



THE IMPACT OF MINDSET ON THE IMPLEMENTATION OF PERFORMANCE BASED REWARD SYSTEM (PBRs) IN SECONDARY SCHOOLS IN BOTSWANA

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ARTICLE INFO

Article History:

Received 28th May, 2011
Received in revised form
29th June, 2011
Accepted 25th July, 2011
Published online 5th August, 2011

Key words:

Mindset,
Performance based reward system (PBRs),
Implementation,
Teachers,
Botswana.

ABSTRACT

This article focuses on the impact of mindset on the implementation of Performance-Based Reward System (PBRs) in secondary schools in Botswana. In order to understand the impact of mindset on the implementation of PBRs, the results of the study involving a sample of 200 teachers and ancillary staff selected from the ten secondary schools in Kgatleng district in Botswana were analysed and presented. The data was analyzed using statistical methods with the help of the SPSS statistical computer software. Indicative results showed that a high number of teachers and ancillary staff had never had their performance evaluated and for those who had, there was no consistency. The leadership style in almost all schools was still hierarchical and members of staff were not fully involved in decision-making. Further, bureaucracy slowed down the decision-making process; hence the implementation of PBRs is dawdled too. Occasionally, leaders feared to reprimand their followers and tolerate unsatisfactory performance in order to appear in "good books". The current teachers' and ancillary staff's negative mindset about PBRs has impacted negatively on the implementation of the system in secondary schools in Botswana and there is a general resistance to PBRs.

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INTRODUCTION

Lawrence and McDermont (2003) have stated that Performance Management Systems has been a topic in the human resource management literature for many decades and has recently begun to receive a great deal of attention. As countries become globalised, there is demand to ensure goods and services produced are of excellent quality and better than those produced by other companies in the world market. It is upon this backdrop that the government of Botswana is trying to ensure high performance for every civil servants working in schools. This is vital for the delivery of quality, effective and consistent levels of service. In the last decade, one of the most important prerequisites for economic competitiveness in the global economy was the delivery of unique and quality products or services in a cost-effective manner. Quality products and services coupled with quick and prompt service delivery is a function of capability, competency and acceptable output from those required to produce expected results (Molefe, 2004). Employees with a growth mindset are receptive to change. People in this mindset are really eager for challenges, they enjoy them, they enjoy working hard, and they see these hard work, education, and dedication as ways to become more talented and more skilled. Organizations are continually looking for ways to develop and improve their people in order to achieve higher skills, higher productivity

and more consistent performance. The Government of Botswana is not left out in this predicament and has therefore rolled out Performance Based Reward System (PBRs) in the civil service to improve performance and achieve high productivity (Mangori, 2000). Botswana Ministry of Education (1999) reports that the civil service sector, in particular education, is a huge player in Botswana's local economy. It chomps through billions of Botswana Pula worth of spending every year and thus makes a significant contribution to the country's gross domestic product. The challenge for the school leaders and departmental heads in the civil service therefore is how to harness the energy, skills and abilities of their people. Another challenge is how to deliver the highest quality and consistent service to all the stakeholders who include students, parents, teachers themselves and the nation at large. The primary focus of the study is to investigate the impact of teacher's and ancillary staff's mindset on the implementation of PBRs in secondary schools in Botswana and how it could further be developed to enhance service delivery, transformation, accountability, and productivity. The study also attempted to provide a conceptual framework for systematic and objective approach to mindset change or turnaround.

Literature Review

The review describes theoretical perspectives and previous research findings regarding the problem at hand. It looks at

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what others have done in areas that are similar, though not necessarily identical to this area being investigated (Leedy and Ormrod, 2005).

Mindset

“Men are disturbed not by things but by the views which they take of them.” These are the words of Epictetus, first century roman philosopher (Best Practice, 2002). Albert Ellis (1999), the renowned psychologist, has shown how an individual’s mindset, the beliefs they hold and the way they interpret external circumstances affects their emotions and determine their ability to perform to their potential. Our core beliefs therefore interact with events and experiences to determine the person’s thoughts, emotions and actions at any particular time (Best Practice, 2002). Mindset therefore refers to a set of deeply held internal mental images and assumptions, which individuals develop through a continuous process of learning from experience. They exist in the subconscious determining how an individual perceives a specific situation, and his or her reaction to it. However, the concept of mindset applies not only to individuals, but also to organizations. Mindsets are the ‘origination point of all workplace behavior’ (Best Practice, 2002). An organizational mindset can be simply defined as the aggregated mindset of all of its members. Naturally, such a definition must take into account the interaction between people as well as the distribution of power within the organization (Hope, 2001). The importance of an individual’s mindset in determining performance levels should not be underestimated. Teaching is an emotionally demanding role as there can be many situations that give rise to worries, concerns, and anxieties. This may include concerns about change and job security as well as concerns about workload.

Employee mindset is the most common differentiator of committed and non-committed employees. Employee’s mindset often gives signal of potential problems that may arise; and they also significantly influence behavior. Highly effective organizations seek to influence employee attitudes through the development of an appropriate culture that supports optimum performance (Belcourt, 2001). In Business, a “fixed” mindset causes the sort of leadership that relies on intimidation (that supposedly proves how “smart” the leader is). McGrath and MacMillan (2000) define an entrepreneurial mindset according to five characteristics common among habitual entrepreneurs. These traits include energetically seeking opportunities, pursuing these opportunities with discipline, targeting only the best opportunities, focusing on adaptive execution, and involving as many people as possible to capitalize on selected opportunities. Four of the five traits are straightforward. The fifth, adaptive execution refers to the ability to change direction quickly as opportunities evolve and to be able to execute, versus over-analyzing an idea or situation. According to Makwena (2005), educators often see the phenomenon of appraisal system as negative and judgmental as they are evaluated on the work that they have done. This negative attitude hinders the quality of education in schools. Mdalose (as cited in Makwena, 2005) asserts that the quality of education will, however, not be enhanced if educators have a negative attitude towards developmental appraisal. This mindset consequently delays the possible successful implementation of the PBRs. Hopen (2004) adds that unless individual behaviours are changed consciously, it is

most likely that work efforts will slide backwards. It is more comfortable to wear old shoes than to break in new ones. Ultimately, as Dwek (as cited in Manafy, 2007) states, rigid thinking benefits no one. Research shows that anyone can change their mind. If the school is not staffed with people with the right level of motivation and winning attitude, then the institution will struggle to be competitive. Mindset is very important because it has the power to transcend gender, educational backgrounds, cultural differences and even race. The right attitude which complements the organization’s objectives leads to quality and superior service naturally (Best Practice, 2002). Engaging employees, on the other hand, is critical to gain competitive advantage. According to Seijts and Crim (2006), an engaged employee is a person who is fully involved in, and enthusiastic about, his or her work. In his book, *Getting Engaged: The New Workplace Loyalty*, author Tim Rutledge (2005) explains that truly engaged employees are attracted to, and inspired by, their work (“I want to do this”), committed (“I am dedicated to the success of what I am doing”), and fascinated (“I love what I am doing”). Engaged employees care about the future of the company and are willing to invest the discretionary effort – exceeding duty’s call – to see that the organization succeeds. Today, there is widespread agreement among academics and practitioners that engaged employees are those who are emotionally connected to the organization and cognitively vigilant.

Mindset covers long term core beliefs as well as the daily thoughts and emotions that affect how we feel from day to day and hour to hour. On a day-to-day basis, school management ought to ensure that they interact with teachers, make an effort to go to common meeting places where they tend to discuss on an informal basis those matters that perhaps concern them. An open approach should be ensured to allow people to discuss with management anything that is troubling them and allows both to deal with issues before they escalate to higher levels. Public servants in Botswana play an important role as partners in the management of the public sector and national affairs. During the past three decades, the country has acquired a reputation for sound development management and good governance. That reputation has been derived primarily from the behaviour and performance of the country’s public servants who have been motivated to fulfil their duties honestly and effectively. However, in recent years, a culture of indifference and outright laziness has crept into the public service leading to serious bottlenecks in service delivery. This is confirmed by Neves and Caetano (2006); that a negative attitude toward change can reduce work satisfaction, which, in turn, may negatively affect the relationship between the individual and the organization.

According to Hopen (2004), ultimately, behaviours are evaluated in terms of the results they generate, ineffective/inefficient actions and inappropriate approaches undermine the ability to obtain the required results. For any outcome we are expected to achieve, we always have options we can take and the approach we can use. Our choices are influenced by many; factors for instance, previous education, training and experiences all affect our behaviours. Similarly, resources we have available to us, including time, money and personnel, affect our behaviours. Further, behaviours are influenced by what happened in the past. If we were rewarded for an achievement, we are likely to repeat the behaviour that

helped us accomplish it. If we were punished for behaviour, we are likely to avoid it in future. Organizations set goals to be achieved and these cascade down to the employees who work to achieve them. Graham (2004) reiterates that the mindset of both managers and employees is to work together, cooperatively and effectively, toward a common goal, ensuring the success of the organization by delivering timely, high quality products/services to customers.

Performance Based Reward System (PBRs)

Performance Based Reward System (PBRs) was initiated in Botswana in 1999 as government's response to complaints from members of the public that they were not getting good quality service from government departments. PBRs is a strategic and integrated approach to increasing the effectiveness of organizations by improving the performance of the people who work in them and developing the capabilities of team and individual contributors (Price, 2004). Factors that have led to prevalence of PBRs include government legislation, technological changes, increasing flexibility and diversification. Enthusiasts of performance assessment argue that it serves a key integrating role within an organization's human resource processes. To begin with, it provides a checking mechanism for resourcing policies and procedures, evaluating the quality of recruits and hence the underlying decision-making process. Secondly, it monitors employee commitment and the relevance of their working behaviour to business objectives. Thirdly, it provides a rationale for an organization's pay policies (Price, 2004).

PBRs arouse controversy, uncertainty, pessimism and insecurity and employees are often dissatisfied with the methods of PBRs. Managers are frequently reluctant to engage in the process because of its controversial nature. However, several organizations in the corporate sector have embraced the process and are now reaping the economic benefits thereof. This might not be true with the civil service as reiterated by Radibe (2004:5), in his newspaper article. He indicates that Botswana Teachers' Union (BTU), at its national Executive at Francistown College of Education, condemned and castigated the government of Botswana (Ministry of Education) for the manner in which it was implementing the PBRs. Further, BTU outlined some reasons as to why PBRs was not suitable for teachers:

- Lack appropriate instruments to use teachers in the light of Performance Management System (PMS)
- Poor and demotivating conditions of service
- Lack of capacity to implement the public reforms
- Disparity in availability of human and financial resources across all sectors (Primary, Secondary and Colleges of education).

However, the Mmegi newspaper editorial (2004:2) states that perhaps the greatest advantage to be derived from PBRs is that the new system will reward only those who are productive. The hope is that those who do not do well will be rehabilitated or if they persist in their ineptitude will face the chop. PBRs will only succeed if it is followed to the letter without being compromised. According to Price (2004), Performance management systems have the following aims:

- Assisting in achieving sustainable improvement in an organization's overall performance.
- Serving as a lever for change in developing a more performance-oriented culture.
- Increasing employee motivation and commitment.
- Giving individual employees the means to develop competencies, improve job satisfaction and reach their full potential to their own benefit and that of the organization.
- Improving team spirit and performance.
- Offering a mechanism for regular dialogue and improved communication between individual employees and their managers.
- Providing an outlet for employees to express their aspirations and concerns.

The aims are in line with the benefits of PBRs according to the Directorate of Public Service Management (2004) to the Botswana public service. The benefits are envisaged as:

- Facilitating the use of IT and other performance improvement initiatives
- Addressing what customers or the public want in terms of service
- Facilitating team-building and team work
- Facilitating identification of the actual as opposed to the desired performance, including training needs in the process
- Improving communication between management and employees including enabling the joint derivation of output and plans of action
- Clearly specifying the standards and/or requirements for ministries and departments resulting in a shared vision, communicated strategy, common values, and universal focus on output.

The Performance Based Reward System provides a process that allows a linkage between the Performance Management System and individual accountability. This is through the development of performance objectives and employee performance reviews in a manner that will encourage continuous improvement (Molefe, 2004). The Government of Botswana as the employer has delegated well-defined responsibilities and authorities to ministries across the public service. This is to allow them be held fully accountable for decisions associated with matters relating to employee performance and for making efforts to engage employees in the performance management process. Employees are held accountable for their performance level and for their contributions to the objectives of the government; in accordance with the performance based reward system framework and guidelines (Botswana Directorate of Public Service Management, 2004). The government of Botswana has rolled out a Performance Management System, deemed necessary as part of the ongoing process to improve the quality of services being delivered by the public sector. Proper structures need to be put in place for its implementation and application to all levels of staff. At the very least, there are elements of the public service that are characterized by: weak administrative leadership; inept or non-existent strategic planning; unmotivated staff; a general lack of communication and interaction between the various levels of staff and archaic management practices quite unsuited to the implementation of

PBRS. Along with the implications for the introduction and sustainability of the envisaged PBRS, these shortcomings will also be of some concern due to the influence and impact of globalization. Schools need to acquire an organizational culture that accepts the complex process of defining, in measurable terms, intended outputs/outcomes. With such a framework in place, implementation could be successful. There must also be a firm understanding that performance management is not performance appraisal. However, appraising performance is but one part of a performance based reward system. According to Hildebrand (1997), a performance management system is the umbrella term for conducting performance appraisal, observing, documenting, giving feedback and helping employees develop skills. If well implemented, it can help the organization gain a competitive edge.

Bacal (1999) affirms that Performance Based Reward System is an ongoing communication process, undertaken in partnership between employees and their immediate supervisors. It involves establishing clear expectations and understandings about the essential job functions each employee is expected to undertake; how each employee's job contributes to the goals of the organization; how each employee and supervisor will work together to sustain, improve, or build on existing employee and organizational performance; how job performance will be measured; and identifying barriers to performance and removing them. In essence, then, performance reward system is a system. It has a number of parts, all of which need to be included if the PBRS is going to add value to schools, its managers and staff (Botswana Directorate of Public Service management, 2004). For the Botswana public service, the introduction of Performance Management System (PMS) which later changed to Performance Based Reward System is being touted as an essential part of productivity reforms. In fact, on the occasion of the launch of the intent to introduce a PMS in the Botswana public service, the original draft speech of the President of Botswana, Festus Mogae had stated the rationale as including, among other things, the fact that from the mid 1980s, signs of complacency and outright neglect of duties began to creep into the public service and productivity visibly declined leading to the establishment of the Botswana National Productivity Centre (BNPC) in 1993 to promote productivity throughout the economy.

The president's original draft speech further held that a culture of indifference and outright laziness had crept into the public service, including schools, leading to a situation where the government is accused of insensitivity to the needs, aspirations, and problems of the nation. There is a general waste of resources and inefficiency in managing those resources in ministries and departments. There is also inadequate strategic management by ministry and department managers; ministries are not driven by any vision and or mission; there are no strategic plans, key goals and objectives; and there is very little information and lack of clarity on performance and achievement of strategic obligations (Mogae, 1999). As a result, there is a general lack of confidence in the public service by the nation, compounded by unending public disquiet about the government as an ineffective and inefficient service provider and "taxpayers are getting more and more convinced that they are getting a raw deal out of the taxes they

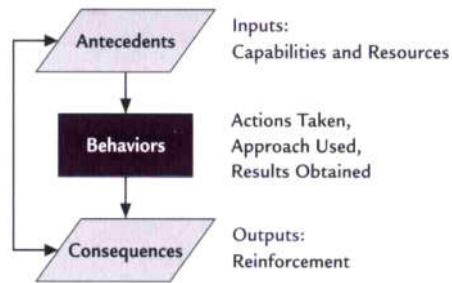
pay." Consequently, according to the Ministry of Education report on excellent education for the millennium (1999), the primary objective of the PBRS in the Botswana public service is the improvement of individual and organizational performance in a systematic and sustainable way. This is also affirmed by Hopen (2004), that, ultimately, the goal of a performance management system is to create success for both the organization and the employee. It is also intended to ensure customer satisfaction through regular interaction with the organization and provide a planning and change management framework that will be linked to budget and funding processes. This, in turn, will enable the government to enhance its capacity to manage at a higher level of productivity and service delivery accomplishment.

In the context of globalization, the Botswana public service, like all other public services around the world, would also need to renew or reengineer itself to function in a globalised setting. Create an environment that would help the private sector to benefit from globalization by competing favourably in the international market (Mangori, 2000). Globalization is indifferent to national borders and nations have lost most of the sovereignty they once had as goods, capital and people move freely in an interdependent mode. Moreover, national policies (in economic, social, cultural and technological areas) which were previously under the jurisdiction of states and people within a country have increasingly come under the influence of international organizations and processes and in some instances, large private corporations. Against this backdrop, the Botswana public service needs to adapt a global mindset with a transformed leadership that pursues the capacity to turn threats or stumbling blocks into opportunities; to motivate people to excel, not just to survive; and to accelerate innovations in the workplace. Undoubtedly, globalization demands new thinking as the certainty of laws and predictable relations no longer exists and more has to be done with less resources and time to react. Therefore, as mentioned earlier by Hope (2001), for Botswana, developing and managing public service personnel who can think, lead and also act from a global perspective, and who possess a global mindset, must become a priority. Continuous change of the mindset of these public service officers, in line with global trends and private sector realities, is therefore of paramount importance.

However, as recently as 2006, opinions from the general public show that PBRS is not bearing the desired fruits in the public sector, more specifically in schools. Opinions like "we have waited to see the implementation of the Performance Based Reward System (PBRS)" are still heard. The introduction of the innovation seemed to promise a trend of rewarding and reinforcing outstanding performance. Are we still there? If not, when can we expect PBRS to affect teachers and help improve their level of productivity? Where can we learn from? In America, where Botswana partially borrowed the policy of PMS and PBRS from, many states are now trying to improve their education systems, through three strategies: (1) laptops for students (the ITC solution); (2) new and better science and mathematics teachers (the better trained teacher solution); and (3) merit pay based on assessed performance in the classroom which would add to a teacher's salary (the bonus solution)" (Molefe and Pansi, 2006, p. 10).

Mahoney *et al.* (2004) state that, as part of the overall aim of raising standards and assuming that ‘we can only realize the full potential of our education system if we attract and motivate teachers and other staff with the ambition, incentives, training and support, proper implementation of PBRs is vital’. Performance management systems are based on the “ABC Model” (see diagram 1) which has been proven effective for changing individual and group behaviours when it is properly implemented. Although managers can create an environment for success, motivation comes from within a person, not from outside (Hopen, 2004).

Diagram 1: The ABC Model



Adapted from Deborah Hopen’s article, “Consequences and Changing Behaviour”, *The Journal for Quality and Participation*, Spring 2004:19.

Challenges Facing Civil Servants

There are quite a number of challenges faced by civil servants.

Leadership

The effect of autocratic approaches is a loss of inter-connectivity which reduces organizational flexibility and, ultimately, performance. Yellow parking lines in the form of rules, instructions, guidelines and directives are more important than co-operation for the greater good of collective interconnected system (Gottelmann *et al.*, 1998). The reason for this is that the civil service rely more on hierarchical organization structure than networked structures. Not every teacher is exposed to the same information, nor have they been exposed to the same experience; so, their perceptions differ. Decision-making in government is predominantly a centralized approach. Just about any decision requires the approval of the director general or the minister. Important decisions about policy, legislation and departmental positions carry the same authority approval as the placement of a new employee at the lowest level in the organization (Kim, 1999).

Institutional Reforms

The teachers lack the ability to formulate, implement and monitor policies, programs and strategies focused on economic growth and sustainable development. In addition, they do not have adequate physical infrastructure, office equipment and other facilities to perform their duties in a professional manner (Botswana Ministry of Education, 1998). Many teachers lack motivation and are most of the time demoralized due to low salaries, poor working conditions, and appointment based on criteria other than merit (Hope, 2001).

Multiple Accountability

According to Heeks (1998), there is a broad set of accountabilities in the civil sector, two out of these are:

- Managerial accountability - to senior managers within the organization.
- Public accountability - to citizens outside the organization.

The school administrators are answerable to the public on how well they have safeguarded their interests as well as to the government as the employer.

Declining Public Service Ethics

Secondary school delivery will be enhanced through an organization culture that strengthens employee involvement, reward team work, recognize individual effort and incorporates the needs of clients and users.

Declining Social Values

One of the major challenges to school management is the declining social values of the society itself. Values such as integrity, honesty, dependability, helpfulness, impartiality, courteousness, and fairness are gradually disappearing from the civil service (Agere & Mandaza, 1999:26). Unfortunately, in most African societies, there is no system for reinforcing these values.

Declining civil Service Morale

It has been noted that declining civil service morale, of which teachers are a part, is an impediment to the implementation of PBRs. The argument is that public sectors as well as schools are unlikely to be successful if they regard themselves as being involuntarily pledged to perform to externally imposed standards without commensurate remuneration. Poor pay and inconsistent management practices in schools also contribute to low morale.

Access to Information and Telecommunication (ICT)

Access to ICT-borne data requires a whole range of overt resources including telecommunications infrastructure to provide network access. An electrical infrastructure to make ICTs work, and a skills infrastructure to keep all the technology working, money to buy or access ICTs, skills to use the ICTs and literacy skills to read the content (Hope, 2001). Botswana is trying its level best to provide for all these but falls short of some, for example, a number of schools do not have skilled personnel in ICT and cannot access internet today.

Resources

The Ministry of Education South Central Biennial Regional Heads Conference Report (1998) highlighted that inadequate basic infrastructure and resources slows the PBRs implementation process. For example, all secondary schools have computer laboratories, but many of them are not fully equipped. Departments such as Teaching Service Management (TSM) do not have adequate transport to properly perform

their functions, or a development budget that would better enable them implement policies efficiently.

Resistance to Change

Change tends to bring about insecurity and resistance in any way. Teachers, school heads and support staff become accustomed to doing things a certain way and often resist when told to change to a new way, even if the new way has benefits for the employee and/or the students. Attempts to decentralize departments have met with the same problem. People like the status quo and are frequently unwilling to see the merits in any system other than the status quo, this is according to the Framework and Guidelines on Performance Based Reward System (Botswana Directorate of Public Service management, 2004).

MATERIALS AND METHODS

The research focused on the secondary schools within Kgatleng District, situated in the south eastern region of Botswana. The reason of limiting the research to Kgatleng District was that the schools within the district are a representation of schools nationally and therefore the researcher concludes that the impact of mindset experienced by Kgatleng secondary schools are generally the same nationally. The schools are also all governed by the same legislation despite their location. It is also understood that some schools in other districts are located in the remote rural areas; however, the business principles are similar, and indeed in all schools.

Questionnaire Design

The questionnaire was drafted along the lines of the existing questionnaires that were used in the past as an instrument of collecting data. Open-ended questions were used in some instances to enable the researcher gather as much information as possible. The researcher used Likert scale type of questionnaire for ease of data interpretation and analysis.

Target Population and Sampling Frame

The target population for this study consisted of teachers and ancillary staff of schools. Both junior staff and senior staff formed part of the sample selected for the study. This method allowed data collected to be meaningfully analysed at each level. A sample of 20, consisting of 15 teachers and 5 ancillary staff, was randomly selected from each of the 10 secondary schools within the district adding up to a total sample population of 200. An effort was made to contact each school's leadership via telephone to explain the purpose of this study and to solicit teachers' participation. It is important to note the possibility of selection bias in the sample (Leedy and Ormrod, 2005).

Limitations of the Study

A number of limitations were identified during the study. Firstly, sampling methods were used because the entire population group could not be reached due to resource constraint. While probability sampling produces fairly accurate results, there is always a margin of error attributed to

the process; hence the chance that the selected sample may not have been one hundred percent true representation of the entire population. Secondly, the data sources used to draw up the population groups that were used in the study was a snap-shot of the teachers at a particular time and may not have been up-to-date. Teachers in secondary schools are characterized by dynamic movements with a number of transfers in and out every term. The implication of this limitation is that the population groups may not have been one hundred percent accurate. Finally, time constraint, especially during data collection meant that respondents had only a few weeks within which to respond to the questionnaire. As such, some questionnaires were not received back due to time constraint.

RESULTS

The Response Rate

The same questionnaire was used by both the teachers and the ancillary staff. In total, 200 questionnaires were distributed to the sample. Of the 200 that were sent out, 182 were completed representing 91% response rate. Eighteen of the responses were spoiled and were therefore not used for data analysis. Figure 1 provides a summary of the response rate results.

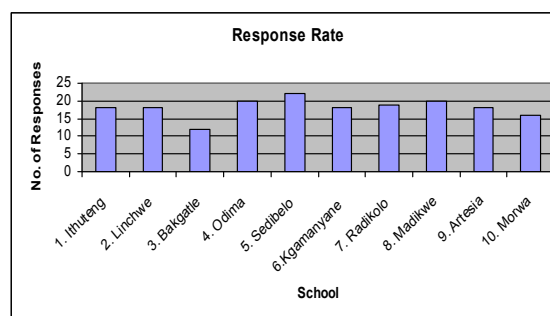


Fig. 1: Response Rate

Biographical Details of Respondents

The characteristics of the sample varied in many dimensions including age, gender, level of education, current position held in school, school and duration of service. The number of teachers and ancillary staff who fell within the age range of 21-30 almost equalled that of range 31-40 at 47% and 44% respectively. However there was a great variation in terms of gender. Figure 2 shows that females were about half the male respondents.

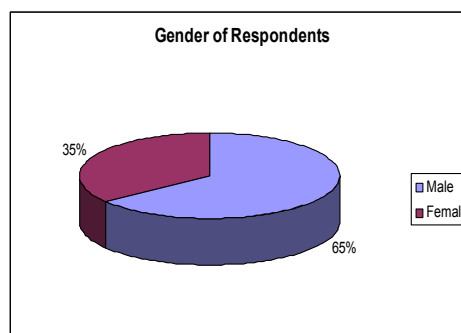


Fig. 2: Gender of respondents

The level of education of teachers and ancillary staff showed a big number of the respondents had attained education up to the diploma level followed by those with degrees. Only 1% had attained master's degree. Figure 3 shows the percentage of the respondents' different levels of education.

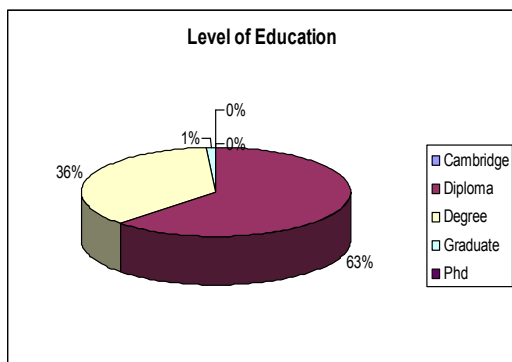


Fig. 3: Level of Education

On average, 46% of the respondents held the position of senior teacher 2 and only 4% and 3% were in senior management and ancillary staff respectively. All the schools surveyed indicated that most of the respondents were new in the teaching profession. Of the respondents, 58% had worked between 0-5 years with only 3% falling in the category of 26-30 years of service. The findings show a great variance in when last the Personal Development Plan (PDP) was evaluated. Seventy eight (43%) of the respondents had never had their PDP evaluated by their supervisors. Twenty seven percent of the respondents had been evaluated in March 2007 and 13% in January 2007 and only 4% had their PDP evaluated last year, 2006. There was variation in how satisfactory performance should be rewarded. Almost half of the respondents were of the opinion that satisfactory performance should be rewarded by both pay increment and promotion. Thirty five percent were of the opinion that only a pay rise would be sufficient to reward acceptable performance. Three percent of the respondents had other forms of rewarding satisfactory performance. These included an award during Teachers' Day celebration and Presidential Award held annually in Botswana.

Regardless of one's Involvement in the Performance Appraisal in the Past or Not

The number of respondents who agreed that job performance should be assessed on a regular basis and those who strongly agreed that job performance should be assessed on a regular basis was the same at 45%. The same response was also elicited in regard to direct supervisors. The teachers and ancillary staff in all the schools who agreed that direct supervisors should have necessary skills to assess performance and those who strongly agreed were 46% and 47% respectively. Out of the 182 respondents, 74% strongly agreed that supervisors should play an active role in developing staff to perform better. All staff should have the opportunity to discuss their performance objectives with their supervisors. This statement was strongly agreed upon by 71% of the respondents. Generally, a high number of teachers and ancillary staff agreed or strongly agreed on the following variables:

- Performance should be measured against the objectives agreed to between the staff member and the supervisor as well as against the competencies the staff member should possess in order to perform to the required standard. Of the respondents, 52% agreed.
- Training and coaching should be provided to staff whose performance is below standard. Of the respondents, 57% strongly agreed.
- Those driving the appraisal process have received adequate training.
- Performance reviews are a good opportunity for communication between the staff member and his/her supervisor, 52% strongly agreed.
- Those performing unsatisfactorily should neither receive a salary increment nor a bonus, but should be provided with the necessary training to improve their performance. Of the respondents, 48% agreed.

General Perception about PBRS

The general perception about PBRS in all schools that took part in the survey was positive. Of the respondents, 53% strongly agreed that one should feel a sense of personal satisfaction when one has done the job well and 49% of the respondents agreed that staff should conclude a performance contract with their supervisor. On: 'the supervisors should create an environment where staffs openly and freely tell each other about work related mistakes committed', 47% of teachers and ancillary staff strongly agreed with it.

Those whose Performance had been Evaluated in the Past

Only 72 out of the 182 respondents have had their performance evaluated in the past. The results show that more than half of the respondents whose performance had been evaluated before disagreed with the statement that they were not adequately prepared for the appraisal observation. Fifty percent and above of the teachers and ancillary staff agreed with the following statements:

- The performance appraisal was conducted fairly.
- The performance appraisal was a true reflection of my performance.
- My performance was evaluated in terms of my output results and my personal behaviour.
- The purpose of the appraisal was made clear to me from the beginning of the process.
- There was sufficient time to discuss my performance in the appraisal observation.
- Areas of strengths and weakness were clearly articulated to me.

The respondents that strongly agreed with the statement that the present system should be refined to show performance gaps clearly, so that relevant training can be organized were 63%.

Rating of Supervisors and PBRS Training

The pie charts below show the respondents' overall rating of their supervisors in terms of monitoring performance and

giving feedback (figure 4) and respondents who have undergone any form of PBRS training before (Fig. 5).

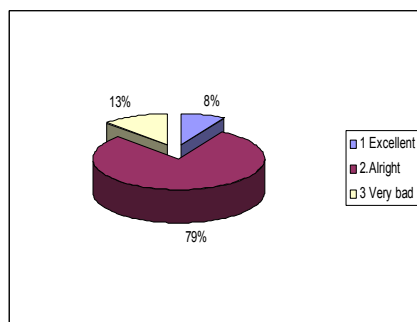


Fig. 4: Supervisor's performance

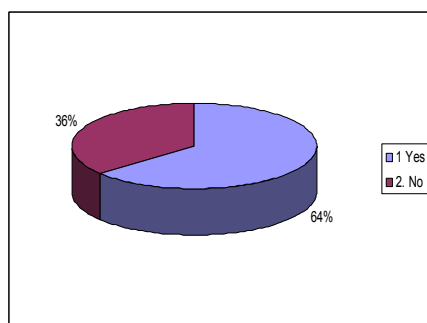


Fig. 5: PBRS training

It is clear that quite a number of teachers and ancillary staff are alright with their supervisors regarding monitoring performance and providing feedback. On the other hand, 64% of the respondents had undergone PBRS training before. The training was in the form of workshops conducted in the schools and in Gaborone, the capital city of Botswana.

Performance Culture and Mindset ("The Way we do Things around Here")

This section of the questionnaire was answered by 95% of the respondents. The results are presented graphically for each variable (F1 to F13). Occasionally, responsibilities are clearly outlined in job descriptions such that everybody knows what is expected of him or her. On: 'my "boss" always pays attention to what I say when I talk to him/her', 52% of the teachers and ancillary staff said that this was occasionally done. The statements: 'People above the level of senior teacher 1 are quite receptive to ideas and suggestion from workgroup'; and 'Everything that one does in this institution has to go through a great deal of bureaucracy', and 'my performance is recognized and fairly rewarded', all had over 50% of the respondents say that these were occasionally done. A great deal of resistance is experienced by the respondents from the other members of staff and management whenever there is any attempts to suggest or introduce change on their institutions as presented in Figure 6.

General Mindset and Organisation

A number of respondents did not feel like being part of the family at their schools. However, all in all the teachers and ancillary staff strongly agreed that they were satisfied with

their job (about 100%). Thirty-eight percent of the respondents did agree with the statement that they continued to look for new ways to improve the effectiveness of their work. Over 50% of the teachers and ancillary staff agreed with the following statements:

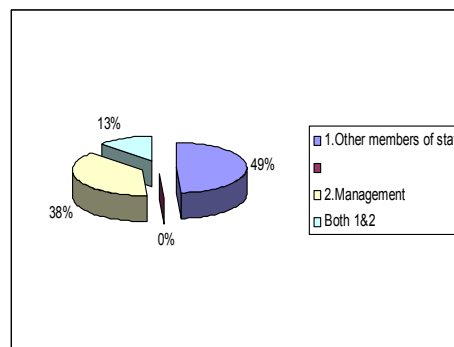


Fig. 6: Resistance to change

- 'I encourage others to try new and more effective ways of doing their job'.
- 'We have specific mechanism for sharing lessons learned in our school'.

However 50% of the respondents disagreed with the variable which states that "I continue to look for new ways to improve the effectiveness of my work". "In general I like working here"; "I really feel as if this school's problems are my own", and "I was taught to believe in the value of remaining loyal to the school", are all statements disagreed on by the respondents.

DISCUSSION

The number of respondents found to fall in the age range between 21-30 years was 86 and those between 31-40 years were 84. This represented 47% and 44% of the sample respondents respectively. There was biasness in gender representation. The female respondents were about half the male respondents.

Knowledge of PBRS

The sample respondents from the ten schools that took part in the survey do understand what PBRS is all about. The results clearly show that quite a number of respondents agreed or strongly agreed with almost all the variables that tried to find out whether they were aware of PBRS and what it entails or not. This is supported by the fact that 64% of the respondents had undergone PBRS training mostly through workshops conducted in the schools. It is interesting to note from the results that, while all schools have rolled out PBRS, 44% of the respondents have never had their PDP evaluated. The respondents whose PDP was evaluated in May 2007 were only 28% and 2% had theirs evaluated in 2006. The evaluation of PDPs was rarely done and if it was, there was no consistency. This has impacted negatively on the implementation of PBRS and teachers and ancillary staff have developed a negative mindset about PBRS and its objectives.

General Perception about PBRS

As was briefly mentioned, the general perception about PBRS in all the schools that took part in the survey was positive. Of

the respondents, 53% strongly agreed that one should feel a sense of personal satisfaction when one has done the job well and 49% of the respondents agreed that staff should conclude a performance contract with their supervisor. Of the teachers and ancillary staff, 47% strongly agreed that the supervisors should create an environment where staff openly and freely told each other about work-related mistakes committed. The respondents whose performance had been evaluated before also had a positive feeling on how the evaluation was conducted. Most of them were adequately prepared for the evaluation and the performance was a true reflection of their work. The person who conducted the appraisal was generally suited for the job (see figure 4). There was a two-way communication between the appraiser and the appraisee. However the respondents strongly feel that the current system can be refined to show performance gaps clearly so that relevant training can be organized for those who underperformed.

Performance Culture and Mindset

Occasionally, there is fear by the supervisors to reprimand teachers and ancillary staff reporting to them in order to appear in “good books” of employee. In addition, School heads and heads of departments occasionally involve teachers and share power, and almost everything that one does has to go through a great deal of bureaucracy. This is echoed by Makgabenyana (2007) in his article in the *Daily News* newspaper that bureaucracy holds back social services. He further stated that departments still use archaic and out-dated laws and policies that are not applicable to the current realities experienced by the community. It takes too long to make decisions. There exists resistance (see figure 6) from other members of staff and management when teachers and ancillary staff attempt to introduce change in their institutions. These scenarios will definitely hamper the effective implementation of PBRS in the schools. The sample respondents did disagree and agreed on variables that tried to find out how they felt about their job and their school. Most of the respondents did strongly agree that they were emotionally attached to their schools but disagreed on the fact that school conversations kept alive the lessons learned from history. This is further supported by the statement that ‘I do not feel like part of the family at my school’ of which many did agree to. ‘Continuing to look for new ways to improve the effectiveness of one’s work’ is a statement most respondents disagreed with. Leadership in the schools that took part in the survey apparently is highly centralized, hierarchical and authoritarian. There is also an emphasis on control mechanisms, rules and procedures rather than performance and high reluctance to judge performance. This was echoed by Jackson (2004), that the public sector and state-owned enterprises in ‘developing’ countries generally have been widely criticized as being too large, bureaucratic and change-resistant (figure 6). The hierarchical controls effectively prevent teachers and ancillary staff from developing new skills and using their initiative. Consequently the job becomes just a source of income devoid of meaning and in so doing, discourages efficiency and productivity. When PBRS was first introduced, this was done first at managerial levels with the expectations that this would then filter down through the schools to include all teachers and ancillary staff. However, the results show that there is still a lack of awareness and appreciation for PBRS. This further has

led to a lack of confidence, among some within the public service leadership, on the usefulness of PBRS. There is no evidence to suggest promotion or pay increment for those who whose performance has been evaluated and found satisfactory.

The general mindset and organisation indicate that there was generally higher satisfaction with working conditions, content of job and job security, yet lower satisfaction with appraisal system (PBRS), recognition of teachers’ and ancillary staff’s worth and extent to which they felt involved in matters that affected them at work. Poor planning of evaluation process, appraisees not knowing exactly what is expected of them during appraisal and untrained appraisers, are some prevalent problems which have led to negative mindset. In addition, the appraisers are composed of senior management; hence creating a hierarchy in schools which consequently leads to lack of motivation, lack of confidence, and low self esteem. PBRS is also viewed by some teachers and ancillary staff as an instrument used to find faults from those who are not performing and productive in their work. PBRS was introduced by the government of Botswana to improve service delivery, accountability and productivity. This is a change imperative. Managing it is critical for the successful implementation. The ability of the schools to carry out their mission and achieve results is dependent on the competence, innovation, and productivity of the teachers and ancillary staff. The workforce work to achieve the goals, not the rules. The mindset of both leaders and their subordinates is to work together cooperatively and effectively, toward a common goal, ensuring the success of the schools by delivering timely, high quality services to customers. Teachers and ancillary staff need to have clear performance expectations that are linked directly to the desired outcomes. The expectations must also include the outcomes they need to achieve in order to be successful and competencies like knowledge, skills, abilities and attitudes that they are expected to demonstrate behaviourally on the job in order to be fully successful. The results from the study show that there is need to train and develop teachers and ancillary staff to support the achievement of performance expectations and schools’ objectives. Management is lacking in terms of providing ongoing coaching and regular performance appraisals that assess the teachers’ and ancillary staff’s actual performance in relation to the performance is not consistent. Further, there is no proof of any timely recognition of desired performance in almost all the schools. On the other hand, timely corrective action and disciplinary action are rarely given, if any at all.

A conceptual Frame-work for Systematic and Objective Approach to Mindset Change or Turn-around

Leadership is the ability to change others’ behaviour, or to influence others towards taking action in line with a goal or objective (Smit and Carstens, 2003). Therefore efforts to implement change in an organisation are more likely to be successful if a leader understands the reasons for resistance to change, sequential phases in the change process, different types of change and importance of using appropriate models for understanding organizational problems (Yukl, 2006). This is further affirmed by Woodward et al (2004), who state that leaders need to equip themselves with an assortment of skills and competencies required to lead change and those needed to effectively cope with change. In addition, poor leadership can

bring about additional pressures. Therefore, being sensitive to the coping problems of both managers and staff is an important aspect of change management. Successful PBRS implementation has to go through a sequence of stages that usually need substantial amount of time. Kotter (1995) outlines eight phases of the change process. PBRS, which elicits change, can easily and successfully be implemented if participants accept the new attributes that come with it and are able to enact them. The teachers must have a purpose, a plan for, and a part in the implementation. Neves and Caetano (2006) assert that managers' credibility to communicate accurately with employees concerning the change intervention enhances management credibility and employee receptivity to change. Further, employees are able to get information on how the intervention will take place and its consequences, thus providing them with a greater sense of control over the change.

Leadership matters most for any turn-around, and as Kanter (2003) puts it, managers can stem losses with a few bold strokes, such as slashing budgets or selling off assets. But putting an organisation on a positive path towards future success also requires that leaders energize their workforce, throughout the ranks. The small wins that newly empowered people create are the first signs that a turn-around is on track. And this is the true test of leadership - whether those being led out of the defeatism of decline gain the confidence that produces victories. Another model, developed in the 1960s is the Rational Emotive Behavioural Therapy (REBT) model. It provides a framework and practical approach to helping individuals develop effective beliefs and thinking patterns. This approach is applicable to a business environment and may be readily applied in either one-to-one coaching or group interventions. The approach is based on research that demonstrates how individual behaviour stems from thoughts and emotions - the way we think and feel, determines the way we behave. The REBT Model developed by psychologist Albert Ellis (ibid) states how an event (A) does not in itself cause an emotional or behavioural response. Rather it is an individual's belief system and resulting thoughts (B) about the event that causes the emotional and behavioural response (C) to an event or set of circumstances. By challenging and exchanging irrational beliefs for more accurate and appropriate rational beliefs, an individual's emotions and behaviour can be altered and developed. The REBT approach is well documented and clinically proven to bring about significant changes in feeling and behaviour, both quickly and with long term impact. Using REBT techniques in either one-on-one or group interventions can help reframe irrational beliefs into more helpful beliefs. These techniques require a skilled and experienced practitioner to apply them (Best practice, 2002).

CONCLUSION

The main objective of this study was to investigate the impact of teachers' and ancillary staff's mindset on the implementation of PBRS in secondary schools in Botswana and how it could be further developed to enhance service delivery, transformation, accountability and productivity by teachers, who are also civil servants. The study found out that a high number of teachers and ancillary staff had never had their performance evaluated and among those who had, there was no consistency. The leadership style in almost all schools

is still hierarchical and members of staff are not fully involved in decision-making. This has led to a situation whereby teachers see their jobs as just a source of income and do not come up with their own initiatives to better their performance in the work place. Further, bureaucracy slows down the decision making process and hence the implementation of PBRS is slowed too. This has also led to many teachers and ancillary staff to develop a negative attitude towards PBRS. The study also found out that PBRS training in the schools had been conducted and members made aware of its importance, but this was done within the respective schools through workshops. The workshops were conducted by teachers who themselves had attended the same at the regional level. Usually these teachers encountered resistance from fellow teachers and ancillary staff as they did not sometimes have the relevant information about PBRS at their finger tips. The culture of high work performance and adoption of positive work ethics in the public sector is paramount if productivity is to be improved. The public service jurisdiction has not experienced the necessary rigor in terms of performance measurement; hence it is rare to find public servants, in this case teachers and ancillary staff, who had been dismissed because of poor performance. It was also found out that occasionally, leaders (school heads and heads of departments) feared to reprimand their followers and tolerated unsatisfactory performance in order to appear in "good books". Lastly, one major reason the respondents continue working for their schools is that they believe that loyalty is important and therefore feel a sense of moral obligation to remain.

Recommendations

Whereas the techniques for developing skills are commonly well-understood and appreciated, developing mindset and clear standards are more complex tasks for any manager or team leader. Proven techniques exist to help remove inhibiting beliefs and thoughts, and to help individuals develop and retain a positive mindset. These techniques should be embraced by managers and team leaders looking to develop and sustain high performance within their teams. Setting effective goals, behavioural standards, and continually monitoring individual performance requires clear focus and may be time-consuming. However, this should be a prime activity for any manager and team leader who wishes to encourage consistent behaviour and stimulate sustained improvement. Based on the findings of this study, the impact of mindset on the implementation of Performance Based Reward System (PBRS) in Secondary schools in Botswana can be described as high due to bureaucracy that holds back civil servants execution of services. Schools still use archaic and out-dated laws and policies that are not applicable to the current realities experienced by the community. It takes too long to make decisions and set goals take too long to be achieved. There exists resistance to change in the institutions. These findings bring into focus two critical questions which if answered would provide further insight as to why the implementation of PBRS is slow and why many teachers in schools in Botswana have never had the PDP evaluated. The two questions are:

- To explain why bureaucracy still exists in the daily running of schools and hierarchical controls.

- To explain why a large number of teachers and ancillary staff have never had their PDP evaluated ever since the introduction of PBRS.

Further research needs to be carried out in order to provide answers to these questions.

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