Evolution of the Performance Management System of the Botswana Public Service

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ABSTRACT
Botswana is highly rated in indices that measure corruption, governance, democracy, peace, rule of law, and poorly rated on productivity levels and work ethic. Against this background, this study explores the evolution of the performance management system, which was implemented in 1999 to enhance the performance of the Botswana public service. Through literature review, this study identified the factors that led to the adoption of this programme such as weak implementation capacity; poor work ethic; and low labour productivity. This study contributes to the literature by developing an understanding of the origins and objectives of the performance management system of the Botswana public service. The existing literature focuses mainly on the implementation of the programme and pays scant attention to its origins and objectives.

INTRODUCTION
Botswana is highly rated in indices that measure corruption, governance, democracy, peace, rule of law, and poorly rated on productivity levels and work ethic. Transparency International consistently rates Botswana as the least corrupt country in Africa, and as one of the least corrupt countries in the world. The 2016 Corruption Perceptions Index rated Botswana 35th out of the 176 countries

However, Botswana was poorly rated 64th out of 138 countries surveyed in the World Economic Forum’s Global Competitiveness Report of 2016-2017 due to, *inter alia*, poor work ethic, inefficient government bureaucracy, and insufficient capacity to innovate (The World Economic Forum 2017: online). Against this backdrop, this study explores the origins and objectives of the performance management system of the Botswana public service.

Since 1999, there has been an exponential growth of case studies investigating the implementation of the performance management system of the Botswana public service, such as those of Dzimbiri (2008); Mothusi (2008) and Sisa, Van der Westhuizen and Naidoo (2015). However, there is limited literature exploring in detail the origins and objectives of the performance management system of the Botswana public service. This article attempts to close this gap in the performance management literature.

This article is structured into five main parts. First, it reviews the literature on performance management. Second, it discusses the research design and methodology. The third section presents findings and interpretations of the study. The fourth section charts the way forward; and lastly, is the conclusion.

**LITERATURE REVIEW: DEFINITION AND ORIGIN OF PERFORMANCE MANAGEMENT**

The literature review section defines performance management and examines its global origins. Definitions of performance management differ noticeably because the concept is a generic and multi-dimensional phenomenon which is always evolving and is defined differently in each country. On the one hand, Bukh and Mouritsen (2014) defined performance management as an unending formal process that institutions use to improve, measure and manage individual, group and institutional performance in order to achieve the strategic intent or objectives. On the other hand, Armstrong and Baron (1998:7) portrayed performance management as a “strategic and integrated approach to delivering sustained success to organisations by improving the performance of the people who work in them and by developing the capabilities of teams and individual contributors”. In turn, Armstrong (2015:9)
described performance management as a “continuous process of improving performance by setting individual and team goals which are aligned to the strategic goals of the organisation, planning performance to achieve the goals, reviewing and assessing progress, and developing the knowledge, skills and abilities of people”.

Despite these differences, most authors, however, are in agreement that performance management can be defined as a strategic, integrated and holistic approach to the management of individuals, teams and institutional performance. It encompasses a broad array of issues dealing with the measurement, management and improvement of performance such as objective-setting, performance planning, development of performance standards, performance review and feedback, performance monitoring and reporting, employee development, and recognition and reward of performance (Sisa, Van der Westhuizen and Naidoo 2015).

The concept “performance management” was first used by Beer and Ruh in 1976 in their study of the performance management system at Corning Glass Works of the United States of America entitled “Employee growth through performance management” (Armstrong and Baron 1998:43). However, its historical antecedents go as far back as Biblical times and the Chinese dynasties of the 221–206 BC. The Bible refers to performance evaluation in Exodus 35 in approximately 1350 BC wherein the Lord commanded the people of Israel to devote six days of the week to build the Tabernacle. The quest for measurements of performance and quality is traced to around 2500 BC when ancient Egyptians started constructing pyramids (Brudan 2009: online).

Historical accounts further show that Chinese dynasties such as Han and Wei used a type of performance management system. The Han dynasty that ruled from 206 BC–220 AD reportedly used the merit principle by conducting examinations to recruit and promote those who served the emperor. Similarly, the Wei dynasty that ruled from 221–265 AD reputedly used an Imperial Rater for performance evaluation of the official family members (Armstrong and Baron 1998). The above analyses show that performance management has a long history and is not a new concept.

The second section of this article discusses the research design and methodology.

**RESEARCH DESIGN AND METHODOLOGY**

This study was part of a doctoral research that employed a mixed methods research design that combined a case study method, applied social research and the survey method to investigate the implementation of the performance management system in the Ministry of Foreign Affairs and International Cooperation of the Botswana public service. It used the model of social programmes, which is a holistic and comprehensive analytical framework that is used to assess implementation of social interventions or programmes, policies, systems and schemes or to
identify factors that can affect programme conceptualisation, design, implementation, monitoring and evaluation, and institutional change (Babbie and Mouton 2001; Sisa 2014; Sisa, Van der Westhuizen and Naidoo 2015).

The main study used purposive sampling and had a sample of 90 respondents from a total population of 526 employees of the Ministry of Foreign Affairs and International Cooperation. Data collection instruments included a literature review, document analysis, self-administered questionnaires and follow-up interviews. Questionnaires and follow-up personal interviews were used for the empirical study to collect primary data, while the literature review and document analysis were utilised to collect secondary data and to validate the data obtained using questionnaires and personal interviews. (For the findings of the empirical study see Administratio Publica 23(3) September 2015).

Given the nature of the research topic and questions, this study used the literature review and document analysis as data sources. The research topic was on evolution of the performance management system of the Botswana public service, which dealt with theoretical aspects such as definition and origin of the concept “performance management.” The research questions for this study were the following:

- What is the meaning of performance management?
- What are the origins of the concept of performance management?
- What are the factors that led to the adoption of the performance management system of the Botswana public service?
- What are the objectives of the performance management system of the Botswana public service?

Complex and multi-dimensional concepts such as performance management are best studied using the literature review and document analysis. The literature review is often used to identify and explain the research topic or problem, identify the relevant literature in the area of investigation, define concepts and to answer research questions that are inappropriate for empirical study; particularly those that research subjects may not know the answers to. The study on which this article is premised, used documentary sources such as books, journals, consultancy studies, master’s and doctoral theses, conference papers, speeches, newspapers, newsletters, press releases, policy guidelines, manuals, and national development plans; to investigate the research problem (Sisa 2004; Sisa, Van der Westhuizen and Naidoo 2015).

The third section presents findings and interpretations of the study.

**FINDINGS AND INTERPRETATIONS**

Based on the literature review and document analysis, this section identifies the factors that led to the adoption of the performance management system of the
Botswana public service. This is followed by a discussion of the objectives of the performance management system of the Botswana public service.

**FACTORS THAT INFLUENCED THE IMPLEMENTATION OF THE PERFORMANCE MANAGEMENT SYSTEM OF THE BOTSWANA PUBLIC SERVICE**

The performance management system of the Botswana public service was introduced to address the problematic areas of performance of the Botswana public service such as weak implementation capacity, poor work ethic, low labour productivity, bureaucratic dominance and corruption and mismanagement; the shortcomings of the previous performance improvement programmes and to respond to the new realities and emerging challenges of the 21st century (Sisa 2014).

**Weak implementation capacity**

One significant factor that contributed to the implementation of the performance management system was weak implementation capacity, which became pronounced in the mid-1980s and early 1990s. This was evidenced by poor supervision and monitoring of government projects which resulted in delayed completion of projects, shoddy workmanship and huge cost over-runs; and limited policy analysis and management capacity which resulted in foreign consultants, particularly those from Western-based institutions such as Williams College in the United States of America and Toronto University in Canada dominating the formulation of the national development plans (Sisa 2014).

The problems of limited policy analysis and management capacity and poor implementation of government programmes and projects were addressed in the following ways. First, the Botswana Institute for Development Policy Analysis was established in 1995 to develop a strong policy analysis and management capability and build capacity in the Botswana public service. Second, on 1 September 2000, the office of the Vice President was assigned the task of overseeing the implementation of government programmes and projects to supplement and complement the coordinating role of the Ministry of Finance and Development Planning with a view to boost project implementation and coordination and public service delivery. Third, Ministerial Technical Units were established in 2007 to speed up project implementation and improve project management. Fourth, technical implementing departments such as the Department of Building and Engineering Services and Boipelebo Education Project Unit were provided with additional resources to strengthen their implementation capacities (Sisa 2014).
Fifth, the Public Procurement and Asset Disposal Act of 2001 and the Environmental Impact Assessment Act of 2005 were amended to ensure speedy implementation of government projects by easing restrictions on retrospective approvals in case of emergencies and waiving the requirement for environmental impact assessments on a case by case basis, respectively. Sixth, in May 2007, the Government Implementation Coordination Office was established to oversee and monitor implementation of government policies, programmes and projects (Sisa 2014).

Finally, in March 2016, an eight member Presidential Inspectorate Task Team was appointed to undertake regular inspections of government programmes and projects, risk assessment and recommend mitigation strategies for programmes and projects that have been inspected and to advise the President of Botswana on matters pertaining to the successful execution of government programmes and projects (Botswana Press Agency 2016). Despite the introduction of the aforementioned measures, implementation capacity constraints still persist in the Botswana public service.

**Poor work ethic**

The second factor that contributed to the implementation of the performance management system was poor work ethic. The problem of poor work ethic of the Botswana public service was noted by Hope (2003), who observed that by the mid-1980s, complacency, laziness, negligence of duties and responsibilities, and a culture of indifference had crept into the service resulting in serious bottlenecks in public service delivery and a decline in performance. According to the Botswana National Productivity Centre (2015: online), poor work ethic has been Botswana's leading problem in doing business over the past decade. Poor work ethic, low labour productivity, delays in getting licenses and permits to start businesses, and slow Internet access, are cited as some of the factors that account for Botswana's continued decline in global competitiveness rankings. In 2008, the Global Competitiveness Report ranked Botswana 56th out of 134 countries surveyed, and this dropped to 66th in 2009, 76th in 2010, 80th in 2011 and 2012, 74th in 2013 and 2014, and 71st in 2015. In 2016, the World Bank Ease of Doing Business Report ranked Botswana 72nd out of 189 countries, a significant drop from 38th in 2009 (Sisa 2014; Republic of Botswana 2015; Republic of Botswana 2016a).

**Low labour productivity**

The third factor that contributed to the implementation of the performance management system was low and declining labour productivity. The 1982 Presidential
Commission on Economic Opportunities found that the Botswana public service’s productivity, efficiency, and performance had not improved during the period 1980 to 1990 (Hope 1998). The annual growth rate in total factor productivity in Botswana was estimated to be 2.2% during the period 1974/75 to 1994/95 (Hope 1998). It declined to minus 1.45% during the period 1999 to 2001, and declined further to minus 1.64% during the period 2001 to 2011 (Republic of Botswana 2015). Similarly, the Botswana Vision 2016 document noted that “labour productivity remains low in many sectors...The performance of the Botswana public service in the implementation of policies has become a matter of concern, and the reform of the Botswana public service is a major challenge to the nation” (Republic of Botswana 1997:19). Productivity awareness in Botswana was estimated to be 7.7% in 1996 (Botswana National Productivity Centre 2005).

The problem of low productivity was attributed to poor work ethic, inefficient public service delivery, poor discipline, low morale, low salaries and shortage of staff. The problem of low salaries was partly addressed through liberalisation of the 1972 National Policy on Incomes, Employment, Prices and Profits in 1990 to have a competitive salary structure that is determined by market forces and compensates public servants according to job responsibility (Kiragu and Mukandala 2003: online). In 1993, a national productivity movement was launched through the establishment of the Work Improvement Teams and the Botswana National Productivity Centre. The latter was established in December 1993 to improve productivity in both public and private sectors (Hope 1998).

Moreover, the Botswana government is investing in human capital development, conducting productivity workshops and training and implementing a Smart Work Ethics Training Programme to address the problems of poor work ethic, mindset change and low and declining labour productivity (Republic of Botswana 2015). The principal objective of the Smart Work Ethics Training Programme is to create a strong work ethic by developing both technical skills and soft skills such as attitude, attendance, responsibility, accountability and initiative (Botswana National Productivity Centre 2014).

**Bureaucratic dominance**

The fourth factor that contributed to the implementation of the performance management system was bureaucratic dominance which raised fears that government policies, programmes and projects would favour bureaucratic interests rather than public interests. Public concerns about the bureaucratic dominance of the Botswana public service in public policy-making and implementation were raised in 1984 during the seminar of the ruling Botswana Democratic Party (Somolekae 1998). In particular, there was growing public concern that the provision of public services had largely been quantitative rather than qualitative, top-down and
supply-driven rather than bottom-up and demand-driven, with limited input, consultation and participation from the citizens (Jefferis 1998).

There were also public concerns about the quality of delivery of basic public services such as education, health, roads, and water (Somolekae 1998). The general perception was that the Botswana “nation does not get adequate value for the resources spent on the development projects” (Republic of Botswana 2000:9). To address public concerns about the accountability and transparency of the Botswana public service, the office of the Ombudsman was established in 1995 to investigate acts of maladministration and abuse of office (Mothusi 2008).

Moreover, there were public concerns that public servants were not adhering to some of the principles of the Botswana Public Service Charter that were adopted in 1966 such as regard for the public interest; political neutrality; and freedom from corruption. This was addressed through the review and revision of the General Orders Governing the Conditions of Service of the Botswana Public Service in 1996 to promote professionalism, ethical behaviour and instil discipline (Sisa 2014).

Corruption and mismanagement

The fifth factor that influenced the implementation of the performance management system was corruption and mismanagement. Prior to the 1991 three presidential commissions of inquiry, namely the Presidential Commission of Inquiry on the Supply of School Books and Materials to Primary Schools for the 1990 School Year, the Presidential Commission of Inquiry into Land Problems in Mogoditshane and Other Peri-Urban Villages, and the Presidential Commission of Inquiry into the Operations of the Botswana Housing Corporation, corruption and mismanagement were considered to be minimal or non-existent in Botswana (Good 1994; Hillbom 2012). However, following these commissions, there were public concerns that the Botswana public service was not as “corrupt-free” as internationally acclaimed which led to demand for greater public accountability (Sisa 2014).

Consequently, an anti-corruption institution known as the Directorate on Corruption and Economic Crime was established in 1994 to combat corruption and economic crimes (Somolekae 1998). In 1997, the office of the Auditor General of Botswana introduced performance (value for money) audits in addition to traditional financial auditing to assess the performance of programmes, projects, policies and operations to ascertain that public resources were used economically, efficiently and effectively, for the intended purpose and achieved the intended objectives (Republic of Botswana 2006b). On 2 July 2002, a statutory body called the Public Procurement and Asset Disposal Board was established to promote public accountability, transparency, efficiency, effectiveness and fair
competition in public procurement and asset disposal systems by introducing competitive public tender bidding (Republic of Botswana 2000).

In conclusion, it is worth noting that Botswana is still ranked as the least corrupt country in Africa by Transparency International (2016: online). Similarly, the Botswana public service is ranked as one of the least corrupt public services in Africa (Sebudubudu and Bothhomilwe 2012).

The performance management system of the Botswana public service was also adopted to address the shortcomings of the previous performance improvement programmes such as job evaluation, organisation and methods reviews, and Work Improvement Teams.

**Shortcomings of the previous performance improvement programmes**

Due to the aforementioned problematic areas of performance and scepticism about the effectiveness of the previous performance improvement programmes such as job evaluation, organisation and methods reviews, and Work Improvement Teams; the Botswana government commissioned consultants of the Academy for Educational Development from 1994 to 1997 to carry out investigations on the performance of the Botswana public service and to evaluate the effectiveness of these programmes. Similarly, the Directorate of Public Service Management reviewed the administrative reforms it had implemented since the late 1980s to improve public service delivery (Sisa 2014).

According to the consultants of the Academy for Educational Development, the performance management system of the Botswana public service was introduced to address three main limitations of the previous performance improvement programmes. The first limitation of the previous performance improvement programmes was that they were fragmented or stand-alone one-shot efforts, which were not system-wide. They lacked an integrated system or a holistic approach and as a result they were disjointed, ineffective and at times counterproductive. Therefore, the performance management system was introduced to integrate the previous programmes into one framework that is comprehensive and holistic (Academy for Educational Development 1996).

The second limitation was that previous performance improvement programmes were not systematic and comprehensive to make maximum performance impact or enable the Botswana public service to perform at higher levels of productivity and service delivery. The main reason for this was that previous performance improvement programmes were designed without considering the public service as a whole system but to address specific problems that confronted the public service and hence they were *ad hoc*, piecemeal, disconnected and narrow in scope (Bashe and Jongman 2006; Washington and Hacker 2009).
The third limitation was that previous performance improvement programmes dealt mainly with administrative, human and financial matters, and institutional operations, mandates and structures. They ignored other equally important matters of socio-economic development such as promoting and sustaining national growth and development, and improving the living standards of the population (Bashe and Jongman 2006; Nyamunga 2006).

Given the foregoing analysis, the consultants of the Academy for Educational Development recommended the performance management system as an appropriate programme that would provide a comprehensive, coherent, integrated and sustainable approach to Botswana’s public service reforms. In particular, it was recommended because of its main characteristics: it is a holistic and integrated system for performance management; it is compatible with, and reinforces present management structures and previous performance improvement programmes; it provides managers with more disciplined and powerful tools to leverage performance to higher levels; and most importantly, it is permanent, self-sustaining, and self-reinforcing as it promotes continuous learning and improvement of performance (Academy for Educational Development 1996).

Apart from these three main shortcomings, there were other emerging factors that led to the implementation of the performance management system.

Other emerging factors that led to the implementation of the performance management system of the Botswana public service

The performance management system of the Botswana public service was also introduced to respond to the new realities and emerging challenges of the 21st century. It was introduced first and foremost as an important tool to facilitate the process of national development, in particular the achievement of the seven goals of the national vision (Vision 2016), namely (1) building an educated and informed nation; (2) a prosperous, productive and innovative nation; (3) a compassionate, just and caring nation; (4) a safe and secure nation; (5) an open, democratic and accountable nation; (6) a moral and tolerant nation; and (7) a united and proud nation. The performance management system links the national vision and the national development plans (Dzimbiri 2008). Government ministries and independent departments have to make a contribution towards the achievement of national development plans and Vision 2016 goals by improving delivery on goals and objectives relevant to their institutional mandate (Republic of Botswana 2009).

Second, the performance management system was introduced to lead the change process and to restore public confidence and trust in the Botswana government and the Botswana public service (Ayeni 2001). In sum, the performance management system was introduced to turnaround the Botswana public service
and to improve the quality of public service delivery (Republic of Botswana 2000; Republic of Botswana 2009).

Third, the performance management system was adopted to address the new demands and challenges of the 21st century. These included, among others, the need to continuously improve the performance of the Botswana public service to enable it to deliver high quality services and make it more competitive, innovative, creative, accountable and transparent, effective and efficient to meet higher demands and expectations of customers as well as international standards. Additionally, the performance management system was implemented to promote good governance, sustainable economic growth, develop the private sector and improve living standards; and to transform the mindset of the public servants to have a customer-oriented and performance-oriented public service (Republic of Botswana 1997; Republic of Botswana 2009).

Fourth, the performance management system was introduced to respond proactively to the challenges posed by the advent of globalisation and the advances in information and communication technologies which intensified international competition for labour, goods and services, markets, trade, foreign direct investment and official development assistance (Ayeni 2001; Republic of Botswana 2006a). As succinctly stated by Bare (2001:v), “a strong and achieving public service is a necessary condition for a competitively successful nation”. In brief, an effective and efficient public service is a critical success factor in a globalised world (Commonwealth Association for Public Administration and Management 2008).

Fifth, the introduction of the performance management system in the Botswana public service, as elsewhere in developing countries, was influenced by the public service reforms that were undertaken by the Organisation for Economic Cooperation and Development (OECD) member countries, especially Australia, Canada, New Zealand, the United Kingdom and the United States of America (Republic of Botswana 2002; Bashe and Jongman 2006). Besides these OECD member countries, other countries such as Malaysia and Singapore were generally presented as a successful model that other countries of the world should emulate (Ayeni 2001).

Sixth, the Botswana public service was impressed by the remarkable performance achievements made by both public and private sector institutions that implemented the performance management system, such as the Botswana Housing Corporation, Botswana Telecommunications Corporation, the New Zealand public service, the United States of America Navy, the United States of America Federal Government and the United States of America Postal Service (Republic of Botswana 2002). Generally, institutions that adopted the performance management system performed better than those that did not implement the programme.

Finally, as from 2000 to 2015, the performance management system has been used as an important instrument to achieve the following eight United Nations’
Millennium Development Goals, which were adopted in 2000: (1) eradicating extreme poverty and hunger; (2) achieving universal primary education; (3) promoting gender equality and empowering women; (4) reducing child mortality; (5) improving maternal health; (6) combating HIV/AIDS, malaria and other diseases; (7) ensuring environmental sustainability; and (8) developing global partnerships for development (Republic of Botswana 2009). Government ministries and independent departments contributed towards the achievement of the Millennium Development Goals by focusing on the delivery of goals that fall under their institutional mandates.

The following section discusses the objectives of the performance management system of the Botswana public service.

**OBJECTIVES OF THE PERFORMANCE MANAGEMENT SYSTEM OF THE BOTSWANA PUBLIC SERVICE**

The performance management system of the Botswana public service was introduced to achieve the following objectives. First, the performance management system was introduced to enhance the capacity of the Botswana government and the Botswana public service to deliver public services more efficiently and effectively. Effective and efficient public service delivery is critical to promote and sustain national development, economic diversification, and global competitiveness, attract foreign direct investment and to improve living standards and dignity of citizens. For this reason, the performance management system of the Botswana public service is viewed "as an instrument to enable government ministries and independent departments to conscientiously work towards optimum delivery of public services to the nation" (Republic of Botswana 2002:2).

Second, the performance management system was introduced to improve individual and institutional performance in a systematic and sustainable way. This objective has been achieved through the development and implementation of vision, mission and value statements; strategic plans; annual performance plans;
performance agreements for executive officers, and performance and development plans for non-executive officers (Republic of Botswana 2002). However, the main challenges have been poor formulation and implementation of the aforementioned documents; misalignment of individual objectives with ministerial and departmental annual performance plans, strategic plans, national development plans and budgets; weak monitoring and evaluation systems and lack of a results-oriented culture (Nyamunga 2006; Washington and Hacker 2009).

Third, the performance management system was implemented to provide a planning and change management framework that is aligned to the budgeting process, national vision (Vision 2016) and national development plan goals. This was to ensure that the Botswana public service delivers on set and agreed goals of Vision 2016 and national development plans. Furthermore, it was aligned to the national planning and budgeting processes to ensure that budgets of government ministries and independent departments were in accordance with the national priorities (Sisa 2014). This objective has been achieved through the introduction of the integrated results-based management approach in 2009 to strengthen linkages between strategic planning; budgeting; the personnel performance system; monitoring and evaluation system; management information system; and electronic government support system (Sisa 2014).

Fourth, the performance management system was introduced to inculcate a culture of performance planning, measurement, monitoring and evaluation, responsibility, transparency and accountability for performance results at all levels (Republic of Botswana 2002). This involved changing attitudes and mindsets of public servants to promote continuous improvement, learning, initiative, innovation, creativity, hard work and discipline; institutionalising quarterly performance reviews to track individual and institutional performance; identifying areas of poor performance and taking appropriate and timely corrective actions to rectify them; and emphasising the achievement of performance results (Republic of Botswana 2002; 2009). The implementation of the performance management system has promoted the emergence of a culture of strategic planning, consultation and teamwork; and recognition of the importance of performance planning, measurement, monitoring and management; stakeholder and customer orientation; and leadership-driven transformation (Sisa 2014). However, behavioural and mindset change have been slow due to entrenched paradigms, mindsets and work ethics; risk-averseness and deference to rank; and inadequate coaching, mentoring, supervision and provision of performance feedback (Sisa 2014).

Finally, the performance management system was introduced to quell public disquiet and discontent about poor performance through enhanced quality public service delivery and customer service (Republic of Botswana 2002). In this regard, customer service standards were introduced in the Botswana public service to raise standards of public service delivery and service quality. However, the two
customer satisfaction surveys that were conducted in 2005 and 2009 indicated 25% and 27% customer satisfaction levels, respectively, which are far below the 75% international benchmark (Sisa 2014).

WAY FORWARD

The performance management system remains an important instrument that is used by both developed and developing countries to improve the efficiency, effectiveness, accountability, transparency and responsiveness of public services; the capacity to discharge government functions and delivery of quality public services to the citizenry (Sisa, Van der Westhuizen and Naidoo 2015). In the case of the Botswana public service, the performance management system remains pivotal to the successful implementation of the 11th national development plan, achievement of Vision 2036 (the successor of Vision 2016) and the Sustainable Development Goals adopted by the United Nations General Assembly in September 2015. The programme is also likely to assist the Botswana public service to contribute to sustainable development, industrialisation, innovation, employment creation, economic diversification, poverty reduction and global competitiveness (United Nations 2015).

CONCLUSION

The aim of this study was to examine the evolution or origins of the performance management system of the Botswana public service and the objectives of this programme. It was explained that the performance management system of the Botswana public service was recommended by consultants from the Academy for Educational Development who were commissioned by the Botswana government from 1994 to 1997 to investigate the performance of the Botswana public service and evaluate previous performance improvement programmes. The study found that the performance management system of the Botswana public service was introduced to address the problematic areas of performance, namely weak implementation capacity; poor work ethic; low labour productivity; bureaucratic dominance; and corruption and mismanagement. It was also introduced to rectify the three main shortcomings of previous performance improvement programmes such as job evaluation; organisation and methods reviews; and Work Improvement Teams. The first limitation was that previous programmes were fragmented or stand-alone one-shot efforts, which were not system-wide. Second, they were not systematic and comprehensive to make maximum performance impact or to enable the Botswana public service to perform at higher
levels of productivity and service delivery. Finally, previous performance improvement programmes dealt mainly with administrative, human and financial matters, institutional operations, mandates and structures; ignoring other equally important matters of socio-economic development such as employment creation, economic diversification and poverty alleviation.

Additionally, the performance management system of the Botswana public service was introduced to respond to the new realities and emerging challenges of the 21st century. The performance management system was recommended because of the following reasons. First, it provided a comprehensive and holistic framework to integrate all the previous performance improvement programmes into one framework. Second, it is used as an instrument to enable the Botswana public service to deliver public services more efficiently and effectively to the nation. Third, it was introduced to quell public disquiet and discontent about poor performance and public service delivery by improving individual and institutional performance in a systematic and sustainable way by inculcating a culture of performance planning, measurement and monitoring, continuous improvement and learning, hard work, responsibility, transparency and accountability for performance results at all levels.

Fourth, it provided a planning and change management framework that aligned strategic planning with the budgeting process, national vision (Vision 2016) and national development plan goals. It was also used as an instrument to achieve the national vision, national development plan goals and the United Nations’ Millennium Development Goals. It was introduced to improve strategic planning at lower levels by developing ministerial strategic plans, departmental strategic plans, and annual performance plans.

NOTE

* This article is based on the doctoral thesis of Mr E Sisa titled Implementation of the performance management system in the Ministry of Foreign Affairs and International Cooperation of the Botswana public service submitted in accordance with the requirements for the degree of Doctor of Public Administration at the University of South Africa.

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