THE EFFECTIVENESS OF PERFORMANCE MANAGEMENT SYSTEM IN IMPROVING STUDENTS' PERFORMANCE AT FRANCISTOWN JUNIOR SECONDARY SCHOOLS IN BOTSWANA

Shathani Rejoyce Orapeleng
Molepolole College of Education
rorapeleng@gmail.com

Abstract

This research evaluates the Performance Management System (PMS) program in Francistown Junior Secondary Schools in relation to students' performance. Two Likert type questionnaires were used; one for teachers and the other for students. The questionnaires were face and content validated. The reliability of 0.9351 for teachers and 0.5096 for students were determined using the Alpha reliability method. The results show that the students who are expected to be the end beneficiaries of the initiative did not benefit much due to shortage of facilities as well as learning materials. The *r* value of 0.479 showed that there is a weak relationship between teachers' performance and the implementation of PMS. The *F* change in all cases was found to be a significant indication that the more management and leadership variables are put in place, and the more qualified teachers are, the more students benefited. The study recommends that the students as the ultimate beneficiaries of PMS, need to be introduced to the program.

Key words: Performance management system, evaluation, vision, leadership, management, applicability

Introduction

The introduction of Performance Management System (PMS) caught the attention of Botswana government departments as it was cascaded to different Ministries to ensure quality service delivery and promote productivity. The Ministry of Education and Skills development was not an exception. PMS in schools was intended to yield good results in terms of higher pass levels. Nkhwa (2003) states that the Government of Botswana has been concerned about poor public service delivery since independence.

Numerous studies have been conducted on PMS in the different ministries in Botswana and one of these studies, Sisa (2014:V) found out that "the implementation of PMS in the Ministry of Foreign Affairs and International Cooperation was problematic". Among problematic issues raised were: ineffective supporting systems, ambiguous foreign policy objectives, lack of broad-based support, and lack of PMS experts. Furthermore, Mutahaba (2011:23) has this to say,

> Over the last decade, almost all African countries have adopted some form of public service reform and a common reform measure within those reforms is **Performance Management Systems/Results Based Management (ROM)**. It aims at improving service delivery through a results oriented performance management framework and imbibing a culture of focusing on results rather than processes. ROM is not only a key to performance with limited financial resources; it is also a key to reporting to the "principals". However, most of the countries seem to have picked bits and pieces of the ROM/PMS framework and do not have an integrated approach to its implementation, which reduces the realization of the full benefits of ROM/PMS framework.

Mutahaba (2011) affirms that Botswana and Kenya are the only countries that took up the full set of eleven tools. Hence, it is imperative for a study of this nature to be carried out to determine the degree to which PMS in its totality has benefited, Junior Secondary Schools, particularly, in Francistown. It is worth noting that Francistown Junior Secondary Schools were also affected by poor performance standards. This was submitted by Lute (2005, August 10), in the Botswana Gazette, under the heading 'Education is the least performing Ministry'**,** stating that the Ministry of Education was the least efficient Ministry in terms of service delivery.

The majority of PMS studies seem to conclude that PMS has not yielded expected results, even though Mothusi (2008) argues that the culture of public servants in Botswana has changed following the introduction of PMS. However, it is indicated that a top-down approach was adopted at the planning stage, thus resulting in lack of ownership of the reform.

The role of leadership

As already stated, PMS is a leadership driven initiative. Government of Botswana's intention for introducing the PMS initiative in the public service was to ensure quality service delivery and to inculcate a culture of high performance, accountability and focus on outputs (Selepeng, 2010). As the Directorate of Public Service Management (DPSM) states: "We desperately need to "leap frog" and forge ahead, and the PMS has been identified as the appropriate system to facilitate this necessary transition" (Republic of Botswana, 2002:4). Hence, schools in general are also expected to play according to the PMS norms.

The concept of leadership dates back to antiquity (Arnott & Holmgren-Hoeller, 2010:2). Leadership is so important that some scholars see it as the sole factor in success (Light, 1998:19). For the PMS program to be successful the school leaders in Francistown Junior Secondary Schools needed to possess a positive mindset and they needed to have the ability to motivate and bring out the best in staff. As the Institute of Development Management report (2006:66) asserts:

> Leadership is the essential ingredient that turns visions and plans into reality. Effective leaders harness the energies and gain the commitment of their people towards great achievements. A critical aspect of any Public Sector Reform Programme is how well public servants are led, managed and deployed. Sound management of people is a key component in improving the efficiency and effectiveness of the public sector.

For programs to succeed, the role played by leaders determines cannot be overemphasized.

Vision 2016

Alongside PMS, the Government of Botswana developed a long term vision for Botswana in 1997 which was known as Vision 2016. Vision 2016 was a Botswana blue print that sought to propel Botswana's socio-economic and political development into that of a competitive, winning and prosperous nation. In this connection, several key goals were developed and one that promoted the nation's educational standards provides for an educated and informed nation stating that:

> in the year 2016, Botswana's education sector will have readied itself for the dynamic needs of the country and the world as a whole. After acquiring a good education, citizens will be well equipped with skills to become the best producers of goods and purveyors of services. Every Motswana will have an opportunity for tertiary education and either technical or vocational training. As a consequence, there will be a huge pool of skills for any challenges that may arise in times of need. It has to be pointed out that Botswana's cultural and linguistic diversity will have been deeply entrenched in the educational system

The present Vision 2036 simply furthers the ideals of Vision 2016. Having a vision is a needed quality of effective leader because his or her vision inspires the members of the institution to the desired goal (Folkman & Zenger, 2014). According to Sergiovanni (1984:8), vision refers to the "capacity to create and communicate a view of a desired state of affairs that induces commitment among those working in the organisation". For PMS to be effective, leaders have to have a vision to sell to their followers.

Other work improvement initiatives

It will be useful to note that the Government of Botswana introduced some other work improvement initiatives before the PMS program was adopted. The primary aim of these programs was to promote quality service. These initiatives included the Work Improvement Teams Strategy (WITS), Performance -Based Reward System (PBRS) and, Job Appraisal System. According to Mothusi (2008), the concept of Work Improvement Teams (WITS) was borrowed from Singapore
in 1993. The WITS initiative was introduced to facilitate problem solving through the use of specially trained teams. The teams solved problems encountered in the undertaking of strategies and made improved recommendations to management. Through WITS employees were provided with skills on team building, management, problem solving technique, innovation and continuous improvement processes. The key purpose of the Work Improvement Teams was to improve work in organisations.

According to Heng (2008), team members work together to identify problems that hinder their performance and obstacles that bring disruptions in providing desirable services.

Later, the introduction of PBRS was seen as a better option. Nkhwa (2003) describes the 2002-2003 Botswana Performance Based Reward System project that he carried out in the Directorate of Public Service Management (DPSM). The first mandate was to develop options for a government-wide performance management program covering eighty five thousand Public Officers by April 1, 2004. The second mandate was to develop the program which was to be implemented country wide. The implementation included education institutions. Thus, teachers were to perform according to the agreed standards. The PBRS strategy was used alongside job appraisals which were mainly used to evaluate teachers' performance for the entire period of the year. Based on teachers' performance, an appropriate non-financial incentive was to be given.

According to McMeekin (2003:59) there are three broad approaches to providing monetary incentives to teachers for good performance.

> First, there is merit pay (usually a one time bonus) to individual teachers for their unique contribution to school performance in a given year. Secondly, awards to whole school establishments in the form of a bonus divided between all members of the team of people involved in producing the academic performance. Lastly, development of a compensation system based on a multi-dimensional evaluation of teacher performance and a scale of compensation that rewards knowledge, skills and actions directly associated with professional performance rather than purely on academic degrees.

The aim of enhancing teachers' performance through the employment of suitable incentives is of paramount importance. More can be gained from employees when their efforts in the education institutions are recognised and appreciated in one way or another.

Program evaluation

An appropriate evaluation of PMS is needed to enable the implementers to review progress and for the need to modify the program where necessary (Black, Harrison, Lee, Marshall & William, 2003). McNamara (2010) defines program as overall goals which must be reached to accomplish a certain mission. Programs are perceived as organised methods to provide certain related services to clients, customers, or patients. There is need for programs to be evaluated to determine their effectiveness. The Administration for Children and Families (2006), defines program evaluation as a systematic method for collecting, analyzing, and using information to answer basic questions about projects, policies, and programs. Program evaluation can involve quantitative methods of social research or qualitative methods or both. McNamara (2010) defined program evaluation as a careful collection of information about a program or some aspects of a program in order to make informed decisions about the program. The evaluation of a program is ideal in that the evaluation results can help leaders to accept or reject a program.

Paradigms in Program Evaluation

In order for a given program to be evaluated, the purpose and essence of evaluating it should be determined to measure its effectiveness. For the purpose of this study, the evaluation of PMS will determine its effectiveness in schools. There are three paradigms that can be considered for effective

program evaluation. These are the positivist approach paradigm, the interpretive approach paradigm, and the critical-emancipatory approach paradigm.

Potter (2006) identified and described the positivist approach as a paradigm in which evaluation can only occur where there are objective, observable and measurable aspects of a program, requiring predominantly quantitative evidence. According to Rossi, Lipsey & Freeman (2004), the positivist approach includes evaluation dimensions such as needs assessment, assessment of program theory, assessment of program process, impact assessment and efficiency assessment.

The second paradigm identified by Potter (2006) is that of interpretive approaches, where it is argued that the evaluator develops an understanding of the perspective, experiences and expectations of all stakeholders. The understanding of the perspective is crucial because it helps the evaluator to make judgments about the merits of a program. The evaluator's contact with the program is often over an extended period of time. Although there is no standardised method, observation, interviews and focus groups are commonly used to evaluate the program.

Potter (2006) also identified critical-emancipatory approaches to program evaluation, which are largely based on action research for the purposes of social transformation. These approaches are much more ideological and often include a greater degree of social activism on the part of the evaluator. Potter (2006) argued that the critical-emancipatory paradigm can be useful in developing countries because of its critical focus on societal power structures and its emphasis on participation and empowerment.

Whichever paradigms used, it is essential to acknowledge that evaluation takes place in specific social-political contexts. Evaluation does not exist in a vacuum and all evaluations, whether they are aware of it or not, are influenced by socio-political factors (Potter, 2006). Weiss (1999) observes that it is important to recognise the findings which result from the evaluations conducted. Among the discussed paradigms, the positivist paradigm was adopted to determine the applicability of PMS at Francistown Junior Secondary Schools.

Setting up a Performance Management System

A variety of authors give ample definitions of what performance management is and what it sets out to do. Armstrong and Baton (1998) asserts that performance management system is mandated to align the performance of individuals in an organisation with its vision, mission, and objectives. Egan (1995:34-37) suggests that,

> Most employees want direction, freedom to get their work done, and encouragement, not control. The performance management system should be a control system only by exception. The solution is to make it a collaborative development system in two ways. First, the entire performance management process – coaching, counseling, feedback, tracking, recognition, and so forth – should encourage development….Second, when managers and team members ask what they need to be able to do bigger and better things, they move to strategic development.

Bacal (2008) outlined four groups of people that need to be on the same wavelength to make performance management system work. These are executives, managers, the human resources department and employees. All play important roles in this process. For performance management system to work, it must rest on a foundation of cooperation. Managers need to know and understand why they are doing performance management and see how it helps them do their job in a more effective way. The three identified phases which are Concept and Design, Installation, and Implementation, are discussed in this study since the data collected was pinned on them.

Phases of Performance Management System

The implementation of PMS had three phases, namely: Concept and Design phase which referred to the design and development of the various processes, systems, tools and institutional arrangements; Installation phase which comprised of the period of transfer of skills to the various institutions with a view to utilising them; and, the Implementation phase which referred to the actual utilisation in everyday planning, managing, monitoring, controlling and rewarding performance by the public service institutions (Institute of Development Management, 2006).

Concept and design phase

As already mentioned, the concept and design phase referred to the design and development of the various processes, systems, tools and institutional arrangements. For example, in one of the workshops that was arranged for teachers, James & Melaletsa (2005) deliberated on Transformation Cornerstones. The aim of the workshop was to prepare teachers to accept and embrace change as brought about by the PMS program. For the transformation to take place, four cornerstones were considered. The first, was Self Mastery. This was the starting point for every teacher to make introspection of himself or herself. Secondly, there was Interpersonal Mastery which centered on the relationships that teachers build with others. Mastery of relationship is essential towards goal attainment (Folkman & Zenger, 2014). Thirdly, there was Value Exchange which promoted effective communication on various issues in order to promote trust, honesty and commitment. Lastly, there was Change Methodology which aimed at assisting teachers to let the old practices and attitudes to go before they could embrace any change. Mojaphoko (2005), resourced teachers on Situational Analysis and SWOT Analysis. Teachers were sensitised on the importance of planning and were reminded them that if they properly plan, they would enhance their performance (Mojaphoko, 2005). The Concept and Design phase was a time when a planning culture was introduced and established with emphasis on strategic and operational planning down to the individual level. The performance monitoring and review system was also introduced at all levels and the reward component was to be set. During this phase, the PMS approach was theoretically and conceptually based and leaders in schools were responsible for promoting it.

Installation phase

According to the Institute of Development Management report (2006), a Basic Model Guiding was used in the launching and installation of the Performance Management System. The model had its roots and was inspired by the US Navy strategic model. The model was considered to be the best in strategy and design and was adopted with only minor adjustments to the Botswana situation. However, there were a number of concerns and areas for improvement during the installation phase that were raised.

Implementation phase

According to the report compiled by the Institute of Development Management (2006), the introduction of Performance Management System depended on a number of consultants. The report states that the consultants were to adopt a common approach. The adoption of a common approach failed as the consultants opted to follow their preferred approaches. This situated caused confusion as it seemed the consultants did not know what exactly should be done. As a result, different consultants were engaged in the search for the best in terms of competencies.

As mentioned earlier, the implementation phase was concerned with the actual utilisation of the learnt skills and concepts acquired during the concept and design phase in everyday planning, managing, monitoring, controlling and rewarding performance. Planning was considered to be one of the pillars in the implementation of Performance Management System program. The main aim was to assist the

teachers to be focused in their everyday activities. The component of planning was centered on the formulated vision. Performance monitoring lies at the heart of the Performance Management System process. The monitoring exercise was to be a deliberate move by the supervisors. According to the IDM (2006) report, it was indicated that managers and supervisors were reluctant to address performance issues because they feared to be ridiculed by the supervisees. The essence of monitoring performance was to enhance a performance based pay system, which largely relates pay to individual performance (Selepeng, 2010). But as mentioned earlier, the reward component has been identified as a serious flaw in the design and implementation of PMS in Botswana.

All in all the Performance Management System is dependent on leaders for it to yield the expected results. Leaders in schools must have a positive mindset for them to be able to lead teachers for the betterment of their schools. According to Selepeng (2010), regular feedback and interactions between Ministries and their customers are needed to facilitate a transparent and honest environment in which Batswana would have the opportunity to critique as well as help improve the operations of the public service. In this aspect, the Ministry of Education should strive for excellence in order to satisfy the needs of the students in Francistown and elsewhere.

Theoretical framework

According to Lunenburg and Ornstein (2008:3), theories provide adequate knowledge and help educational administrators not to hesitate when they make decisions in their institutions. Chinn and Krammer (2004:91) mention that a theory is a "creative and rigorous structuring of ideas that projects a tentative, purposeful, and systematic view of phenomena." Fay (as cited in Duignan, 1992:83) further indicates that, "Theory is an enlightenment process which helps people to see the opportunities for change and break the bonds imposed by habitual ways of knowing and doing". For the purpose of this article, the path-goal leadership theory has been adopted.

The path-goal theory

According to Hughes, Norris and Ubben (2001:23), the Path-Goal theory was developed by House in 1971. House (1971:321) suggests that effective leadership requires making the path to the goal clear to all in the organisation. House states that the clarity involves "appropriate coaching, the removal of obstacles that make reaching the goal difficult and making work satisfying to all". The path-goal theory was later refined by other authors in an effort to explain how a leader's behaviour makes a difference in motivating his or her subordinates. Hughes (1994:11) mentions that the path-goal theory is situational. It emphasises how leaders can influence workers' perceptions about their work, their own personal goals and the various ways available to the attainment of these goals. Alston and Gorton (2009:13) explain that this theory describes how leaders work with their followers to achieve the set goals.

In perceiving the path-goal theory as situational, Lunenburg and Ornstein (2008: 143) elaborate that situational leadership theory identifies two key leadership behaviours: *task behaviour* and *relationship behaviour*. Lunenburg and Ornstein (2008:143) describe task behaviour as a way in which "the leader engages in one-way communication by explaining what each subordinate is to do, as well as when, where, and how tasks are to be performed" while in relationship behaviour, "the leader engages in two-way communication by providing socio-emotional support…." Papa (2011:9) declares that path-goal leadership theory focuses on what makes members of the organisation give their best services. The performance of tasks is dependent on whether they feel appropriately rewarded for their work or not. Therefore, the more their personal needs are satisfied, the more effective they become in their work.

Statement of the problem

Since the introduction of Performance Management System, there is scanty literature regarding Performance Management System in relation to academic performance of students in Botwana schools. Therefore, this study sought to determine the effectiveness of PMS in the improvement of students' academic performance at Francistown Junior Secondary schools. This was prompted by the fact that teachers indicated that PMS initiatives do not contribute significantly to the improvement of the teaching and learning processes. Although the PMS initiative has long been introduced in the Botswana education system, it is contended that the Ministry of Education is not efficient, among other things, in terms of students' performance. The evaluation of PMS is crucial because the school authorities, teachers, and students will be informed of its failures or successes. The knowledge about whether the purpose of PMS is failing or succeeding, will be an important signal and a call for a fitting action.

Focus of the study

Performance management is a desired discussion subject by those in managerial roles or responsibilities. Ohemeng (2009) states that performance management has become a key element in modern public sector governance. As a result, many developing countries have introduced it as a means to measure organisational and individual efficiency in order to ensure that public sector organisations meet the needs of the public. Ohemeng (2009) articulates that no matter how attractive performance management may seem to be, it will not achieve the desired results in developing countries. It is worth trying for developing countries to find out the obstacles that impede the effective establishment of PMS in their regions. It is the aim of this paper to find out possible challenges in the implementation of PMS through an evaluation of the program at ten Junior Secondary Schools in Francistown.

Research methods

This study was based on a quantitative type of research (Perry & Nicholis, 2015). In quantitative research, more emphasis is on placed providing overall measures (Scott & Morrison, 2007). Quantitative data are "reported in terms of scores. Higher scores indicate that more of the variable is present than do lower scores" (Fraenkel & Wallen, 1990:144). A total number of 127 teachers and 254 students participated in the study. The respondents were drawn from ten Junior Secondary Schools in Francistown.

Both teachers and students responded to a questionnaire to assist in the evaluation of the Performance Management System program. The population consisted of 488 permanent and pensionable teachers and 332 students at 10 Junior Secondary Schools in Francistown. Out of the ten schools a total number of 127 teachers and 254 students were selected by the convenience sampling technique. The sampling method employed provides "a nonrandom sample that is chosen for practical reasons" (McBurney & White, 2004:248) since the technique allows the researcher to select schools or respondents that are in his or her own city (McBurney & White, 2004). According to Hartas (2013:69), convenience sampling "is an easy way to select participants based on who is available and who would like to volunteer". Perry and Nicholis (2015:57) assert that in convenience sampling, "cases are selected because they are readily available". Therefore, the cases were a representation of 127 teachers and 254 students. Both teachers and students responded to the questionnaire that I personally designed, administered, and collected from the respondents to avoid unnecessary delays. In order to reduce errors, a pilot study was carried out for the purpose of refining the questionnaire. The pilot also addressed the problems of unambiguity as far as the construction of questions was concerned. The pilot study further increased the questionnaire's validity, reliability, and practicability. In this case, the questionnaire items' clarity was enhanced. The time taken to respond to the questions was also checked (Cohen, Manion, & Morrison, 2000).

Descriptive statistics and Factor analysis were used in the data analysis procedures (Awoniyi, Aderanti, & Tayo, 2011:34). The study used one of the main types of statistical techniques known as descriptive or summary statistics (Borg & Gall, 1989). According to Borg & Gall (1989:331), a descriptive study aims at discovering causal relationships between variables. In this case, "the mean, median, and standard deviation are the main descriptive statistics" (Borg & Gall, 1989:336). Perry and Nicholis (2015:165) describe what Borg and Gall mentioned by alluding that "there are three basic concerns that should be addressed when using descriptive statistics to describe numerical data: the shape of the distribution (mean), measures of average (median), and measures of variation (mode)". The data was presented in tables. All of the five research questions were analysed descriptively. Regression analysis was used to analyse the research hypothesis. Data was classified and tabulated and value judgment was made from the mean and standard deviation values. The Statistical Packages for Social Science Version 16.0 (SPSS) was used for data analysis. The Likert scale also known as ordinal scale was used to collect data from the respondents (Scott & Morrison, 2007). The Likert scale was preferred because it "is easy to code up" and also "measures the magnitude of opinion not simply its direction" (McBurney & White, 2004:242). The interpretation of the extent to which PMS is put in place was drawn. The table below shows the scoring and interpretation of the extent to which PMS is put in place.

Table 1: Scoring and Interpretation of the questionnaire

Scale	Response	Mean Interval	Interpretation
5	Strongly Agree	4.51 - 5.00	Very highly
4	Agree	3.51 - 4.50	Highly
3	Undecided	2.51 - 3.50	Moderately
2	Disagree	1.51 - 2.50	Poorly
1	Strongly Disagree	1.00 – 1.50	Very poorly

Ethical considerations

The researcher demonstrated responsibility to respect the rights of all the informants by employing the following ethical measures to protect the rights of the informants: First, the purpose of the study was made clear to respondents. Secondly, all the respondents indicated their consent. Thirdly, the respondents were informed of their right to withdraw from participating in the research whenever they wanted to (Cresswell, 2009; McBurney&White, 2004). The use of pseudonyms was observed to enhance the anonymity of the research participants (Creswell, 2009). The participants' shared information was treated as confidential. The confidentialit was attained by changing specific contextual details that could reveal the identity of the participants or their schools (Ajjawi & Higgs, 2007).

Findings and discussions

Research question 1

What are the demographic characteristics of teachers in terms of gender, age, academic qualification, years of service and position?

Table 1: Distribution of respondents according to gender.

Gender

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Female	80	63.0	63.5	63.5
	Male	46	36.2	36.5	100.0
	Total	126	99.2	100.0	
Missing	System	1	.8		
Total		127	100.0		

Table 1 shows that 80 (63.0%) of the teachers were females while 46 (36.5%) were males. This implies that a large number of teachers in Francistown Junior Secondary schools consist of female teachers. This is so because the literacy rate of women is low compared to their male counterparts as asserted by the CIA, "Botswana" in The World Fact-book (2001) which stated that the country's literacy rate is 69.8%. It further reveals that males' literacy rate is 80.5% and 59.9% for women. Therefore, the 80.5% implies that apart, from becoming teachers, men opt for some better paying jobs or open up their own companies. Finally, both male and female teachers become change agents as far as students' academic performance is concerned. Teachers are expected to demonstrate ability to produce quality results among their students. Riley and Louis (2001) mention that during the late 1980s and early 1990s policy focus paid more attention to measuring outcomes than measuring inputs. In this case, the critical yardstick in measuring student's academic achievement by governments, parents and the wider public became the way to judge performance, quality, and standards of schools. Finally, the literacy of teachers is crucial because as far as teacher performance is concerned, the emphasis on achievement and competition among schools has exposed weaker teachers and put pressures on school leaders to deal with underachieving and ineffective teachers. When teachers are underachieving and ineffective, students' performance gets affected.

Table 2: Distribution of respondents according to age

Age

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	22.00	2	1.6	1.7	1.7
	23.00	1	.8	.8	2.5
	24.00	2	1.6	1.7	4.2
	25.00	4	3.1	3.4	7.6
	26.00	3	2.4	2.5	10.2
	27.00	8	6.3	6.8	16.9
	28.00	4	3.1	3.4	20.3
	29.00	7	5.5	5.9	26.3
	30.00	12	9.4	10.2	36.4
	31.00	6	4.7	5.1	41.5
	32.00	8	6.3	6.8	48.3
	33.00	3	2.4	2.5	50.8
	34.00	10	7.9	8.5	59.3
	35.00	11	8.7	9.3	68.6
	36.00	6	4.7	5.1	73.7
	37.00	7	5.5	5.9	79.7
	38.00	5	3.9	4.2	83.9
	39.00	3	2.4	2.5	86.4
	40.00	3	2.4	2.5	89.0
	41.00	4	3.1	3.4	92.4
	42.00	2	1.6	1.7	94.1
	43.00	3	2.4	2.5	96.6
	47.00	1	.8	.8	97.5
	48.00	1	.8	.8	98.3
	50.00	1	.8	.8	99.2
	53.00	1	.8	.8	100.0
	Total	118	92.9	100.0	
Missing	System	9	7.1		
Total		127	100.0		

Table 2 shows the age of teachers as they range from 22 as the youngest and 53 as the oldest. The table shows the cumulative percentage of ages 22-30 as 36.4%, ages 31-39 as 50.0% and ages 40-53 as 13.6 %. This finding reveals that there are more teachers who fall in the category of 31-39 of age and few that fall in the 40-53 age range. This shows that most of the teachers in Junior Secondary schools in Francistown are young. The contributory factors could be that older teachers are transferred to senior secondary schools while others are promoted to teach in institutions of higher learning.

Table 3: Distribution of respondents according to academic qualification
Academic Qualification

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Diploma	76	59.8	60.3	60.3
	Bachelors	50	39.4	39.7	100.0
	Total	126	99.2	100.0	
Missing	System	1	.8		
Total		127	100.0		

Table 3 shows the academic qualification of teachers. The table displays two main qualification categories as Diploma and Bachelors. According to the information displayed there are 76 (59.8%) teachers with a Diploma certificate and 50 (39.7%) teachers with a Bachelor's degree. The results show that all teachers are trained for the teaching profession. As a result, all teachers are capable of putting in place the required standards to benefit the students because their performance is not affected by their demographic characteristics.

Table 4: Distribution of respondents according to years of service

Years of Service

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	.00	1	.8	.8	.8
	1.00	10	7.9	8.5	9.3
	2.00	15	11.8	12.7	22.0
	3.00	5	3.9	4.2	26.3
	4.00	10	7.9	8.5	34.7
	5.00	3	2.4	2.5	37.3
	6.00	7	5.5	5.9	43.2
	7.00	3	2.4	2.5	45.8
	8.00	12	9.4	10.2	55.9
	9.00	9	7.1	7.6	63.6
	10.00	7	5.5	5.9	69.5
	11.00	1	.8	.8	70.3
	12.00	6	4.7	5.1	75.4
	13.00	11	8.7	9.3	84.7
	14.00	2	1.6	1.7	86.4
	15.00	3	2.4	2.5	89.0
	16.00	3	2.4	2.5	91.5
	17.00	6	4.7	5.1	96.6
	20.00	1	.8	.8	97.5
	25.00	1	.8	.8	98.3
	26.00	1	.8	.8	99.2
	33.00	1	.8	.8	100.0
	Total	118	92.9	100.0	
Missing	System	9	7.1		
Total		127	100.0		

Table 4 shows the years of service as provided by the respondents. The data shows that there are 44 teachers with 0 to 5 years of service, 39 teachers with 6 to 11 years of service, 31 teachers with 12 to 17 years of service and 4 teachers with 20 to 33 years of service. This suggests that the population of most teachers is made up of recently employed workers and only a few with more years of service. This might be due to the fact that older teachers with more years of service are promoted to teach in colleges. In the same vein teachers with more years of service who acquire bachelor's degree are likely transferred to teach in senior secondary schools.

Table 5: Distribution of respondents according to the position held

Position held

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	Assistant Teacher	12	9.4	9.4	9.4
	Teacher	25	19.7	19.7	29.1
	Senior Teacher 2	50	39.4	39.4	68.5
	Senior Teacher 1	33	26.0	26.0	94.5
	Head of Department	5	3.9	3.9	98.4
	Deputy Head	2	1.6	1.6	100.0
	Total	127	100.0	100.0	

Table 5 shows that of the teachers who responded 50 (39.4%) held the responsibility of Senior Teacher 2, 33 (26.0%) were Senior Teacher 1, and 25 (19.7%) were Teacher. The table further shows that those who were Assistant Teacher were 12 (9.4%), whereas 5 (3.9%) represents the Head of Department and lastly 2 (1.6%) was for teachers who held the responsibility of Deputy School Head.
It was important for the demographic data of the teacher participants to be spelt out to determine if they have any impact on the evaluation of PMS and student benefited at Francistown Junior Secondary Schools. The research findings indicated that the learners benefit more from teachers with higher qualifications and from the management variables. However, students as terminal beneficiaries were not adequately introduced to the program.

Research question 2

In the perceptions of teachers, to what degree are the following phases of PMS put in place;

a. Concept and Design
b. Installation
c. Implementation

The analysis of this research question showed the situation analysis, SWOT analysis and the Balance Scorecard workshops with the highest mean of 3.5276 an indication that these aspects of the concept and design phase of PMS were highly put in place. The reward component of the Concept and Design phase was poorly set in the perception of the respondents (Mc Meekin, 2003). In the Philosophy Document, Selepeng (2010) posits that the introduction of PMS will be enhanced by the introduction of a performance based pay system, which largely relates pay to individual performance. From the IDM (2006) report, the reward component has been identified as a serious flaw in the design and implementation of PMS in Botswana. This is in agreement with the research findings as this aspect was poorly set in the perception of respondents. All other aspects of this phase were only moderately put in place. The overall mean of 2.9360 on the concept and design phase indicates that this phase of PMS was

poorly set. For instance, the reward component was not given the attention it deserved since teacher participants at Francistown Junior Secondary Schools indicated that they did not benefit from it financially. This is in agreement with Selepeng (2010) who argues that the introduction of PMS will be enhanced by the introduction of a performance based pay system, which largely relates pay to individual performance. In turn, when teachers are not rewarded as promised, it is possible that they may not consider PMS as important. This is verified by IDM (2006) which asserts that one of the factors that militates against the sustainability of PMS is low morale in Public Service, no incentives, and no adequate training. Nothing much can be expected from a team of demoralised teachers. As a result, students' performance gets affected negatively.

The study also showed the extent to which PMS has been installed. It was evident that school heads promoted the PMS program with a mean of 3.6746 and that strategic planning was useful in the installation of PMS with a moderate mean of 3.4800. However, students were poorly introduced to the PMS program with a mean of 1.9350. This is an indication that the students who are expected to be the terminal beneficiaries of the program were not adequately introduced to the program. The overall mean of 2.7545 indicates that the program was not properly installed. This implies that the beneficiaries were denied the opportunity to carry out their work effectively. Had the information been made available to the learners, they might perceive themselves as part of the team. It is possible that to a certain extent the learners' performance has been affected.

The study further revealed that the extent to which the vision was shared in the implementation of PMS was moderate in the perception of the respondents. However, the barriers exposed by schools and needed resources to support the implementation of the program were poorly addressed by the Ministry of Education. For the program of this nature to be successful, identified barriers needed to be properly addressed while adequate resources needed to be provided for program success. The overall mean of 2.8890 on vision sharing at the implementation phase shows that the vision was not properly shared. For the success of any program, Wheatly (2006) asserts that the vision must permeate through the entire organisation as a vital influence on the behaviour of all employees.

The study results showed the aspect of teachers' assessments procedures with the highest mean of 2.7581 and transparency in grading of teachers with a mean of 2.5289, an indication that these aspects were to a certain extent implemented. However, teachers showed dissatisfaction with their monthly salaries as revealed by a mean of 1.2560. This implies that teachers' remunerations were low and unsatisfactory at the implementation phase. All other aspects of this phase were either very poorly or poorly set in the perception of the respondents. The overall mean of 2.8890 indicates that the salary increments/incentives in the implementation phase of PMS were not properly put in place. Lack of salary increments or incentives may have negative implications for students. This may affect teachers' commitment and as a result their motivation may be decreased. All these have a negative impact on the learners.

Regarding the extent to which leaders are committed to the implementation of PMS, the study showed that the school heads were committed to issues pertaining to PMS program as it is revealed by a mean of 3.5691. All other aspects of this phase were moderately implemented by the leaders. The overall mean of 3.1964 on the leadership role in the implementation of PMS indicates that a lot more commitment will be required from the leadership for maximum success. The Institute of Development Management report (2006:66) asserted that leadership is the essential ingredient that turns visions and plans into reality. Effective leaders harness the energies and gain the commitment of their people towards great achievements… Therefore, it is important for leaders in respective schools to show commitment and higher level of resilience to ensure quality service in order for the PMS program to be profitable to the students as far as their performance is concerned.

The findings showed the extent to which the various levels of management participated in PMS. From the analysis of data the Teaching Service Management had a mean of 2.8880, the Regional Education Office had a mean of 3.1200 and the Senior Management Team with a mean of 3.3629 an indication that their level of participation was fair. The Institute of Development Management report (2006:66) posited that a critical aspect of any Public Sector Reform Program is how well public servants are led, managed and deployed. Sound management of people is a key component in improving the efficiency and effectiveness of the public sector. Therefore, for PMS program to be successful the management personnel need to be efficient and effective in addressing PMS issues. The overall mean of 3.1210 indicates that the management participation in the implementation phase was inadequate.

With regard to the implementation component in relation to the extent to which teachers perform, the study showed that teachers are able to treat all students fairly, use a variety of teaching methods, present the lesson in simple and clear manner, attend to their lessons promptly, give immediate feedback to students, pay attention to students' individual needs in class and offer remedial teaching and consultation for students outside the working hours. The extent to which teachers are able to offer remedial teaching and consultation for students outside the working hours has the lowest mean of 3.9440 an indication that teachers have to improve on this aspect. The overall mean of 4.3602 indicates that teachers demonstrate high level of performance according to their perception. It is evident from the research findings that the introduction of PMS at Francistown Junior Secondary Schools has not yielded much in the improvement of students' performance. The areas that need attention must be attended for both the teachers and students to benefit from the implementation of PMS program. For instance, an intentional effort is needed for remedial teaching and consultation for students outside the working hours to be carried out.

Research question 3

To what extent have the students benefited from PMS in terms of;

a. School Facilities and Equipment

The study showed that all aspects were moderately put in place. However, the extent to which adequate equipment and materials for learning are provided in schools shows a mean of 2.5197 while the extent to which textbooks are provided for teaching and learning show a mean of 2.5551, an indication that students have not benefited much from PMS in terms of school facilities and equipment. The overall mean of 3.1766 indicates that students do not benefit much from the program. For students to benefit from PMS program, the implementers have to provide all the needed materials for the learners. Failure to provide the materials may cause the implementers (teachers) and beneficiaries (students) to loose focus since they will be incapacitated.

Research question 4

Is teachers' performance affected by their demographic characteristics and teachers' evaluation of PMS?

Table 6: Regression analysis of the effect of teachers' demographic characteristics and teachers' evaluation of PMS on teachers' performance.

Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate	Change Statistics				
					R Square Change	F Change	df1	df 2	Sig. F Change
1	.479(a)	.230	.093	.44579	.230	1.681	11	62	.099

a Predictors: (Constant), Position held, IMVISAVE, Academic Qualification, Gender, IMLEADAV, IMMANAVE, CONAVE, IMSALAVE, Age, INTALAVE, Years of Service

The regression analysis table 6 above revealed that all the variables entered accounted for only 9.3% of variance in the performance of teachers. The *F* change of 1.681 was not significant an indication that teachers' performance is not affected by their demographic characteristics and evaluation of PMS. None of the variables entered when the stepwise regression was applied. The *r* value of 0.479 showed that there is a weak relationship between teachers' performance, their demographic characteristics and evaluation of PMS. This suggests that teachers' performance is not affected by their demographic characteristics.

Research question 5

Is the degree to which students are benefited affected by the teachers' demographic characteristics, teachers' evaluation of PMS and teachers' performance?

Table 7: Distribution of variables according to how students are benefited.

Model Summary Beta

Model	R	R Square	Adjusted R Square	Std. Error of Estimate	Change Statistics					
					R Square Change	Beta Value	F Change	df1	df2	Sig. F Change
1	.353(a)	.124	.118	.62194	.124	.262	20.591	1	145	.000
2	.425(b)	.180	.169	.60386	.056	-.299	9.814	1	144	.002
3	.456(c)	.208	.191	.59570	.028	-.225	4.975	1	143	.027
4	.489(d)	.239	.217	.58592	.031	.160	5.812	1	142	.017

a Predictors: (Constant), IMMANAVE

b Predictors: (Constant), IMMANAVE, Academic Qualification
c Predictors: (Constant), IMMANAVE, Academic Qualification, IMVISAVE
d Predictors: (Constant), IMMANAVE, Academic Qualification, IMVISAVE, IMLEADAV

Table 7 shows the regression analysis of the effect of teachers' demographic characteristics, teachers' perception of PMS and teachers' performance on the degree to which students benefited. The analysis revealed that management, academic qualification, vision and leadership accounted for 21.7% of variance in the degree to which students benefited from PMS. The stepwise analysis shows that Management accounted for 11.8%, Academic Qualification 5.1%, Vision 2.2% and Leadership 2.6%. The *F* change in all cases were found to be significant an indication that the more Management, Vision, Academic Qualification, Leadership are put in place the more students will benefit. Sigford (2006) perceives a manager as someone who organises the daily life of an organisation so that it runs smoothly to achieve its set goals.

Summary

The study shows that 63.0% of the teachers who participated in the study were female while 36.2% were male. Fifty nine point eight percent (59.8%) of them were Diploma holders while 39.7% were Bachelor degree holders. Various phases of PMS did not yield the expected results and this is a mismatch with the Institute of Development Management report (2006) whose origin perceived Performance Management System as a holistic approach that was aimed at improving performance in the public sector. The PMS programme's intention to enhance excellent performance has not yielded much for Francistown Junior Secondary Schools.

The mismatch with the IDM report synopsis is manifested by the following findings; The reward component of PMS has not been implemented as promised during the Concept and Design and installation phases (Mc Meekin, 2003; Bilkopf, 1995; Seyfarth, 2002); The School Heads showed commitment during the installation phase of the PMS program. The School Heads also committed their efforts in carrying out their leadership role during the implementation phase of PMS although it was revealed that students lacked knowledge about PMS issues since they were poorly introduced to the program; Barriers exposed by schools and needed resources to support the implementation of the program were poorly addressed by the Ministry of Education (Selepeng, 2010; Louw (1999). On the other hand the Ministry of Education did not share the vision adequately with all stakeholders during the implementation phase; the teachers are not satisfied with salary increments and incentives as well as their monthly remunerations. The study showed that the performance of teachers in the implementation of the PMS program was highly demonstrated in the perception of the respondents. However, on the contrary, the study showed that the students did not benefit much from the program. There had been inadequate supplies of equipment and materials for learning as well as shortage of textbooks for teaching. Teachers' performance is not affected by their demographic characteristics and teachers' evaluation of PMS, however, the more teachers are qualified the more students benefit as revealed by the *F* change under the four variables (Management, Vision, Academic Qualification, Leadership).

Conclusions and recommendations

Teachers' demographics

The findings of the study reveal that there is no significant relationship between teachers' performance and their demographic characteristics and teacher evaluation of PMS. On the other hand there is a relationship between the degree to which students benefit and teachers' demographic

characteristics, teachers' evaluation of PMS and teachers' performance. The *r* value of 0.479 showed that there is a weak relationship between teachers' performance, their demographic characteristics and their evaluation of Performance Management System. In this regard, students benefited more under the following variables:

a) Management
b) Academic Qualification
c) Vision and
d) Leadership

These four variables accounted for 21.7 variance of how the students benefited. The *F* change in all cases were found to be significant an indication that the more Management, Vision, Leadership are put in place the more students will benefit. This is in line with the Institute of Development Management Report (2006:66) that perceives leadership as follows:

> Leadership is the essential ingredient that turns visions and plans into reality. Effective leaders harness the energies and gain the commitment of their people towards great achievements. A critical aspect of any Public Sector Reform Program is how well public servants are led, managed and deployed. Sound management of people is a key component in improving the efficiency and effectiveness of the public sector.

Wheatley (as cited in Agbor, 2008:42) calls for leaders to develop and cherish the vision of the organisation. A vision statement that excites the workers helps produce a work force that aims at achieving it. It is recommended that the introduction of the PMS program be a continuous endeavour for newly employed teachers to be initiated into the program and for the more experienced teachers to be more equipped with the relevant skills for excellent delivery mechanisms. Therefore, it will be relevant for the Ministry of Basic Education to provide informative feedback as far as PMS issues are concerned. This can be achieved through proper planning as McNamara (2010) posits that proper planning may help the school authorities to face the challenge of ongoing complaints from the staff, unmet needs among customers and clients, as well as the need to polish service delivery.

Teachers' evaluation of PMS

In the same vein the higher the teachers' qualification the more students will benefit. Therefore, it will be relevant for the Ministry of Basic Education to provide informative feedback as far as PMS issues are concerned. The government should set up a team to look into the possibilities of implementing the reward component in a more effective way. The idea of McMeekin (2003) of different types of incentives may be considered for the selection of incentives that an individual teacher may deserve for a particular outstanding performance. The team should also suggest payment structures that would enable teachers meet their physiological needs and the socio-economic demands. A forum for teachers to discuss PMS issues should be made available for the Ministry to address the barriers exposed by teachers in the education sector. A deliberate move by the Ministry personnel to act accordingly when there is a need to do so must be promoted.

Students' knowledge of PMS

Since PMS aims at satisfying the needs of the customer, the students in the education sector as the terminal beneficiaries should be introduced to the program that endeavours to cater for their educational needs as it was revealed from the research findings. Students should be introduced to the PMS program

and the formulated and adopted vision of the Ministry of Education. It is of necessity for the student body to be carried through and be informed about the PMS initiative that strives to improve their performance. Their participation and commitment are needed. The Ministry of Education should provide schools with adequate learning resources in the form of textbooks and equipment both in school libraries and computer laboratories to enhance learning. The Corporate department must be closely supervised to ensure optimum service delivery and commitment of managers, teachers, and students respectively.

Given the above conclusions and recommendations, it is argued that a proper management of the PMS initiative can highly contribute to the improvement of students' performance. The improvement of students' performance would enhance teachers' commitment in their varied schools. On the other hand, when teachers are motivated to render their services in totality, in turn students' performance is heightened. This in the overall will be appreciated by all stakeholders as the quality of education in Botswana becomes competitive with other parts of the world.

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