge when employing quantitative methods (Cooper & Schedler,1998:109).The method is therefore used to make the study more objective as the researcher kept a distance from subjects, this helped reduce biasness (Martis & Jackson,2004:230).

In this study a survey research was conducted and self administered questionnaire were the data gathering instrument.

#### **3.2 The Context of the Study**

This study focused on the Ministry of Education in Botswana, in particular Secondary Schools in Gaborone.

The literature study involves collection of data from both secondary and primary sources. The secondary sources are books, journals, magazines, newspapers and the internet. Primary sources are people spoken to during the preliminary investigation of the study. The aim of literature study is to gather information about the attitudes of teachers towards the implementation of performance management appraisal system in Secondary Schools. A dialogue search was conducted using the following key words:

- ❖ Performance management System
- ❖ Performance based reward system
- ❖ Balanced score card

### **3.3 Data Collection Methods**

A survey questionnaire is a popular technique normally used for obtaining information on attributes about human knowledge, attitudes and behavioural preferences. In this chapter, such data are analysed. It gives a report on the empirical investigation conducted to determine the attitudes of teachers towards the implementation of performance management system in community junior secondary schools.

The researcher defines data as the required information that has been collected from a certain number of respondents.

To collect primary data, the researcher used a self administered questionnaire that he had designed.

In ensuring a good return rate, the researcher arranged with the concerned teachers to collect filled questionnaires. Also, the details of the researcher were availed to the respondents for communicative purposes.

### **3.4 Designing of Instruments (questionnaire)**

Research Instruments are used to collect data. This study used self administered questionnaire for data collection. The questionnaire was preferred over other research instruments because of its comparative advantage over others. For instance, when well designed, among other things they can collect as much data as possible within a short period of time.

#### **3.4.1 Development of the questionnaire items**

According to Legotlo (1996:45) the method of data collection, the size of the sample and the analysis of the data all need to be borne in mind when developing and designing a questionnaire. Developing a questionnaire is one of the most delicate and demanding aspects of the entire research process in the sense that it should be clear

how the questionnaire is linked to the research objectives and the problems under investigation, among others.

With the questionnaire the researcher gathered information about attitude of teachers towards the implementation of performance of management system in South Central Region of Botswana.

In the development and formation of the questionnaire the following important strategies were employed:

- 1 The essence of development appraisal items were outlined.
- 2 The perceptions of teachers on the implementation of performance management system were discussed.
- 3 All the ethics of appraisal were examined.
- 4 The development of the appraisee was included in the discussion.

To a certain extent, the instrument was constructed based on a study conducted by Carter and O'Neill, (1995:225) in the United States of America. The Carter and O'Neill study concerned itself among other things with the following policies:

- 1 Contribution of the reform-based approach on effective leaders.
- 2 Implementation through attention and action.
- 3 Gaps in understanding an area of misinterpretation between policy makers and implementers and the necessity of support and strategies for policy implementation in order to effect educational change.

### **3.4.2 Format and content of the questionnaire**

Borg and Gall (1989:431), indicate that following rules of the questionnaire format and content which has been developed from experience and research should be considered carefully:

1. The questionnaire must be made attractive.
2. The layout of the questionnaire should be such that it is as easy to complete as

possible.

3. The questionnaire items and pages must be properly numbered.
4. Clear instructions must be printed in bold type
5. A questionnaire must be organised in a logical sequence.
6. When moving to a new topic, a transitional sentence must be included to help respondents switch their trains of thought.
7. Begin the questionnaire with a few interesting and non-threatening items.
8. Important items should not be put at the end of a long questionnaire.
9. Threatening or difficult questions must be put near the end of the questionnaire.

The researcher took into account some of the advice above. In this study, the questionnaire was divided into three sections to make it easier for respondents to follow.

#### **Section A**

The purpose of the questions was to elicit the biographical information and demographics about the respondents. (1-6)

#### **Section B**

- (i) Dealt mainly with the essence of performance management system.
- (ii) Dealt with the perception of teachers on the implementation of development appraisal system with the sub topic, implementation problems of developmental appraisal system.
- (iii) Dealt with ethics of appraisal.
- (iv) Dealt with the development of the appraisee.

#### **Section C.**

In this section there were two open ended questions to allow respondents to say other things outside closed ended questions.



Section A and B the questionnaire required the respondents to tick (✓) next to the relevant response.

### **3.4.3 Pre testing the questionnaire**

It is usually highly desirable for the researcher to try out the questionnaire on few friends and acquaintances. When you do this personally, you may find that a number of your items are ambiguous because they may seem perfectly clear to you. However they may be confusing to a person who does not have the frame of reference that you have gained from leaving with and thinking about an idea over a long period, Tuckman (1994:114). It is also a good idea to pre test or pilot test the instrument with the small group of +/- 15 persons similar to those who will be used in the study. Borg and Gall (1989:435), recommend that the pre test form of the questionnaire should provide space of respondents to make comment about the questionnaire itself so that they may indicate whether some questions seem ambiguous to them, whether provisions should be made for certain responses that are not included in the questionnaire, and other points that can lead to improving the instruments.

In this study, in order to locate ambiguities and discover some defects that can be corrected before the final form will be printed and sent to the respondents, pre testing of the questionnaire was done in the following manner. A pre test of instruments was done on a small group of five people. The respondents were given five days to return the questionnaire.

### **3.5 Sampling**

According to Berenson and Levine, 2005: 23, a sample is a small part that represents the whole. In essence it is a number of a segment taken from a whole for study with the intention to generalize the results of the sample to the parent population.

The population of the study was taken from institutions that prepare candidates for Junior Certificate examination. There were 15 such institutions identified. The population consisted of 135 teachers from schools in the South Central Region. The sample consisted of 48 teachers. This was approximately 55.5% of the population.

(Mulder 2005: 57) sees Random sampling as the most appropriate method of sampling because some populations are too large to manage. The selection was based on the assumption that the employees may have been subjected to an performance management process at one point in time as required by the government regulation. The regulation stipulates that each employee should be appraised annually as long as they have been under supervision of an appraiser for not less than six months. All categories of employees ranging from head of department to newly employed teachers represented as the researcher believes that they all have a role to play in the appraisal process. A small portion of population was selected as a big population was not easily feasible to study. Besides, it would have been costly and time consuming as large groups of people tend to produce massive data that can be difficult to analyze (Gay & Airasian, 2000:55). Nevertheless, the intended purpose of getting teacher's views and attitudes about PMS has been expressed through the 35 respondents interviewed.

**Table 3.1 Distribution of sample population**

Respondents	Sample population	%
School leader	18	100
Teachers	30	100
Total	48	100

Note: School leader represents school head or head of department.

**Table 3.2 Response Rate**

Respondents	No distributed	Response	%
School leader	18	15	83
Teachers	30	20	66
Total	48	35	73%

Table 3.2 shows that 48 (100%) questionnaire were administered and only 35 (72.9 = 73%) questionnaires were returned. Although there were follow-ups by the researcher, the return rate of questionnaires was not 100%. This might have been attributed to the

period of the term as the school term was coming to an end and hence most teachers concentrated on finishing their work and might have forgotten about the questionnaires.

### **3.6 Ethical Considerations**

The information gathered in this study can be said to both valid and reliable .The use of various sources and quotes is evident enough to authenticate the stated facts. Teachers participated in the study on their free will and their confidentiality was assured.

The permission was obtained by the researcher from the heads of institutions in order to gain access to the records and the utilization thereof. Access also entailed the permission to conduct a research study within the situations.

### **3.7 Summary**

The target population used in the study, sampling and pre testing the questionnaire were covered amongst others. And finally design, development, format and content of the questionnaire have been covered as well. A questionnaire as the main tool for data collection was administered personally by the researcher to the targeted respondents as the researcher believes its advantages far more surpasses the disadvantages. Chapter four reports the findings and presents data.

## **CHAPTER FOUR**

### **DATA ANALYSIS**

#### **4.0 Introduction**

The researcher understands data analysis to mean the process of processing data that has already been collected from the research respondents to make it 'speak'. Analysis of data was done through the aid of excel computer programme and SPSS to help organize it.

Data Analysis the application of logic to understand and interpret what has been collected about the subject. This analysis according to Zikmund (2000:57) involves determining the consistent patterns and summarizing appropriate details revealed in the investigation (bringing order and meaning to collected data).

In this study, frequencies and percentage tables were used to analyze data collected in the empirical study.

Responses of teachers are charted for every question. The responses are each summarized through their tabulation. Firstly, responses are given and then the charts are discussed. The results of this researcher's observation are discussed.

#### **Section A**

#### **4.1 Review of the respondents**

A total of 48 questionnaires were administered to the respondents in the seven community junior secondary schools in Gaborone. Thirty-five questionnaires, which represent 73%, were returned. The questionnaires were used for data analysis and interpretation.

#### **4.2 Biographical and demographic data.**

This section provides biographical and demographic information about the respondents so that the researcher could gain a clear picture of the biographical and demographical characteristics of the respondents. Biographic and demographic data

include their gender, ages, length of service, qualifications, position of responsibility, and location of the school.

#### 4.2.1 Gender

The respondents had to indicate their gender so that the researcher gets to know the persons responding to the questionnaires and if their gender has any influence on their responses.

**Table 4.1 Gender**

Gender	Frequency	% frequency
Male	20	57
Female	15	43
Total	35	100

Table 4.1 shows that the majority of respondents are male. With a difference of only 5, the distribution of both male and female teachers is satisfactory.

#### 4.2.2 Ages:

Respondents were requested to indicate their ages because it is important for the researcher to know the ages of people he/she is dealing with.

**Table 4.2.2 Ages**

Age Group	Frequency	% frequency
Less than 25	0	0
25 – 35	10	28
36 – 45	14	40
46 – 50	9	25
51 and above	2	6
Total	35	100

The above table shows that the majority of teachers (40%) are between 36 – 45 years. This can be concluded by saying that most teachers are mature adults. These teachers have been long in the service and they are in a good position to say whether performance management brings any positive developments in teaching.

#### 4.2.3 Teaching experience

The respondents were asked to indicate their teaching experience as it is important to know how long the respondent has been in a particular profession as this can influence his or her answers.

**Table 4.2.3 Teaching experience**

Number of years	Frequency	% frequency
0 – 5 years	2	6
6 – 10	2	6
11 – 15	6	17
16 – 20	15	43
21 and above	10	28
Total	35	100

The table above indicates that the majority of respondents fall within 16-20years and above followed by 21 and above category. This clearly indicates that teachers in this region are experienced in the teaching profession and therefore can assist the students very well in their learning process.

#### 4.2.4 Qualifications

The respondents were requested to indicate their qualifications as this is important for the researcher to know the calibre of teachers.

**Table 4.2.4 Qualifications**

<b>Qualifications</b>	<b>Frequency</b>	<b>%Frequency</b>
Diploma	3	8
BED Honours	15	43
Degree/Ace	15	43
Master Degree	2	6
Others	0	0
Total	35	100

It is important for the researcher to know the educational qualifications for teachers, as this will have a bearing on how fast they can grasp the concept of performance management system. The table shows that (92%) of teachers hold degrees. However, only 2 from 35 had graduate degrees. There is need for more training to meet the imperatives of performance delivery.

#### **4.2.5 Position of Responsibility**

The respondents were asked to indicate their positions of responsibilities. This information would help the researcher to know their level in the organisational structure.

**Table 4.2.5 Position of responsibility**

<b>Position Held</b>	<b>Frequency</b>	<b>% frequency</b>
Heads of Department	15	43
Senior Teachers	9	26
Teachers	11	31
Total	35	100

From table 4.5 it is clear that 69% of respondents are senior members of staff such as heads of departments and senior teachers. If more teachers have the opportunity to progress higher up the organisational ladder, they can be motivated.

### 4.3 SECTION B

In this section, respondents were requested to summarise their responses by choosing from a four point scale which were as follows:

4. Strongly agree. 3 Agree. 2 Strongly disagree and 1 Disagree.

#### 4.3.1 Location

The respondents were asked to indicate where their school is located as this could help the researcher in finding out if the location has any influence on the responses or not.

**Table 4.3.1 School location**

Place/Location	Frequency	%Frequency
Gaborone	20	57
Peri-urban area	15	43
Total	35	100

Table 4.3.5 shows that 57% responses are from Gaborone and this is the case because there are many schools in Gaborone.

#### 4.3.2 Teachers' understanding of the performance management system

**Table 4.3.2 Item Analysis.**

4.3.6 Respondents were asked six questions in which they had to show the level of agreement concerning their understanding of performance management system.

Item	4 SA		3 A		Overall %	2 SD		1 D		Overall %	Total	%
	F	%	F	%		F	%	F	%			
7.1	4	11	15	43	54	4	11	12	35	46	35	100
7.2	20	57	10	29	86	3	8	2	6	14	35	100
7.3	18	51	12	34	85	3	8	2	6	14	35	100
7.4	15	43	16	45	60	2	6	2	6	12	35	100
7.5	10	29	20	57	86	3	8	2	6	9	35	100
7.6	14	40	16	46	86	2	8	3	6	14	35	100



7.1 Performance management system is another way of describing a more sophisticated performance appraisal system.

The respondents were asked to show the level of agreement with the above statement and how they answered would determine their understanding of performance management system. Table 4.3.2 shows that 54% respondents agree that performance management is another way of describing a more, sophisticated performance appraisal system.

7.2 Do you agree with the fact that performance management system is processes which enable both organisation and teachers to achieve their goals more effectively?

Looking at table 4.3.2, 86% respondents agreed with the statement that performance management is a process which enables both organisation and teacher to achieve their goals effectively. This shows that the respondents understand performance management as a series of processes that can help both individuals and the organisations itself.

7.3 With your experience. Do you think performance management is a relevant tool that managers can use to ensure that employee' activities and outputs contribute to organisational goals.

According table 4.3.2 85% respondents agreed with the statement that performance management is a tool that managers can use to ensure that employee's activities and outputs contribute to organisational goals. The majority of respondents seem to understand the concept of performance management.

7.4 Performance management helps the organisation to achieve its objectives by linking employees' behaviour with organisational goals.

It is clear from table 4.3.2 that 88% respondent agreed with the statement that performance management helps the organisation to achieve its objectives by linking

employees behaviour with organisational goals. This clearly shows that they understand the concept of performance management.

**7.5** Does a performance management help teachers to take initiatives from own self-development?

From table 4.3.2, 86% respondents agreed with the statement that performance management help teachers to take initiatives from own self-development. This clearly shows that the respondents know that performance management aims at individual development or self development so that productivity and effectiveness can be enhanced in the organisation.

**7.6** Implementation of performance management system was designed aiming at retrenching teachers those who are not performing well.

According to table 4.3.2 86% respondent agree that performance management was designed aiming at retrenching teachers those who are not performing well. The respondents show understanding of performance management but are really not clear about the purpose of performance management.

#### **4.3.3 Perception of teachers on the implementation of performance management system**

Perception of teachers on the implementation of performance management system are captured in table 4.3.3

**8.1** Performance management is difficult to understand and the training in very short.

**Table 4.3.3 Perception of teachers on the implementation of performance management system**

Item	SA		A		Overall %	SD		D		Overall %	Total	
	F	%	F	%		F	%	F	%		F	%
8	18	51	10	29	83	3	9	4	11	20	35	100
8.1	10	29	10	29	58	8	22	7	20	42	35	100
8.2	8	23	6	17	40	11	31	10	29	60	35	100
8.3	9	26	12	34	60	6	17	8	23	40	35	100

Table 4.3.3 shows that 60% of the respondents agreed that performance management system is difficult to understand and its training is too short.

#### 8.2 Performance management purpose is not clear and it does not motivate.

Table 4.3.3 clearly indicate that 42% respondents disagree that performance management system is not clear and does not motivate. The conclusion is that the respondents could appreciate performance management as a reform if they could be made to understand it.

#### 8.3 Teachers view performance management as an obstacle to the progress of secondary school education.

60% respondents rejected the statement that performance management is an obstacle and does not motivate. This percentage indicates that performance management has good concepts which respondents need to explore.

#### 8.4 Performance was not well planned before implementation and it is difficult to implement.

Table 4.3.3 indicates that 60% respondents agreed that performance management is difficult to implement. This shows that there should be sufficient training on performance management so that the respondents can understand it. And there is also



need to tailor the performance management reform so that it suits different organisations especially the school setting.

#### 4.4 SECTION C – OPEN ENDED QUESTIONS

##### 4.4.1 This section has two open ended questions

##### 4.1.1.1 State two advantages of performance management system.

Respondents were asked to state two advantages of performance management system. Respondents stated advantages of performance management. All the 35 respondents acknowledged that performance management has advantages. Some of the advantages are as follows:

**Table 4.4.1 This section has two open ended questions**

Item	Frequency
It reduces bias as teachers can be promoted on merit.	26
All employees are able to evaluate their performance	24
It encourages transparency and effective communication between the supervisor and the supervisee.	18
It promotes creativity and effectiveness	15
It enhances productivity and therefore improves organisational performance.	15
It promotes accountability	12
All employees in an organisation own the organisational goals.	10

##### 4.1.1.2 According to your understanding and experience who should benefit most directly from performance management system.

The respondents were asked who should benefit from performance management system. Almost 60% acknowledged that teachers should benefit because, it is meant for promoting teachers, training and self-development. And 20% said learner should

benefits because the purpose of building a school was to equip learners with knowledge and skills, therefore they have to benefit more than other stakeholders.

Ten percent (10) of respondents said organisation/department should benefit because, performance management was introduced and implemented to benefit the department. The respondents said the reason why they are saying so is because performance management does not cater for them, it only benefits the schools.

Finally, the other 10% of respondents acknowledged that all the above parties should benefit and their points were as follows:

**Table 4.4.2 Ranked responses**

Item	Frequency
Teachers benefits through promotion , training and development	30
Learner's benefits by being acquiring skill and knowledge in specified period.	28
Organisation/department. The image and reputation of the organisation to the public and or society.	25

## 4.5 Summary

After analysis data, the researcher found out that:

- Performance management system is a series of process which enable both organisations and individuals to focus effectively on creation and sustained development of a high performance culture.
- Performance management system serves as a basis for developing employees' knowledge and performance.
- Performance management system can also motivate employees as it has good concepts.
- And it is difficult to implement in a school set-up.
- Performance management can support decision making related to employees retention and termination for poor performance
- Unclear and uncertain objectives from top manager make teachers to view performance management as a strategy doomed to fail.

## **CHAPTER FIVE**

### **Summary, Findings, Recommendations and conclusion**

#### **5.0 Introduction:**

This chapter outlines the findings of the study. It also points some important research findings. In this study the researcher investigated the attitudes of teachers towards implementation of performance management system in South Central Region. The schools are located in Gaborone.

#### **5.1 Summary of Findings**

The investigation started with a demographic analysis of the respondents. With 35 respondents, 57% were male while 43% were female, most of which were of age 35-50 years. Most of the respondents have a university degree or a post Graduate degree.

Chapter 1 dealt with the statement of the problem, aims of the study as well as the research methodology.

Chapter 2 dealt with literature review related to the topic of study. The literature review covered topics such as theoretical framework, performance management basic concepts, the essence of performance management system, the nature of performance management system, and purpose of performance management system.

Chapter 3 dealt with research methodology research instruments, administrative procedures, population and sampling, and response rate.

Chapter 4 dealt with empirical study, data analysis and interpretation of data.

#### **5.2 Research findings.**

Respondents believe that although performance management system will help improve their performance, the implementation was not properly done. Some reasons highlighted include:

- Implementers were not conversant with their job.
- Poor training of implementers.
- Implementation was not well planned.
- Performance management system serves as a basis for developing employees knowledge skills if implemented well.
- Performance management system is difficult to understand and its training is short.

Therefore, it is safe to say that these findings accept the hypotheses.

### **5.3 Implications of Findings**

Individuals teachers have welcomed the opportunities PMS has afforded them to receive positive feedback in their work. Taylor (2003:88) arguably pointed out that the interactive sessions between management and employees, the mutual goal setting and the efforts towards the career development of the employees help the organisation to become a learning organisation. The negotiation of their job description and targets will provide a sense of purpose. This however, has to deal with a changing of the mindset so as to fit in new culture of productivity.

### **5.4 Recommendations**

#### **5.4.1 Recommendation 1**

Focused attention should be paid to both the professional development of both new and old policy implementers with particular emphasis on the effective implementation of new policies.

#### **5.4.2 Recommendation 2**

The government should embark on an extensive training to ensure capacity building in performance management system. It is evident from the responses that most teachers still do not understand how performance management works. It is after thorough training that the results can be evident as there will be effective



implementation of performance management system and there will be an appreciation for performance management as a reform.

### **5.4.3 Recommendation 3**

Policy implementers should be exposed the process of policy development. This can be done by exposing them to meetings, forums, workshops, and conferences dealing with policy deliberations and debates. Furthermore, stakeholders need to have deep understanding of policy stores like the white papers, and bills or acts should be acquired by these executive officials. During policy discussions, a close relationship between policy development and implementation should be highlighted.

One way of ensuring effective implementation of new policies especially during the political transition is to have clear job descriptions of all educational stakeholders and their specific role in policy implementation, monitoring and evaluation.

### **5.5 Recommendations for Further Studies**

The following were identified as some areas that need attention:

- Policy makers need to consult widely when crafting policies to solicit views from other stakeholders in order to avoid unnecessary bottlenecks when it comes to implementation.
- Performance Management should be viewed for what it is (to improve productivity) and not judgemental, so studies need to be carried out to change this perception.

### **5.6 Limitations of the Study**

The study has had some limitations. For instance, in one school distribution of research instruments coincided with the end of term, therefore teachers had to fill in questionnaires at the start of next term. The study could not cover all the schools in the South Central region because of time and funds.

Furthermore, there was also a delay of one and a half month where the researcher had no supervisor because the researchers' supervisor withdrew from his roles citing non payment by the University and his workload. During this period, my research was compromised.

## 5.7 CONCLUSION

This study has revealed the nature of the attitudes of teachers towards implementation of performance management system and also the challenges faced by policy implementers with particular reference to performance management system.

Performance management is a good reform which helps in aligning the individual efforts to that of the organization one is working for. However, as a new reform, it needs to be modified so that it suits the teaching fraternity. It is evident from literature study and the empirical study that there are some challenges and constraints associated with performance management system, as a result there should be thorough induction, participation and involvement of teachers on the system so that they understand it and get to appreciate its purpose.

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