

**A STUDY OF THE PERFORMANCE MANAGEMENT  
SYSTEM IN PRACTICE IN THE CIVIL SERVICE OF  
LESOTHO**

**By:**

**JULIA M. KHOELI**

**Submitted in partial fulfilment of the requirements for the  
degree of  
MASTER IN BUSINESS ADMINISTRATION**

**Graduate School of Business, Faculty of Management  
University of Natal (Durban)**

**Supervisor: MR. R.G. BLAIR**

**15<sup>th</sup> September 2003**

## DECLARATION

I hereby declare that all views expressed in the research are my own work and in case whereby other people's work has been used it has been duly acknowledged. This research has not been previously accepted for any degree and is not being currently submitted in candidature for any degree.

Signed.....

Date.....

## **Acknowledgements**

Firstly, I would like to thank my supervisor Mr R.G. Blair, for his guidance throughout writing of this Dissertation. I would also like to express my gratitude to all employees from the Ministry of the Public Service (Lesotho Government) for their contribution; my special thanks should also be given to my friend Tiisetso for helping me with the proof reading. Finally I would like to give my special thanks to my family especially my sister Julieta, for her support and encouragement.

# Table of contents

	<b>Page</b>
<b>Executive Summary</b>	
<b>Chapter 1: Definition of the problem</b>	<b>1</b>
1.1 Introduction	1
1.2 Background of the study	2
<b>Chapter 2: Delimitation of the research Area</b>	<b>5</b>
2.1 Introduction	5
2.2 Company background	5
2.2.1 <i>Vision</i>	6
2.2.2 <i>The mission statement</i>	6
2.2.3 <i>Objectives of the Ministry</i>	6
2.3 The role and the structure of the public service	7
2.4 Achievements made by the ministry	10
2.5 Job grades	11
2.6 Recent developments made by the ministry	11
2.7 The use of performance management system in the civil service	13
2.7.1 <i>Administration arrangements</i>	13
2.7.2 <i>Performance Appraisal objectives</i>	13
2.7.3 <i>Individual work plans</i>	14
2.7.4 <i>Appraisal</i>	14
2.7.5 <i>The impact of the process</i>	14
2.7.6 <i>Performance management cycle</i>	15
2.7.7 <i>Performance related pay</i>	16
2.8 The structure of the Ministry of the Public Service	17

<b>Chapter 3: Orientation and theoretical framework</b>	18
3.1 Introduction	18
3.2 The term performance management system	18
3.3 Performance management overview	19
3.3.1 <i>Managing performance effectively</i>	22
3.4 Performance management process	22
3.4.1 <i>The objectives of performance management</i>	23
3.4.2 <i>The purpose of the performance management system</i>	23
3.5 Components of performance management system	24
3.6 The philosophy of the system	26
3.7 A model of comprehensive performance management system	29
3.8 Linking total quality and performance	30
3.8.1 <i>How performance management hurts quality</i>	30
3.8.2 <i>What is the truth</i>	31
3.8.3 <i>Trust is the most important element to culture of the organisation</i>	32
3.8.4 <i>Improve the system</i>	32
3.9 Total performance management	32
3.10 Conclusion	34
<b>Chapter 4: The procedures</b>	35
4.1 Introduction	35
4.2 Research methodology	35
4.3 Data collection	35
4.3.1 <i>Secondary source</i>	35
4.3.2 <i>Primary source</i>	36
4.4 Types of study	37
4.5 Measuring techniques	37
4.5.1 <i>Qualitative and quantitative methods of techniques</i>	38
4.5.2 <i>Qualitative versus quantitative</i>	38
4.6 Sample size	39
4.6.1 <i>Target population</i>	39
4.6.2 <i>Sample selection</i>	39
4.6.3 <i>Different levels and categories</i>	39

4.7	Questionnaire structure	39
4.8	Objectives of the study	40
4.9	Hypotheses testing	40
<b>Chapter 5: Results and interpretation of data</b>		<b>41</b>
5.1	Introduction	41
5.2	Questionnaire analysis	41
5.3	Closed questions for grade ( <i>A-F</i> )	42
5.4	Rating questions ( <i>A-F</i> )	48
5.5	The analysis on the open questions ( <i>A-F</i> )	54
5.6	Closed questions for grade ( <i>G-L</i> )	56
5.7	Rating questions ( <i>G-L</i> )	61
5.8	The analysis on the open questions ( <i>G-L</i> )	67
5.9	Discussion on the findings	69
5.10	Evaluation	74
5.11	Findings on the interpretation of data collected	75
5.12	Conclusion on the interpretation of the data collected	75
<b>Chapter six: Recommendation and conclusion</b>		<b>76</b>
6.1	Introduction	76
6.2	Recommendation on the performance management system	76
6.3	Conclusion	82
	References	83
	Appendix 1	
	Appendix 2	

## List of figures:

	<b>Page</b>
Figure 1.1 Performance management cycle	15
Figure 1.2 The structure of the Ministry of the public service	17
Figure 3.1 Performance management overview	19
Figure 3.2 Performance management process	22
Figure 3.3 Components of performance management system	24
Figure 3.4 A model of comprehensive performance management system	29
Figure 3.5 Linking total quality and performance	30
Figure 4.1 Sources of data collection	36
Figure 4.2 Qualitative and quantitative methods of technique source	38
Figure 4.3 Qualitative versus quantitative	38

## List of tables

<b>5.3 Closed questions (A-F)</b>		<b>Page</b>
Table 5.3.1	The process being perceive as open and reasonably fair	42
Table 5.3.2	There are set objectives for the performance management System in the organisation	42
Table 5.3.3	The system is clear to every one in the civil service	43
Table 5.3.4	The system fits the culture of the organisation	43
Table 5.3.5	The objectives of the system link with the Ministerial Objectives	44
Table 5.3.6	Performance related pay is practices in the organisation	44
Table 5.3.7	The system applies equally to everyone in the civil service	45
Table 5.3.8	There is support from top management	45
Table 5.3.9	Performance review and discussions are conducted with high quality and care	46
Table 5.3.10	Performance management can help in the improvement of quality service in the civil service	46
Table 5.3.11	The organisation can benefit from the system	47
<b>5.4 Rating questions (A-F)</b>		
Table 5.4.1	The measures used to monitor my performance are the most appropriate to my job	48
Table 5.4.2	Measures used to monitor performance are clear and are linked to ministerial objectives	48
Table 5.4.3	Employees who are better performers should receive higher pay increase than poor performers	49
Table 5.4.4	The guidance of the system has been read and found helpful	50
Table 5.4.5	Objectives of the system are clear and reviewing forms have been found to be simple and straight forward	50
Table 5.4.6	The review committee try to educate their subordinates to overcome their biases and favouritism	51

Table 5.4.7	Performance committee do a through job in reviewing and using appraisal data	51
Table 5.4.8	The appraisal system encourages open communication between appraisers and appraise	52
Table 5.4.9	Managers take performance review discussion seriously and sufficient time is spend in this discussion	52
Table 5.4.10	Performance review is conducted with high quality and care	53
Table 5.4.11	Managers takes performance appraisal very seriously	53

### **5.6 Closed questions (G-L)**

Table 5.6.1	The process being perceive as open and reasonably fair	56
Table 5.6.2	There are set objectives for the performance management System in the organisation	56
Table 5.6.3	The system is clear to every one in the civil service	57
Table 5.6.4	The system fits the culture of the organisation	57
Table 5.6.5	The objectives of the system link with the Ministerial Objectives	57
Table 5.6.6	Performance related pay is practices in the organisation	58
Table 5.6.7	The system applies equally to everyone in the civil service	58
Table 5.6.8	There is support from top management	59
Table 5.6.9	Performance review and discussions are conducted with high quality and care	59
Table 5.6.10	Performance management can help in the improvement of quality service in the civil service	59
Table 5.6.11	The organisation can benefit from the system	60

## 5.7 Rating questions (G-L)

Table 5.7.1	The measures used to monitor my performance are the most appropriate to my job	61
Table 5.7.2	Measures used to monitor performance are clear and are linked to ministerial objectives	61
Table 5.7.3	Employees who are better performers should receive higher pay increase than poor performers	62
Table 5.7.4	The guidance of the system has been read and found helpful	62
Table 5.7.5	Objectives of the system are clear and reviewing forms have been found to be simple and straight forward	63
Table 5.7.6	The review committee try to educate their subordinates to overcome their biases and favouritism	63
Table 5.7.7	Performance committee do a through job in reviewing and using appraisal data	64
Table 5.7.8	The appraisal system encourages open communication between appraisers and appraise	65
Table 5.7.9	Managers take performance review discussion seriously and sufficient time is spend in this discussion	65
Table 5.7.10	Performance review is conducted with high quality and care	66
Table 5.7.11	Managers takes performance appraisal very seriously	66

## **EXECUTIVE SUMMARY**

For most organisations the decision to implement performance management is not about introducing a completely new process. Most organisations start with annual appraisals and learn from them what goes well or bad.

Because of being under the rule of Britain, Lesotho inherited some of the systems mostly followed by many Commonwealth countries in the public service; some of which were confidential reporting systems for appraising employees.

Investigations were made about the existing system at that time and the findings indicated that most of the people did not like it. They said it was subjective, and that it contributed to low morale, and weakened supervision/employee relations. It was realised that a new system was urgently needed.

The new system was introduced which was for an open appraisal. Several attempts were made, but they failed because of lack of resources and poor communication and teamwork in the organization. This report sets out the observations and comments on the new system and the findings are discussed together with the implications of the system.

The aim of this research is to investigate all the measures concerning the system whether they are being applied correctly, whether all measurements are effectively implemented and if the system is acceptable in the civil service. Finally, whether it fits the culture of the organization. If its not working the way it was expected to, what are the problems and how can such problems be solved?

# **PERFORMANCE MANAGEMENT SYSTEM IN PRACTICE IN THE CIVIL SERVICE OF LESOTHO.**

## **Chapter 1**

### **Definition of the problem**

#### **1.1 Introduction**

Performance management is the most important tool in the organisation, especially in measuring the performance of the employees, standard of performing the task and to measure the quality service offered to their clients. Implementing performance management system in the civil service of Lesotho has been a major problem for many years. Government has been deeply concerned about the inefficiency and ineffectiveness of the implementation of the system. Several attempts have been made, but there are still not many changes in the use of the system. People still do not understand the importance of the system and how it is supposed to be implemented, and this is the result of bad training methods of the system.

The aim of this dissertation is to discuss how a performance management system was introduced and how it is being implemented in the Civil Service of Lesotho. The Civil Service includes central government ministries and departments. For most organizations, the decision to implement performance management is not about introducing a completely new process; most have some form of appraisals.

Several attempts for trying to make the system work were discussed in full detail. The measurement of performance management and the acquired skills will be looked at as to whether the civil service is exercising the system correctly according to how it is supposed to be implemented and also the improvements and developments of the system will be outlined and discussed.

The research is categorised into six chapters, the first chapter is the general introduction and definition of the problem, and chapter two deals with the delimitation of the research area and company background where the research was conducted.

The literature review, and theoretical part and aspects of performance management system are discussed fully in chapter three. Chapter four sets out the methods (the research methodology) used to collect the data, the sources and the sample size used to carry out the research. Chapter five deals with the evaluation and discussions on the findings of the system, the advantages and disadvantages of the system in the organisation, the results and interpretation of the data collected. Chapter six is the overall conclusion and recommendations on the use and implementation of the performance management system in the organisation.

## **1.2 Background of the study**

Implementation of performance management system in the civil service of Lesotho is the major problem. The reaction of employees towards the system has not been satisfactory in many years and this has resulted in low morale of employees because people interpreted the system in different ways. The culture of the organisation has contributed towards the failing of the implementation of the system.

The country of Lesotho gained its independence from Britain in 1966, but while it was under the British, Lesotho inherited elements of colonialism, like bureaucratic public service, and the colonial public service came with the closed confidential reporting system which was found within the public service of many commonwealth countries and this method was used up until late 1990<sup>5</sup>. The system was not applied to every one in the civil service. Junior officers were not appraised and this led to the dissatisfaction of employees as the system was too subjective and it was focused on personality not on the performance of the work being done by individual or a group depending how the assessment was supposed to be done.

*Source: ( Report of the staff appraisal system in the Lesotho public service, March, 1975).*

The system was ineffective in meeting the long-term requirements for manpower development, selection and placement in the civil service. Because there was a widespread dissatisfaction with the old system as it is now called, a study was conducted in the 1970s to establish whether the new system could be implemented. It was discovered that it was urgently needed, because the findings were that most people felt that current practices surrounding confidential reports, contributed to low morale of employee relations, and again seemed like the system was used ineffectively.

The steps or approaches used were not conducive enough as people would not have the idea how their supervisors are appraising them and they had no idea of how they are rating them and what are they writing in the reporting form as they were never involved.

The suggestion was that employees should be made aware of their assessment and be given feedback on how they are doing the job, or what needs to be done to improve their performance. The reporting form should concentrate on hard information output on the job, strengths and aptitudes, training needs and results attained. It was again realised that the system needed efforts from human resources officers as there was none of those experts in the Civil Service at that time, and some managers were using it as a punishment to subordinates.

Attempts were made in the late 80s and in the 90s to introduce the new system of appraisal that could evaluate the actual performance on-the-job done by individual, one that can have an open communication where a supervisor and the supervisee could sit together, look at the objectives set to the individual and establish whether targets were met and if not what made them fail. Because of lack of resources, lack of capacity and some shortage of funds these attempts failed. People failed to understand the system and it was complicated to them.

In 1995 UNDP (United Nations Development Programme) funded the project that developed the performance management system in the civil service. Stakeholders' workshops were held with the help of a consultant from the commonwealth secretariat. A little development was realised at that time, as forms were developed, guidelines were made and the pilot study was conducted to three ministries /departments from the civil service thus: Computer Centre, Livestock and Communication. It was discovered that there were no clear lines of demarcation in the ministries and structures were not clear, and there was a need to restructure ministries first.

The study failed because of those constraints that were established, the problem was the monitoring of performance appraisal and that people were supervising too many officers, so they did not manage the system. Also the team that was selected did not perform well as there was lack of support from top management, therefore the team separated. Though things were a little tough, some years later the widespread concerns within the civil service provided an excellent overview of how the appraisal system might be improved.

In 2000 the system was again introduced in the civil service being headed by the Principal Secretary for the Ministry of the Public service. The implementation process was spearheaded by the department of the Management Services from the Ministry of the Public Service and the LIPAM (Lesotho Institute of Public Administration and Management) under the same ministry, together with the team appointed to deal with the performance management system and to make training sessions to all the ministries in the civil the service. The system is operating, but there are some shortfalls concerning the implementation and the aim of this research is to investigate and establish those problems that make the system not to operate effectively.

**Source:** (*Report of the staff appraisal system in the Lesotho public service, March 1975*).

## **Chapter 2**

### **Delimitation of the Research Area**

#### **2.1 Introduction**

The study was conducted in the civil service of Lesotho, particularly in the Ministry of the Public Service, as it is the one that drives the system. Methods used in the system throughout the whole civil service are the same, appraisal forms and procedures used for appraising are consistent to all ministries. This chapter introduces the background of the Ministry of the Public Service and all its functions.

The ministry of the public service has nine (9) departments and there are two hundred and eighteen employees in the ministry. The ministry is under the supervision of the Principal Secretary and all the departments are headed by their own respective directors and they are responsible to the Principal Secretary.

#### **2.2 Company background**

The Ministry of the Public Service (MPS) was created in 1970 by the public service order of 1970 to assist the minister responsible for the public service to develop and maintain a disciplined public service that would administer the business of Lesotho government effectively and economically. The ministry of the public service was formally known as Cabinet Personnel under the office of the Prime Minister, it was responsible for management of personnel in the civil service and it was granted ministerial status in 1985/6, as the executive arm of the minister responsible for the administration of the personnel function in the public service.

The Ministry of the Public Service coordinates ministerial personnel activities for the public service commission. This Public Service Commission (PSC) was established in June 1963 as an advisory body. On 28 July 1970 after declaration of state of emergency, it was reconstituted as advisory body under the public service order, 1970. The commission was mandated to advise the Minister responsible for the public service on recruitment, retention and motivation of civil servants in order to have the most qualified and motivated personnel placed in appropriate positions.

All business originates from line ministries and is forwarded to the Ministry of the Public Service. Recruitment starts when line ministry submits vacancies to the Ministry of the Public Service for advertisement, Public Service then send circular advertisements to different ministries. *Source: (Size, cost and effectiveness of Civil Service Report; October, 1991).*

### **2.2.1 Vision of the company:**

The vision is to achieve a leaner, efficient, effective and productive public service, and to be a leading and responsive ministry in the provision of quality Human Resources services to the clients.

### **2.2.2 The Mission statement:**

The mission statement of the ministry is to be a client, customer driven and responsive ministry. To provide quality service to government ministries, public and the agencies through legal framework and sound human resources policies for the acquisition, development, utilisation and retention of human resources across the public service and contribute towards poverty alleviation.

### **2.2.3 Objectives of the Ministry:**

1. To initiate, formulate and co-ordinate Human Resources policies, rules and regulations and promote conformity to high standards practices in the Public Service.
2. To efficiently co-ordinate the training, development and other Human Resources programmes across the Public Service.
3. To develop effective and efficient information sharing system internally and externally.
4. To provide accurate and timely Human resources Information in the Public Service.
5. To maintain up-to-date organizational structures, management systems and operating methods in the Public Service.
6. To ensure that Public Servants are appropriately trained.
7. To maintain equitable remuneration and benefits schemes in the public service.
8. To improve public service management performance through performance appraisal need based training and planning.

9. To increase the percentage of women in key decision-making position.
10. To reduce the prevalence of HIV/AIDS infection in the public service from the current 3% to 1% by 2006.
11. To instil a professional corporate culture throughout the public service.
12. To reduce the number of professional employees leaving the public service.

### **2.3 The role and structure of the Public Service**

The Ministry of the Public Service, being under the Prime Minister and as the ministry responsible for the public service, plays a leading role in the implementation of the performance management system. The ministry has full responsibility for human resources management and organisational structure within the civil service, but very partial responsibility for the teaching services and very minimal responsible for the disciplined forces or the judiciary.

*The ministry has the core areas of responsibility to develop and implement policies for;*

- Training and development
- Organisational structures and staffing
- Establishment control
- Conditions of service and remuneration
- Schemes of service
- Management of expatriate recruitment
- Personal records and Human resources planning.

In 1995 the ministry was operating with five departments thus; Human Resources, Management Services, Training and Development, Employee Relations and Information Systems division, in 1999 there was a restructuring within the ministry and three other departments were established. The ninth department was the training institute for the civil servants (LIPAM), which is supervised by the ministry of the public service.

**Source:** *(Assessment mission to Lesotho; 20 February – 2 March, 1995).*

The ministry of the public service is responsible for coordinating Human resources activities in the line ministries with different functions, and currently the ministry is operating with nine departments and their responsibilities are as follows:

1. **Administration:** the department is responsible for administrative purposes, financial and assets management, and there are forty-four employees in this section.
2. **Human Resources:** is responsible for the proposing of the appointments, promotions, redeployments, transfers and other disciplinary procedures and there are twenty employees in this department. The department is also responsible for the administrative and secretariat cadres, providing guidance and interpretation of the public service legislation and regulations to all ministries, and also transforming the personnel function in to human resource function.
3. **Management Services:** this department is responsible for the establishment control and reduction, reviewing and redesigning organisational structures and assisting in the strategic planning to line ministries and again helping in the monitoring of the performance management systems. There are nineteen employees in this department. The department is also responsible for reviewing and updating of job classification systems, staffing allocations and the general management consultancy services reviewing and updating schemes of service and also for the standardisation and rationalisation of the job classification.
4. **Information Systems:** there are eighteen employees in this department, and its responsibility is to develop and manage the computerised database of the civil servants, maintain the civil servants profiles database and help on the maintenance of the establishment list. The department also maintains the database of expatriate employees and counterparts.
5. **Training and Development:** this department has ten employees and its responsibilities are to manage the contract appointments for expatriates, monitor study programmes and approves long-term study leaves for civil servants and

manages the training plan for the ministry. They also arrange the management development programmes across the civil service.

6. ***Employee Relations***: the department has ten incumbents and its responsibility is to review and update the civil service rules and regulations, manage the employee safety programme and help to mediate in the conflict between the employer and the employee in the civil service departments. It also deals with the employee associations or trade unions and the management.
7. ***Remuneration and Benefits***: the department is responsible for reviewing and updating of remuneration packages of the civil servants, updating the schemes of service and assisting on the job description writing and also managing the benefits of the civil servants as a whole. There are twelve incumbents in this department.
8. ***Organisational Development***: This department has eight employees and it is responsible for the dissemination of information within and outside the ministry, they also take part in programmes of educating employees about the HIV/AIDS.
9. ***Lesotho Institute of Public Administration and Management (LIPAM)***:  
This is a government training facility combining training, research and consultancy functions. The department has seventy-seven employees and the main responsibility of the department is to train the civil servants, the department is working together with the Management Services department in monitoring of the performance management systems. LIPAM is also under the portfolio of the office of the Prime Minister under the supervision of the public service ministry.

## **2.4 Achievements made by the Ministry**

The Ministry of the Public Service must relate to the Public Service Commission as its advisory body. The teaching services department and the disciplined forces have their own service commissions with responsibility for overseeing recruitment and ensuring imperial application of regulations. The role of the Public Service Commission (PSC) has recently changed radically with corresponding changes for the Ministry of the Public Service. (MPS). From 1970 to 1992, inclusive of the Military rule 1986 to 1992, the PSC was an advisory body. The MPS would propose appointments and promotions to the Minister for the Public Service, and the PSC would advise the Minister on those proposals. In this way proposals for appointments and promotions across the civil service were routed through the MPS before the Minister made a decision. The role of the MPS was central and influential.

With the adoption of the new Constitution in 1993, the PSC assumed full responsibility for appointments and promotions, with an assured independence from political pressure. The Constitution empowers the PSC to delegate any of these powers with the consent of the Prime Minister, to any public officer. The assumption of executive powers by the PSC in 1993 initially reduced the role of the MPS to that of coordinating short-list for appointments and proposals for promotion across the civil service. In 1994 the PSC negotiated a further change in which it related directly to the line ministries in relation to staff on movements within their own structures. This was a consequence of perceived delays in the transmission of the proposal through the MPS to the PSC.

The adoption of the new constitution has required some considerable reassessment of the legal regularity framework for the public service. The public service is currently regulated by the public service Regulations, 1970 public service order, and the 1970 public service Commission rules. These instruments regulate the processes and structure of the public service, and the functioning of the PSC.

**Source:** *(Assessment mission to Lesotho; 20 February – 2 March, 1995).*

## **2.5 Job Grades**

The number of job grades has changed about five times during the last two decades; these changes have come about as a result of salary reviews. Since before independence to 1974/75 there were 29 grades. In 1974/75, these grades were substituted by single ladder salary ranges. The revision decreased the number of job grades to 24, two years later in 1977 another salary review came up with unified grading structure of 19 grades. 1980/81-salary review left number of job grades at nineteen, five years later in 1985/86 another salary review increased the number to grades 26. In this case the salaries were compressed to reduce the gap between top and bottom echelons, later on in 1988/89 another revision was made and reduced the number of job grades to 20.

The recent 1991/92-salary review left the number of job grades at 20, at the same time; a salary scale was somewhat decompressed thus widening the gap between the top and bottom officers. The rationale put forward was that a lot of people at professional and managerial levels were tempted by more uncreative jobs in the private sector and parastatals. So to retain this class of people the review increased their salaries to be more competitive with those of the private sector.

*Source: (Size, cost and effectiveness of Civil Service Report; October, 1991).*

There was another salary review, which was done in the civil service during the year 1996/, 1997 which was turning the numbers for the grades into alphabets, instead of 1-4 or 7-8 grades they were renamed grades A to L and this left the number of grades to twelve. These are the grades that are currently used in the civil service.

## **2.6 Recent development made by the Ministry**

The Ministry of the Public Service has completed tasks on the transformation of personnel administration into Human Resources function. Employees were screened in order to analyse if they meet the requirements of the human resources function and to see if they fit in the cadre. The Human Resources department is working in liaison with the Employee Relations department to review the rules and regulations, regulating the Public service, and the public service Bill is in the process.

Information Systems department is working together with the Lesotho Government Computer Centre in the ministry of Finance to computerise Human resources information to all line ministries in the civil service and linking it to the payroll system. This will ease the access of information of the civil servants. For example, Salaries information, information on retirement's dates, gender profiles and the staff profile as well. This will also help in the process of knowing the accurate number of positions in the civil service, and the number of vacant positions. The process of computerisation further helps in preparing monthly reports well in time.

The department of Management Services is working together with LIPAM to conduct the performance management system in the civil service. Employees from all grade categories have been trained on how the performance management system works; forms have been designed for both senior and junior employees. It is further liaising with the Organisational Department to assist in the restructuring of the ministries/departments in the civil service. There are five ministries, which have been assisted in developing their strategic plans.

The department of Employee Relations together with the Human Resources department have reviewed rules and Regulations of the public service, as mentioned before the Bill is in the process. Training and Development policy has been developed and the ministry is also in the process of working towards making LIPAM autonomous, as it is the big department in the ministry and it has the capacity to stand on its own.

The Remuneration and Benefits department has introduced new schemes for the civil servants, there are now company car loans and housing loans for the civil servants and the medical scheme is in the process. This has made life easier for most of the civil servants, as these were some of the benefits that were not in place in the past years.

*Source: (Ministry of the Public service monthly reports; 2000,2002,2003,2003)*

## **2.7 The use of performance management system in the Civil Service.**

Performance management workshops were conducted for the introduction of this new system, which its objective is assessment of employee's performance in a more transparent way. To operationalise this new system, part D of the Public service Regulations 1969 has been deleted for Legal Notice No.21 of 2000 to replace the current confidential reporting with an open performance management system effective from January, 2000.

### **2.7.1 Administration Arrangements**

The Principal Secretaries and their senior officers are assessed on the basis of their ministerial objectives (operational plans), which are submitted to the Government Secretary. The Principal Secretaries appraise their immediate supervisees. All employees are appraised on the basis of their individual work plans and their departmental objectives.

Individual employee work plans are prepared and reviewed quarterly within the year and in the last quarter; there is an annual assessment.

### **2.7.2 Performance Appraisal objectives**

Operational plan: A Government ministry or department prepare the annual operational plan which among others set out the objectives and activities of the ministry or department in accordance with objectives stipulated in the national plan. The Cabinet Secretariat, within the office of the Prime Minister, issues guidelines on national priorities on the annual basis, three months before the beginning of the financial year. The annual plan of each ministry shall be based on those priorities.

Between the months of November and February in each financial year, government ministries or departments, in line with budgetary planning, develop their objectives and priorities for the next financial year. The operational plans are submitted to the Cabinet Secretariat within the first three months of every financial year. During the month of March supervisors bring their work team together to develop plans for the group to meet the goals and priorities of the ministry.

### **2.7.3 Individual Work Plans**

Every public officer prepares an individual work plan for each financial year based on the job description of the officer. The work plans are intended to the overall goals and objectives of the ministry or departments, and they are submitted to the heads of departments or sections within three months from the beginning of the financial year. In preparation for the development of individual work plans, the group also assesses if there are any common task that should be included on all or a number of individual plans.

### **2.7.4 Appraisal:**

Performance appraisal interviews are carried out quarterly or from time to time each year as and when the need arises. A performance review form is provided by the ministry of the Public Service, and is completed and signed by both the appraiser and the appraisee immediately after the interview. Appraisal or performance expectations are based on the officer's duties and responsibilities as set out in the job description and on the officer's individual work plan.

In the case of officers on probation, performance appraisals are carried out quarterly by the head of department and timely submitted to the relevant department or ministry in respect to each completed period of six months within the probationary period. The department or section submits a copy of completed performance appraisal form, as the case may be, within two weeks after expiry of the performance appraisal session to the ministry of the public service or to the relevant department.

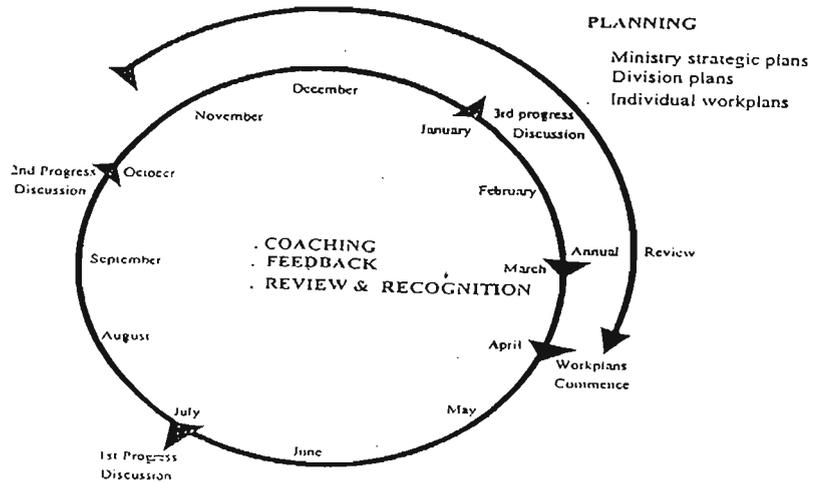
### **2.7.5 the impact of the process:**

During the meeting the supervisor and the supervisee also consider the work processes in the office that support or link individual tasks and how these may impact on the achievement of key tasks. It may be useful for the supervisor and the employee to develop a regular discussion forum or strategy to achieve ongoing improvements. The supervisor and the supervisee then consider the skills and experiences that the supervisee may require to perform his/her key tasks successfully; suitable training or other learning experience, such as working closely with a skilled person are agreed.

After each work plan section is signed, the performance review forms for all employees in the division are kept by the supervisor in a secure place.

*Source: (Performance management guidelines for the Lesotho Civil Service).*

2.7.6 The performance management cycle



**THE PERFORMANCE MANAGEMENT CYCLE**

*Figure: 1.1 the performance management cycle*

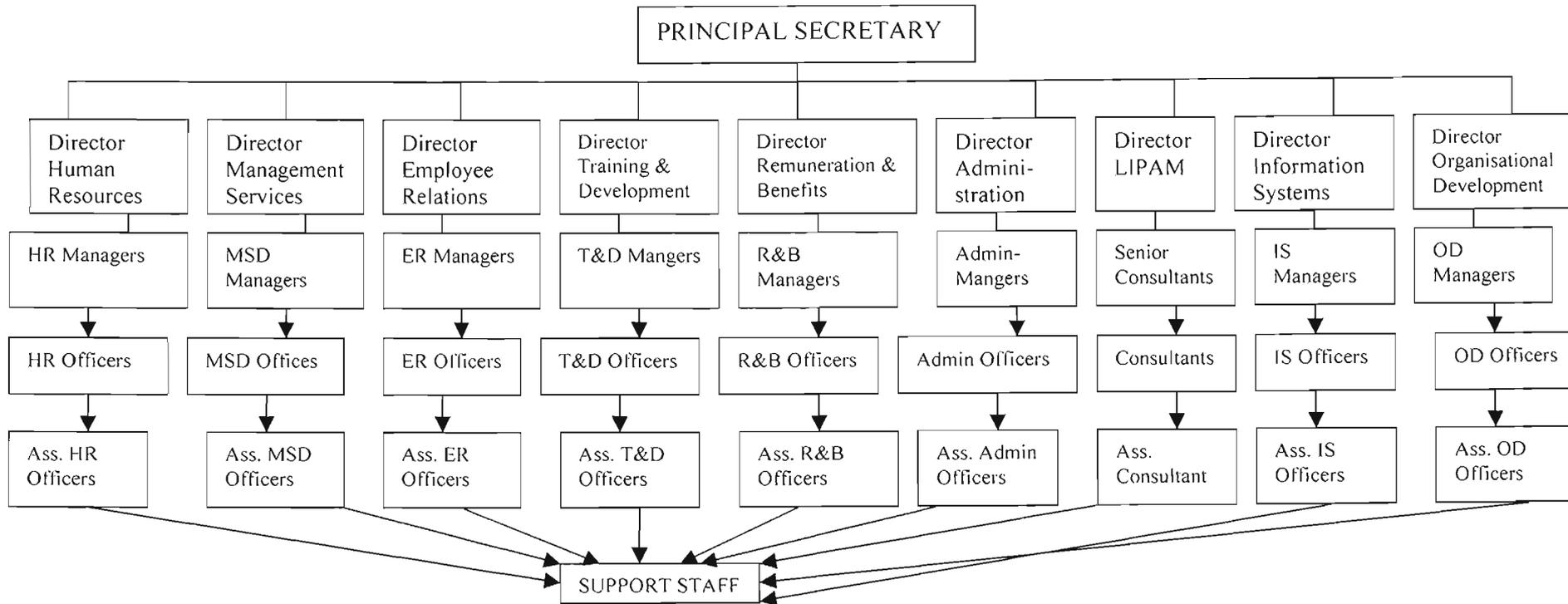
The process of ongoing discussion and feedback central to the performance management system is aimed at the early identification and resolution of differences between the employee and the supervisor. If at the stage of the annual review cycle there is disagreement between the supervisor and the employee that they cannot resolve, the matter is referred to the next level supervisor. This supervisor will mediate with the supervisor and employee to help them reach agreement. Performance review matters that cannot be resolved between the employee, supervisor and the next level, are referred to the grievance panel in the ministry.

### **2.7.7 Performance Related Pay**

The method has been identified in the organisation but measurement of implementing it has not been taken. The department of Remuneration and Benefits have been attempting some measures to implement this method.

The department has drafted a policy for performance related pay and awaits the approval from the Principal Secretary's office; the aim is to implement the system as soon as the policy has been approved.

## 2.8 STRUCTURE FOR THE MINISTRY OF THE PUBLIC SERVICE



*Figure: 1. 2 the structure of the Ministry of the Public Service*

## Chapter 3

### Orientation and Theoretical Framework

#### 3.1 Introduction

This chapter presents the theoretical part of the performance management and its components. Different authors are outlining definitions about the performance management, and the views from other people in today's business on the performance management system have been discussed in this chapter.

#### 3.2 The term performance management

The term "performance management" gets much use in today's business world. People need to do a better job with performance management. Most problems in the organisation can be resolved with performance management, as often as this concept is used one would think performance management is a common and consistently applied process. In real life, many organisations are confused about performance management, its purpose and its application and there are few organisations that are consistently managing the implementation of performance management system.

*Noe et al, (2000: 276)* defines Performance management system as an integrated planning and employee appraisal process that links division and individual work planning to organisational goals, is the process of planning of work tasks agreement on the quality levels of work to be done. Performance management is used to ensure that employee's activities and outcomes are congruent with the organisation's objectives.

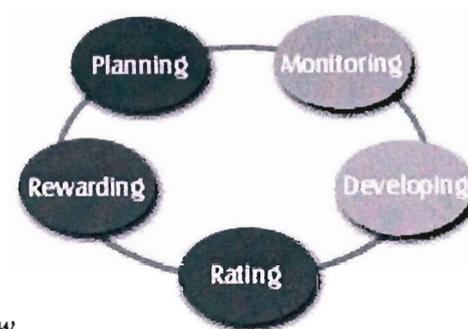
According to *Armstrong & Murlis, (2000: 240)* performance management is the process of establishing a shared understanding about what is to be achieved and how is it to be achieved, an approach to managing people that increases the probability of achieving success. It demands attention of the employer in the organisation.

### 3.3 Performance Management Overview

Performance management is the systematic process by which an agency involves its employees, as individuals and members of a group, in improving organizational effectiveness in the accomplishment of agency mission and goals.

<http://www.opm.gov/perform/overview.asp>

Employee performance includes; *planning, monitoring, developing, rating and rewarding.*



*Figure: 3.1 performance management overview*

#### Planning

In an effective organization, work is planned out in advance. Planning means setting performance expectations and goals for groups and individuals to channel their efforts toward achieving organizational objectives. Getting employees involved in the planning process will help them understand the goals of the organization, what needs to be done, why it needs to be done, and how well it should be done.

The regulatory requirements for planning employees' performance include establishing the elements and standards of their performance appraisal plans. Performance elements and standards should be measurable, understandable, verifiable, equitable, and achievable. Through critical elements, employees are held accountable as individuals for work assignments or responsibilities. Employee performance plans should be flexible so that they can be adjusted for changing program objectives and work requirements. When used effectively, these plans can be beneficial working documents that are discussed often, and not merely paperwork that is filed in a drawer and seen only when ratings of record are required.

Monitoring

In an effective organization, assignments and projects are monitored continually. Monitoring well means consistently measuring performance and providing ongoing feedback to employees and work groups on their progress toward reaching their goals.

Regulatory requirements for monitoring performance include conducting progress reviews with employees where their performance is compared against their elements and standards.

Ongoing monitoring provides the opportunity to check how well employees are meeting predetermined standards and to make changes to unrealistic or problematic standards.

And by monitoring continually, unacceptable performance can be identified at any time during the appraisal period and assistance provided to address such performance rather than wait until the end of the period when summary rating levels are assigned.

Developing

In an effective organization, employee developmental needs are evaluated and addressed. Developing in this instance means increasing the capacity to perform through training, giving assignments that introduce new skills or higher levels of responsibility, improving work processes, or other methods. Providing employees with training and developmental opportunities encourages good performance, strengthens job-related skills and competencies, and helps employees keep up with changes in the workplace, such as the introduction of new technology.

Carrying out the processes of performance management provides an excellent opportunity to identify developmental needs. During planning and monitoring of work, deficiencies in performance become evident and can be addressed. Areas for improving good performance also stand out, and action can be taken to help successful employees improve even further.

## Rating

From time to time, organizations find it useful to summarize employee performance. This can be helpful for looking at and comparing performance over time or among various employees. Organizations need to know who their best performers are. Within the context of formal performance appraisal requirements, rating means evaluating employee or group performance against the elements and standards in an employee's performance plan and assigning a summary rating of record.

The rating of record is assigned according to procedures included in the organization's appraisal program. It is based on work performed during an entire appraisal period. The rating of record has a bearing on various other personnel actions; such as granting within-grade pay increases and determining additional retention service credit in a reduction in force.

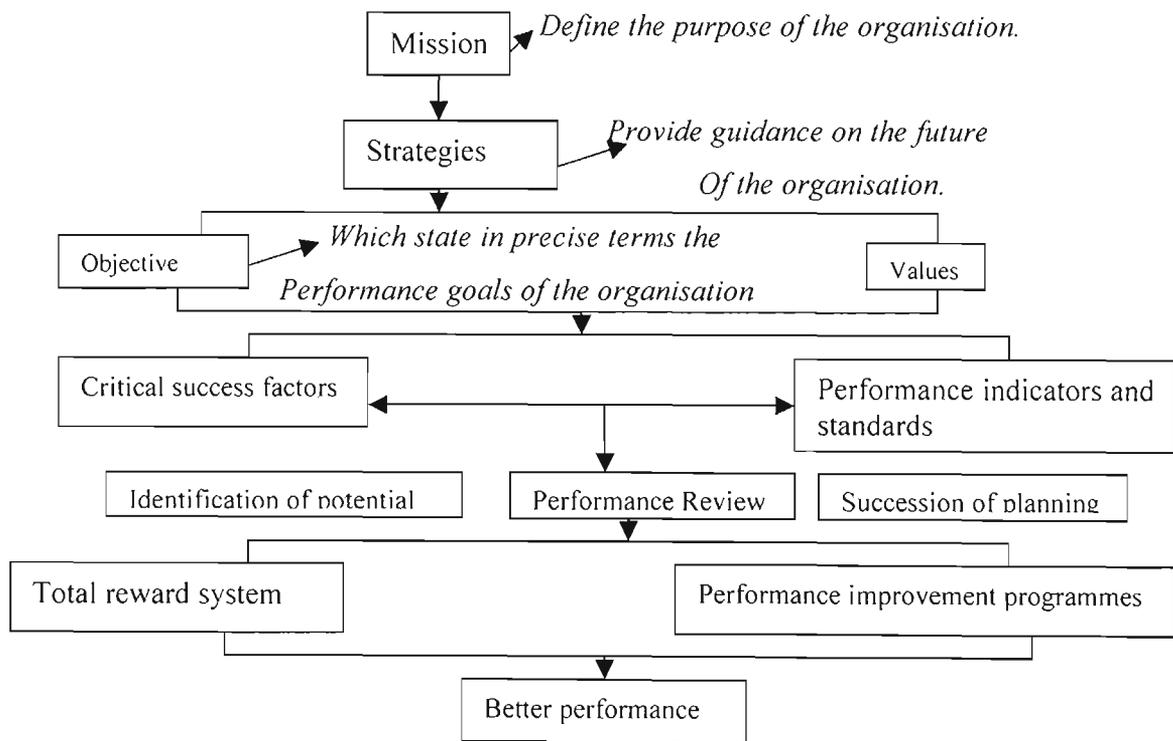
## Rewarding

In an effective organization, rewards are used well. Rewarding means recognizing employees, individually and as members of groups, for their performance and acknowledging their contributions to the agency's mission. A basic principle of effective management is that all behavior is controlled by its consequences. Those consequences can and should be both formal and informal and both positive and negative. Good performance is recognized without waiting for nominations for formal awards to be solicited.

Recognition is an ongoing, natural part of day-to-day experience. A lot of the actions that reward good performance — like saying "Thank you" — don't require a specific regulatory authority. Nonetheless, awards regulations provide a broad range of forms that more formal rewards can take, such as cash, time off, and many non-monetary items. The regulations also cover a variety of contributions that can be rewarded, from suggestions to group accomplishments.

**3.3.1 Managing Performance Effectively.** In effective organizations, managers and employees have been practicing good performance management naturally all their lives, executing each key component process well. Goals are set and work is planned routinely. Progress toward those goals is measured and employees get feedback. High standards are set, but care is also taken to develop the skills needed to reach them. Formal and informal rewards are used to recognize the behavior and results that accomplish the mission. All five-component processes working together and supporting each other achieve natural, effective performance management. <http://www.opm.gov/perform/overview.asp>

**3.4 The performance management process**



**Figure: 3.2 Performance management process. Source: Carrel, M. R. et al; (1998:259).**

Performance management is the integration of performance appraisal system with broader human resources system as a means of aligning employees work behaviours with the organisation’s goals. The purpose of performance management is to make sure that employee’s goals, and feedback of information about performance are all linked to corporate strategy. There is no one way to manage performance whatever system is adopted needs to be congruent with the culture and principles that pervade the organisation.

### 3.4.1 the objectives of performance management

*The performance management system is intended:*

- To assist every employee in realizing their full performance potential in their current jobs
- To help those experiencing performance difficulties, and to identify training and other development opportunities that will help to prepare and motivate employees to progress in their career field, thus increasing the agency's overall corporate base. <http://www2.faa.gov/ahr/pms/plans/2-1-01f.htm>.

### 3.4.2 the purpose of the Performance Management System

The purpose of the performance management system is to assist the agency, lines of business, and staff offices in meeting their goals and objectives by having in place a systematic process designed to, articulate and measure employee performance to individual (or team) standards, help each employee reach her/his full performance potential in their current position, and to help prepare them to progress in their career field.

<http://www2.faa.gov/ahr/pms/plans/2-1-01f.htm>.

*Mitrani, A. et al (1995: 98) point out some of the reasons for introducing performance management system, he said those reasons are to:*

Improve organisational effectiveness, Motivate employees, Improve training and development, Change culture, Link pay to productivity, Attract and retain specialists, Support total quality management and finally to Link pay to skills development.

*Noe, et al (2000: 279) findings set out that there are three purposes for performance management system; which basically are the;*

- (1) **Strategic purpose:** the author argues that performance management should link employee activities with organisational goals.
- (2) **Administrative purpose:** he also believe that organisations use performance information in many administrative decisions e.g. performance appraisal in particular.
- (3) **Development purpose:** and finally he said; here is to develop employees who are effective at their jobs.

### 3.5 Components of Performance Management System

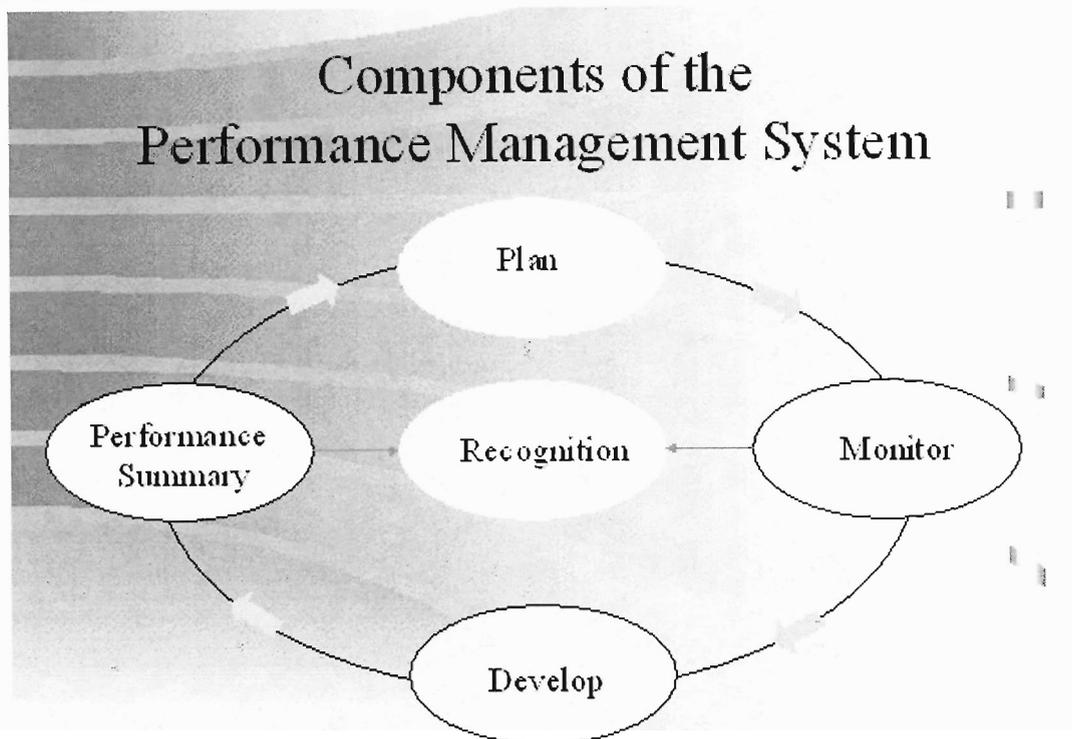


Figure: 3.3 components of performance management: <http://www1.faa.gov/ahr/pms/index.cfm>

**Plan:** Employees and their supervisors share responsibilities for developing the employee's individual performance standards.

**Monitor:** Supervisors observe employee performance and provide feedback through the year, not just at the end of the performance cycle. Employees can provide feedback on how well their supervisors carry out their performance management responsibilities.

**Develop:** The supervisor has an open discussion with the employee to identify the employee's training and development needs for his or her job performance and enhancing his or her career progression.

**Recognition:** Supervisors are encouraged to reward employees throughout the year for doing their jobs well. Supervisor may recognize employees in a number of ways; include verbal praise, cash awards, and time-off awards.

<http://www2.faa.gov/ahr/pms/plans/2-1-01f.htm>

Jackson, E. S. and Schuler, S.R. (2000: 452) said there are two components of performance management systems thus: **PERFORMANCE APPRAISAL AND FEEDBACK PROCESS AND PERFORMANCE INCENTIVES AND REWARDS** Performance appraisal and feedback process directs employee's attention towards the most important task and behaviour. A performance incentives and rewards system motivates employees to perform at the level of their potential.

Fisher, D .C. et al;( 1999: 493-503). Defines; Performance appraisal as the process by which an employee's contribution to the organisation during a specified period of time is assessed. He said Performance feedback lets employees know how well they have performed in comparison with the standards of the organisation. Performance appraisal and feedback can be emotionally laden process that dramatically affects employee's attitudes towards the organisation and themselves. If used effectively, performance appraisal can improve employee motivation and performance. If used inappropriately the appraisal process can have disastrous effects.

He further said, that the fundamental decisions about what type of performance to assess and how to measure that performance should be shaped by three desirable criteria:

**Validity:** performance appraisal system must be valid. It is essential that a good job analysis be conducted before developing the performance measures so that all relevant aspect of performance are covered and irrelevant factors do not contaminate the appraisal measures, a measure is free of contamination if it avoids a assessing other constructs besides performance. A measure is construct valid if it measures what it claims to measure in this case job performance.

**Reliability:** interrater reliability is the most relevant type of reliability for performance appraisal. It is high when two or more raters agree on the performance of an n employee and low when they do not. Suppose absenteeism from work is used as one measure of an

employee's performance if the supervisor sometimes records when the employee is absent and sometimes does not, then this measure of performance is unreliable.

**Freedom from bias:** in performance appraisal the criterion of freedom from bias has two components:

*Legal issues of fairness:* in one sense an appraisal is free from bias if it is fair to all employees regardless of their race, sex, national origin, disability and status.

*Freedom from rating errors:* when an appraisal system requires individuals to make subjective judgements about the performance of others, rating may be biased, either intentionally or unintentionally.

*Jackson, E. S. and Schuler, S.R. (2000: 500).* Argues on the point of incentives and he said; Performance incentives and rewards motivate employees to exert effort. Effective performance management systems do both. Performance based pay recognises that people working in the same job can differ greatly in terms of the value they contribute to the organisation and seeks to provide employees with an incentive for maximizing the value they contribute. Performance –based pay is a powerful cornerstone, but alone cannot hold up the entire organisation.

### **3.6 The philosophy of the system**

The philosophy underlying this system can best be gained through an understanding of the following terms:

*Better Performance* - The primary goal of the system is improved performance by all employees that will be reflected in the overall agency's performance in meeting its safety, security, and system efficiency goals.

*Builds Desire* - Through clearly defined performance outcomes and expectations, shared responsibility, frequent feedback, open communications and challenging work assignments, the system is designed to foster a work environment where employees are internally motivated to do their best every day and to assist their work unit to improve its overall performance

*Developmental* - A key element of the system is on providing the means for employees to learn more and perform better in their current jobs and to progress in their chosen career field in line with the agency's desire to build intellectual capital.

*Non-punitive* - The system is geared to helping every employee succeed and any employee experiencing performance problems is provided the opportunity means, and assistance necessary to improve their performance.

*Positive* - The primary focus of the system is on providing the tools necessary for all employees to achieve their full performance potential.

*Shared Responsibility* - A successful performance management system requires both input and participation by employees, supervisors, and managers.

*Simple* - Through user-friendly automation aids, training, and reference material, the system is designed to be easily understood, accessible, and sensitive to time requirements.

<http://www2.faa.gov/ahr/pms/plans/2-1-01f.htm>

*Armstrong & Murlis* (2000: 247-25) identified the following four concepts of performance management thus:

*Planning/ contracting against agreed measures:* effective performance management and contracting is the critical first phase of performance management. It is the basic agreement that builds clarity between individuals and managers and what should happen over the coming year. The results –based objectives should be linked clearly to organisational strategies and plans in a way that makes sense to the individual or team.

*Managing/ coaching for performance improvement:* Attitude survey evident from a wide range of sources indicates clearly that the quality of day-to-day management and coaching of performance improvement is where the battle for effective performance management is won or lost.

*Feedback and review:* in performance management processes that rely on regular feedback and review, the annual review should be a lighter process a no surprises summary of achievement.

*Reward and Recognition:* The growing of short, medium and long-term incentives against business performance is providing its own form of performance ratings, with the very direct relationship between the achievements of measurable targets.

*Rossiter, A.J. (1996: 190).* Describes Performance management as the process of planning, organising and using your company's resources to allocate its objectives, its goals and fulfil its customer's expectations. The more judiciously these resources are used, the better the performance of the business will be. He said good performance management also applies measurement as a means of knowing if the company is fulfilling customer expectations. He argues on saying that no matter what management style the company has it will benefit from performance management.

*He sets out the following benefits for the performance management:*

- Performance management can help you monitor the direction in which your business is headed.
- It can spell out how a business is performing, with respect to sales, production levels, quality control or customer satisfaction.
- It can give the information you need to make well- advised strategic management decisions.
- It can help create an environment where strong teams works together to get the product or service out faster with a higher level of quality.
- It can help employees to achieve peak performance because each employee will know what the performance expectations are. Employees will also know how to get resources and support they need to do the job right.
- It can encourage the continuous improvement of processes in the business.
- It can give the information you need to develop a system of compensation and rewards, which is equitable and motivational.

*Rossiter, A.J. (1996: 190-193)* said for the company to be effective as possible it should implement performance management at three levels; thus; Overall Business performance, Team performance, and Individual performance.

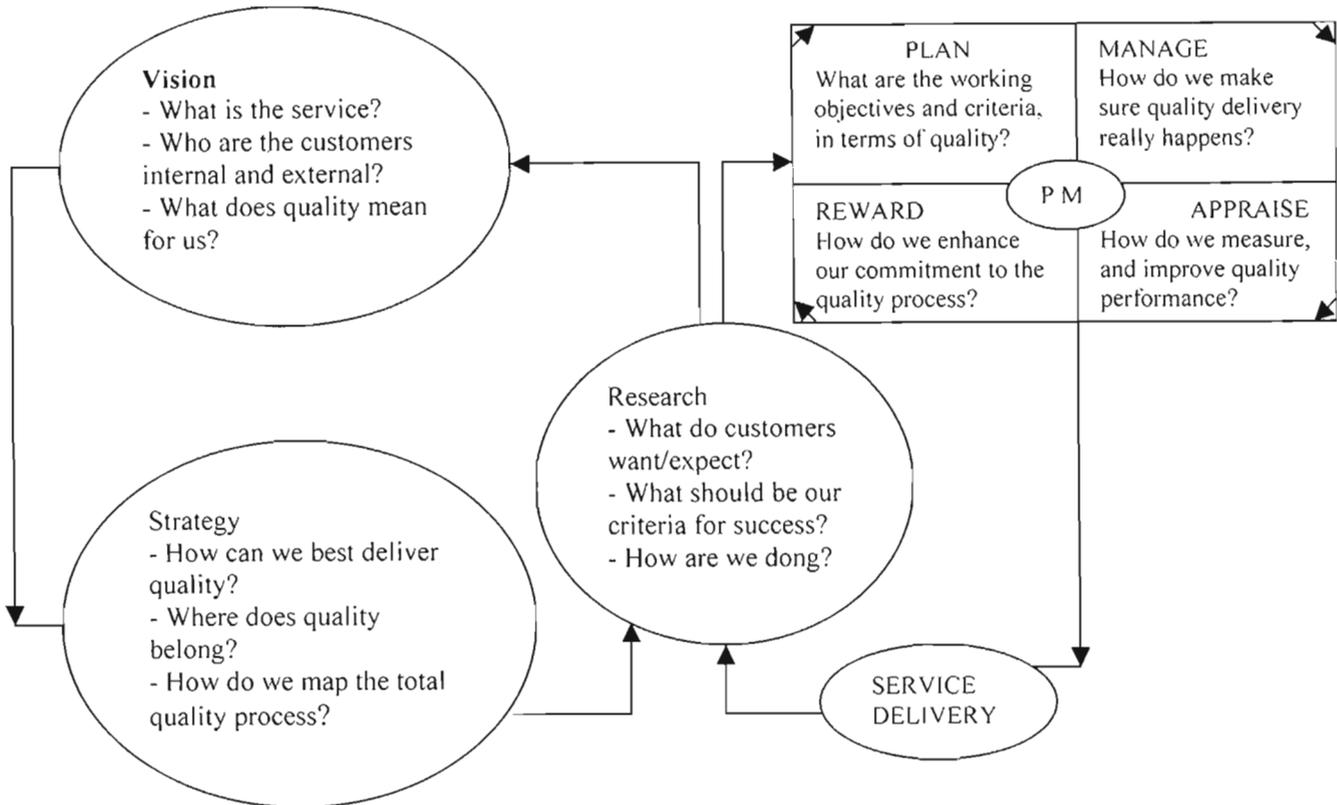
### 3.7 A model for a comprehensive performance management system

<i>Overall Business performance</i>	<i>Team performance</i>	<i>Individual performance</i>
1. Communicate vision and values	1. Set ground rules	1. Hire right people
2. Develop goals and action plans	2. Set team mission and goals	2. Start employee right
3. Monitor performance through Measurement	3. Measure results	3. Training and coaching
	4. Offer team rewards	4. Motivate employees
		5. Build autonomy
		6. Manage problems
		7. Provide feedback
		8. Appropriate rewards

**Figure: 3.4 A model for comprehensive performance management system. Source: Rossiter, A.J. (1996: 190-193)**

1. *Overall business performance*: performance management for the business will provide employees and teams with the big picture. It helps to identify and communicate the overall performance expectations of the business.
2. *Team performance*: performance management at the team level can help your employees work together to accomplish common goals frequently in organisations; here employees compete with one another.
3. *Individual performance*: when you manage performance at the individual level your goal should be to create an environment where each employee is responsible for his or her own performance.

### 3.8 Linking total quality and performance management



*Figure: 3.5 Linking total quality and performance management. Source: Mitrani, A. et al (1995: 108).*

Some organisations might wish to focus the performance management process on one major organizational goal, for an example commitment to quality service. Many organisations are going down the quality route. The value of linking the quality initiative to the performance management process is that it increases the probability that quality initiatives will be achieved. The performance management process- of planning, coaching, reviewing and rewarding – should ensure that the quality goals are clarified, focused on, acted on given support and feedback and ultimately recognised if they are achieved.

#### 3.8.1 How performance management hurts quality

A Jan./27 front-page article business journal touted the skills of a consulting company that helps organisations implement performance management practice. The consultant was quoted as saying “ performance management is the process of maximizing the effectiveness, efficiency, productivity and profitability of human resources.”

This may be noble intention of performance management practice, but there is no evidence it accomplishes any of it, infact, there is a great deal of evidence it does the opposite. The evidence shows that performance management policies reduce trust, increase job dissatisfaction, reduce productivity and hurt quality. One could just think that if this implemented incorrectly with unprofessional leadership of human resources, that is when quality can be hurt, but if managed effectively quality and the success of the organisation could survive.

*(Westchester country business journal; March 10;/ 2003).*

Any organisation consulting company that focuses on how to better conduct performance reviews and link performance to pay is doing more long-term damage to the organisational results than they are improving them. Short-term results are often seen, but long-term employees feel abused, criticized and despondent about their performance and the performance of the organisation. He said for 50 years, organisations have implemented and studied performance management policies with no concrete evidence of results. Without such evidence decisions to improve performance management practices must be based on firmly held beliefs' and ideas that are completely useless and damaging. Perhaps it is time to think differently about performance management.

### **3.8.2 What is the truth?**

Performance management no longer works, he says; it does not do what it was intended to do for an example; improve organisational performance, performance management can no longer properly serve the most important functions of an organisation in the present economic and global competitive environment. Performance reviews do not effectively fulfil the functions necessary to run a successful business. They contribute to the destruction of trust and internal relationship more often than they help. They negatively impact employee loyalty. They waste valuable management time. Finally, there are more effective methods of accomplishing the functions. The dysfunction of the performance management practices in negatively impacting job satisfaction results and customer satisfaction results.

If employees are feeling dissatisfied with their company, how could they consistently make customers satisfied? One could also think this can only happen because of poor leadership and lack of commitment from the top management, that is why there will be misunderstanding between employees, and lack of trust if the system is not implemented effectively.

### **3.8.3 Trust is the most important element of the culture of an organisation**

Because that is the way they have done it. Management policies like performance evaluations, merit raises and pay-for-performance undermine trust, without trust between employee and supervisor there is no truth. Without truth, quality suffers. Without quality, the health of the organisation and individual suffer.

### **3.8.4 Improve the system**

Trust is the most important element of the culture of an organisation. Performance management damages and prevents an increase in trust and therefore hurts quality. The key for improvement lies in how management thinks about people and then management changing its behaviour and policies. Effective managers trust people. They give them the tools to do their work and they don't blame them when things go wrong. Effective managers look improving the system of the organisation because 95 percent of mistakes come from the process created by management.

Managers that implement performance leave an impression of mistrust. Performance reviews are judgement. Managers don't like to judge others and employees dislike being judged.

What can we do instead? Don't fix employees, fix the process. To replace performance management practices, management of organisations need to adapt a system thinking approach to performance issues, and create new processes to handle the functions currently fulfilled by performance reviews. If you are thinking of hiring a consultant, don't waste your money on one that makes things worse. Many organisations are relying on consultants, and this seems a problem as these people train employees and then give them lot of theory and the application to the real practice is being very complicated. The next time again the company will be looking for another consultants, and that's waste of resources and money for the organisation, as these things are not put into practiced and are not being given enough time.

*(Westchester country business journal; March 10;/ 2003).*

## **3.9 Total performance management**

Increasingly, as organisations gains experience with performance management, it is being recognised as a process that encapsulate both the aims of the organisation to improve its performance and the aims of the individuals to improve theirs. Putting the two together in the context of the employment relationship is at the heart of total performance management. This is an all-embracing process-holistic approach- that acts as a vehicle for strategy

implementation and culture change. At an individual level it is characterised by the mixed model plan, combining what and how of performance. The main issue with the formulating of any vision or mission statement is making it happen, translating it into action. Some organisations have recognised that the performance management process provided a suitable vehicle for communicating the mission statement, converting it into realistic and achievable objectives, monitoring progress and assessing achievements.

*Source: Mitrani, A. et al (1995: 103).*

*Odirne, G.S. (1989:189);* said No matter how much we might wish the contrary, not all employees are stars or even workhorses. The less satisfactory elements in the human resources portfolio- problem employees and deadwood- also exist in every company. Handling these people requires different management skills than does bringing out the best in employees who are already doing well.

Deadwood and problem employees differ in their potential, but they have an important characteristic in common: poor job performance. Poor job performance, of course, can mean different things to different managers. However, certain behaviours appear likely to get employee into trouble in almost any company, performance management can help in this kind of behaviour where people want to benefit on the expenses of others, and it is really true that every organisation has its own problem of deadwoods, and can only be managed by the good performance practice in the organisation.

### 3.10 Conclusion

Performance management exists in many forms in most organisations. In some organisations it exists as a low-impact process concerned with objective setting and the annual appraisal. Other organisations, particularly those looking to the future and those concerned with improving business performance by focusing on behavioural aspects of performance, performance management is difficult and costly in terms of time. It cannot be introduced or changed overnight. It has to be assembled bit by bit, often over many years, with each part in need of regular review, maintenances and improvement. But it is glue that holds together and integrates all human resource initiatives. And it is known that it does work in many organisations. So it is recognised as a long journey: once started it is difficult to stop but not starting it at all is not an option either. *Mitrani, A. et al (1995: 107-109).*

Performance management is about people, communication dialogue and working together, not about forms or forcing employee to produce. Performance management is about preventing and solving problems, not about pushing or blaming by identifying problems and their causes as you go, one can work with staff to solve them. There should be no surprises for staff during appraisals and there should be no surprises for supervisor regarding their progress. Performance should be monitored effectively and steps should be followed in order to implement it correctly.

One needs to be sure that employees know what they are doing, and that they have the skills information and resources needed to do it. It should be done to satisfy the customers. Be sure that goals and values of the company stay in the forefront and the reward system must be build. To ensure that the organisation succeeds, you must develop and implement performance management strategies at all three levels:

*Vision and mission* must be created and be communicated to everyone in the organisation.

*Set performance goals* for the organisation and communicate them and the plans of action for achieving those goals to every employee.

*Monitor performance management* the measurement of the certain key indicators.

## Chapter 4

### The Procedures

#### 4.1 Introduction

This chapter presents the methods used in collecting data when conducting this study. It also gives details on the methodology in sampling size and the measuring techniques as well.

#### 4.2 Research Methodology

The research was conducted in the Ministry of the Public Service; the logic behind was that this is the leading ministry, which coordinates all the functions in the civil service.

#### 4.3 Data Collection

Information was acquired from both secondary and primary sources, and a questionnaire was designed. Both qualitative and quantitative techniques were used in this study, and a simple random sampling method was used.

**4.3.1 Secondary source:** are interpretations of primary data, encyclopaedia, textbooks, handbooks, magazines and newspaper, articles and most newscasts are considered as secondary information. (*Cooper and Schindler, 2003:282*) this can be divided into two categories, depending on whether it is collected from internal or external sources.

*Internal data:* comes from within the organisation from which the research is conducted. The government reports and other studies conducted previously were used as part of information.

*External data:* comes from outside the organisation. The secondary data in this research consists of external data, gathered from the University of Natal library, and journals, textbooks as well as the Internet.

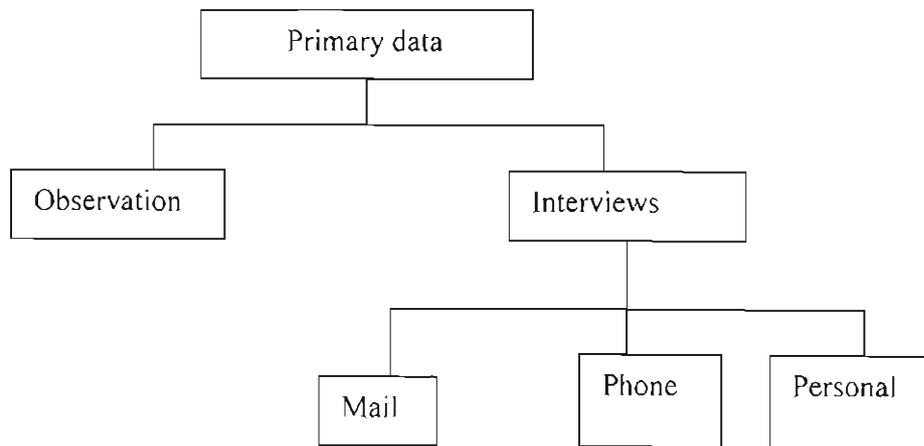
Different definitions and objectives of the performance management, how it can be monitored and planned as well as its all components can be learned from the extensive literature review gathered from this source. Information not obtained from publication that is relevant to the

specific study purpose was gathered through the use of questionnaires directed to the targeted group of this study.

**4.3.2 Primary sources:** normally this includes observation, survey (questionnaires) and interviews. *Ghuri, P. at el, (1995: 57)*. Information here was gathered by means of an attitude study. Questionnaires were designed for senior and junior staff as well as for senior officers and heads of the departments of the ministry. Respondents were requested to complete questionnaires and they were assured that confidentiality would be dealt with to their responses.

*The source of primary data collection is illustrated in figure 4.1 below.*

Sources of primary data collection



*Figure: 4.1 Sources of primary data collection. Source: Ghauri, P.N. at el, (1995: 57).*

*Survey and questionnaire:* these are the most popular data collection method in the business studies, and the major types of questionnaire are descriptive and analytical.

*Ghuri, P.N. at el, (1995: 58).* In this study, questionnaire has been used as the primary method of collecting information and was designed descriptively and analytically.

#### **4.4 Types of study**

- *Descriptive*: this answer to the question who, what, when, where and sometimes how. In this study the approach used of what are the attitudes of employees towards the system, how do people perceive the system and what are the reasons they think makes the system succeed or fail.

*Explanatory*: this goes beyond description and attempts to explain the reason for the phenomenon that the descriptive study only observed. Theories and hypothesis testing are used in this study. (*Cooper and Schindler, 2003:11*) In this particular research, theories from the text books, internet, journals, company reports has been used as way of gathering information, and the hypothesis testing technique has been done to the objectives that are formulated for the research, to see the forces that caused a certain phenomenon to occur.

#### **4.5 Measuring techniques**

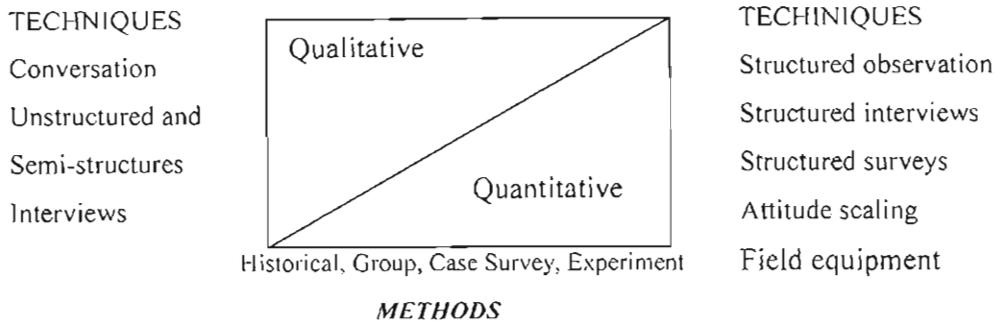
*The questionnaire was made up of the following sections:*

The implementation of the performance management, the reaction of employees towards the system and whether it fits the culture of the organisation. The procedures are both qualitative and quantitative. These techniques also answer to the question of how, what the system is like in the organisation.

-*The qualitative technique* is based on the document analysis. The documents were extracted from government reports and opinions from different authors.

-*The quantitative technique* measures what is the attitudes of people towards the system, how do they perceive the system in the company, whether it brings changes and whether it fits the culture of the organisation.

**4.5.1 Qualitative and Quantitative methods and techniques**



**Figure: 4.2 Qualitative and Quantitative methods and techniques** Source: Ghauri, P.N. at el, (1995: 86).

**4.5.2 the difference in emphasis in qualitative versus quantitative methods**

Qualitative methods	Quantitative Methods
Emphasis on understanding	Emphasis on testing and verification
Focus on understanding from respondent's/informant's point of view	Focus on facts and/or reasons of social events
Interpretation and rational approach	Logical and critical approach
Observations and measurements in natural settings	Controlled measurement
Subjective 'insider view' and closeness to data	Objective 'outsider view' distant from data
Explorative orientation	Hypothetical-deductive; focus on hypothesis testing
Process oriented	Result oriented
Holistic perspective	Particularistic and analytical
Generalization by companies of properties and contexts of individual organism	Generalization by population membership
Explanation/ interpretation	Numbers/ calculations

**Figure: 4.3 the difference in emphasis in qualitative versus quantitative methods** Source: Ghauri, P.N. at el, (1995: 84).

## **4.6 Sample size:**

Sample size is part of the target population, carefully selected to represent the population. Fifty (50) people out of two hundred and eighteen employees, which is 22% of total, were conducted through the questionnaires. They were male and female employees, who aged between 18 and 40. These employees were from different department and different grade categories and were graduate and non-graduate employees.

### **4.6.1 Target population**

The target population for this study was employees from the ministry of the public service. All the nine departments were conducted through questionnaires.

### **4.6.2 Sample selection**

A simple random sampling method was used when conducting the study. This encompasses all the three levels and all the grade categories within the ministry, in all the nine departments that were conducted.

### **4.6.3 Different levels and the categories:**

1. *Lower level:* these are grade A-D employees; they are mostly clerical assistance, typist and messengers, and this level is presented in the structure as the level of support staff.
2. *Middle level:* employees in this level are from grade E-F. These are the Assistants officers and personal secretaries for the directors. Most of these employees in grade F are university graduates.
3. *Management level:* These employees' ranges from grade G-L, and this level is for directors and, senior officers and managers. This level consists people who have long serving experiences and they are all university graduates.

## **4.7 Questionnaire structure**

The questionnaire was structured in a manner that the three levels were divided into two groups; Grade A to F was grouped together, and G to L were grouped together. There were three types of questions the first type was that of closed questions and it was for all employees selected, the second part was the open ended questions, and the questions were structured

differently for each group. Lastly was the were rating questions and were similar for all employees

#### **4.8 Objectives of the study**

1. To establish the importance of performance management system in the civil service.
2. To evaluate whether the performance management system fits to the culture of the organization.
3. To assess if the system is applied equally and if it is acceptable to employees working in the civil service.
4. To evaluate if the objectives of the system link to the objectives of the organisation.
5. To investigate if there are clear measures and procedures when implementing the system.
6. To investigate if the system is clear and understandable to everyone in the organisation.

#### **4.9 Hypothesis testing**

*H1*: Performance management is important in the civil service.

*H2*: The system fits the culture of the organisation.

*H3*: The system is acceptable and is applied equally to all employees in the civil service.

*H4*: The objectives of the system link with the objectives of the organisation.

*H5*: There are clear measures and procedures for implementing the system.

*H6*: The system is clear and understandable to everyone in the civil service.

## Chapter 5

### Results and Interpretation of Data

#### 5.1 Introduction

The idea of performance management is not new in the ministry. Most employees have recognised the fact that performance management is important and it is needed in the civil service, and that the system needs to be managed properly in order for it to work effectively.

This chapter presents the findings on the use of performance management systems in the civil service of Lesotho, in particular to the Ministry of the Public Service where the study was conducted. The findings are based on the attitudes of employees towards the system in the organisation. The answers to the questions were addressed using the data collected. The tables show a number of respondents, their responses and the percentages. The questions were based on the objectives of the study and on the hypothesis.

#### 5.2 Questionnaire analysis

In analysing employee satisfaction with regard to the implementation of performance management systems, three types of questionnaires were developed and distributed to the employees in the ministry. The first part was the closed questions, the second was the open-ended questions and the third method was a rating method of questionnaire as mentioned before.

*Head of the department and senior officers are from grade G-L and Junior and senior members of the staff are from grade A-F*

### 5.3 Closed questions for grade (A- F employees)

**Table 5.3.1: The process is perceived as open and reasonably fair**

Response	Number	Percentage
Yes	17	68%
No	8	32%
Not sure	0	0
Total	25	100%

68% of officers perceive the process of performance management as open and reasonably fair to them, they point out that the guidelines on the system are followed, while 32% find it not being reasonably fair, they claim that there are no tools in place to reward people according to their performance. Some studies reads thus; “ In some effective organisations, rewards are used well. Rewarding means recognising employees, individually and some members of groups, for their performance and acknowledging their contribution to the agency’s mission, it reads thus good performance is recognised without waiting for nominations for formal awards to be solicited.” (<http://www.opm.gov/perfom/overview.asp>)

**Table 5.3.2: There are set objectives for performance management in the organisation**

Response	Number	Percentage
Yes	20	80%
No	5	20%
Not sure	0	0
Total	25	100%

When the system is developed, in order for it to be clear to everyone in the organisation it has to have some set objectives so that it will be assessed easily whether it is working or it not. 80% of officers agree that there are set objectives for performance management in the organisation. Whereas 20% believe that there are no set objectives. Hence why the performance management system is not working according to the expectations of the organisation.

Some of the objectives of performance management, and how they can assist employees read thus:

- Performance management system is intended to assist every employee in realising their full performance potential in their current jobs
- Performance management help those experiencing performance difficulties, and to identify training and development opportunities that will help to prepare and motivate employees to progress in their career field, thus increasing the agency's overall corporate base. (<http://www2.faa.gov/ahr/pms/plans/2-1-01f.htm>.)

If there are no objectives in place the system will fail, but even when they are there they need to be transparently communicated in a way of training.

**Table5.3.3: The system is clear to every one in the civil service**

Response	Number	Percentage
Yes	1	4%
No	22	88%
Not sure	2	8%
Total	25	100%

A significant number of 88% of officers said the system is not clear to every one in the civil service and they viewed that training must be done intensively, and again that people should be given more time to understand the system better. There is 8% of these officers who are not sure whether this system is clear to everyone in the civil service, as some of the people are even struggling in filling the forms. *Mitrani, A. et al* (1995:98-99) said; “performance management can work effectively if all staff involved must be provided with thorough training. he said that the appropriate skills involved in the performance management process, must be developed. e.g. objective setting, coaching and appraising”. In his case it is only through training that employees can understand the system better in the civil service.

**Table5.3.4: The system fits the culture of the organisation**

Response	Number	Percentage
Yes	9	36%
No	15	60%
Not sure	1	4%
Total	25	100%

36% of officers in this category believe that the system fits the culture of the civil service. The way it is operated and the procedures taken to implement the system fits the culture of the organisation, and most of these people are the senior officers who understand the concept better and how things should be done. 60% out of these officers argue that the system does not fit the culture of the civil service; they said it would be better for such a system to be implemented in the private sector. People said because of the bureaucracy of the civil service there is no way such system can fit in.

**Table 5.3.5: The objectives of the system link with ministerial objectives**

Response	Number	Percentage
Yes	18	72%
No	3	12%
Not sure	4	16%
Total	25	100%

The objectives set for performance management normally have to link with the objectives of the organisation, so as to be able to assess the set objectives and evaluate their targeted standards. 72% of officers interviewed agree that performance management objectives link to the ministerial objectives and that is where they manage to evaluate their performance standards.

**Table 5.3.6: Performance related pay is practiced in the organisation.**

Response	Number	Percentage
Yes	0	0
No	25	100%
Not sure	0	0
Total	25	100%

As the system seems to be very slow in the case of implementation, the performance related pay is not yet implemented or practiced in the civil service, only the policy has been developed and awaiting the Principal Secretary's approval. Even though the performance related pay is not yet practiced in the organisation, it is an important tool of recognising employee's contribution in the organisation.

*Jackson E.S. et al, (2000:500)* points out that “performance-based pay recognises that people working in the same job can differ greatly in terms of the value they contribute to the organisation and seeks to provide employees with an incentive for maximizing the value they contribute. He adds on saying that performance –based pay is a powerful cornerstone, but alone cannot hold up the entire organisation”.

**Table 5.3.7: The system applies equally to everyone in the civil service**

Response	Number	Percentage
Yes	14	56%
No	10	40%
Not sure	1	4%
Total	25	100%

A significant number of 56% of officers agree that the system applies equally to every one, as it is stipulated in the guidelines for the usage of the system for the civil servants that every employee has to be appraised in order to assess the objectives set for him/her. 40% disagree with this as they argue that people are not appraised accordingly and that some of the officers have never been appraised.

**Table 5.3.8: There is support from top management on the use of the system**

Response	Number	Percentage
Yes	11	44%
No	13	52%
Not sure	1	4%
Total	25	100%

44% of employees agree that there is support from the top management in the use of the system, while 52% disagree saying that there is quite number of people who do not understand the system but management and the implementers are not corporative enough and they do not come up with new ideas on improving the system.

*Mitrani, A. et al (1995:98-99)* said, “ In order for performance management to work effectively all staff must be involved, and secondly he said there must be a sense of ownership

and commitment in line managers to the process. It is critically important that line managers play an active role in the training programme. They are the key to the performance management process, they deliver it to their staff and it is only through their skills and commitment that the process can become effective”. This means that if management is not committed, the process will not succeed.

**Table 5.3.9: Performance review and discussion are conducted with high quality and care.**

Response	Number	Percentage
Yes	4	16%
No	19	76%
Not sure	2	8%
Total	25	100%

Performance management has to be conducted with high quality and care. 76% of employees said is not conducted with high quality and care, hence why the implementation is not progressing as anticipated. Lack of clear communication and commitment from top management makes the system suffer. “ The process of performance management actually reinforces total quality management, because it gives managers the skills and tools to carry out the management part of (TQM)”. *Shaw, et al (1995:44)*.

**Table 5.3.10: Performance management can help in the improvement of quality service in the civil service**

Response	Number	Percentage
Yes	24	96%
No	1	4%
Not sure	0	0
Total	25	100%

A significant 96% of officers agreed that if the system is implemented and practiced correctly it could help in the improvement of quality service in the civil service. People will work hard to improve their performance and this will lead to improvement of quality service in the organisation.

Some organisations might wish to focus the performance management process on one major organisational goal, that is commitment to quality service. The author *Mitrani, A. et al (1995: 108)* argues that “Many organisations are going down the quality route. The performance management process – of planning, coaching reviewing and rewordings should ensure that the quality goals are clarified, focused on, acted on given support and feedback and ultimately recognised if they are achieved”.

**Table 5.3.11: The organisation can benefit from the system.**

Response	Number	Percentage
Yes	11	44%
No	11	44%
Not sure	3	12%
Total	25	100%

44% of employees said the organisation is not benefiting in this system as people are trained, but do not practice this system fully and the government is wasting a lot of money on the training but there is no progress, there is no follow up made on the implementation of this system. And the other 44% said the system will succeed in the long run and that the organisation will benefit from it; as people will be productive and there will be an open line of communication between employees and their supervisors. There will be clear line of management leadership on the supervision. This means that if the system is managed properly and effectively the organisation and the employees will both benefit.

#### 5.4 Rating questions for grade (A-F employees)

**Table 5.4.1: The measures used to monitor my performance are the most appropriate to my job**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	1	4%
Neutral	8	32%
Agree	6	24%
Strongly agree	7	28%
Not sure	1	4%
Total	25	100%

28 % of officers' interviewed agree that measures used in monitoring their performance are the most appropriate, whilst 32% consider them to be just neutral. Officers saying the measures are neutral argue that their job outlines are not clear, hence they can not determine whether those measures are appropriate or not.

**Table 5.4.2: Measures used to monitor performance are clear and are linked to ministerial objectives.**

Response	Number	Percentage
Strongly disagree	1	4%
Disagree	1	4%
Neutral	9	36%
Agree	8	32%
Strongly agree	6	24%
Not sure	0	0
Total	25	100%

There is 32% of employees who agree that measures used to monitor their performance are linked to the ministerial objectives. The reason they put forward is that their performance is evaluated on their work plans and those work plans are linked to the ministerial objectives.

**Table 5.4.3: Employees who are better performers should receive higher pay increase than poor performers**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	1	4%
Neutral	3	12%
Agree	4	16%
Strongly agree	14	56%
Not sure	1	4%
Total	25	100%

56% of employees have the opinion that employees who perform better should receive higher pay and this can only be done in the practice of performance related pay, as the view is that some people are benefiting on the expense of others. This is supported by the opinion of *Jackson, E. S. et al* (2000:501-502), when he stated that “Effective human resources management system direct the attention and efforts of employees towards achieving strategic objectives, in many other organisation performance based pay is viewed as essential to communicating the strategic objectives of the firm and motivating employees towards achieving their goals. Designing pay system that satisfies the best performers is another objective that drives many organisations to experiment with new forms of performance-based pay. With traditional pay plans the pay differences received by the best performers within the same job category are often small.

Many managers believe that this is demotivating for high performers. In industries where labour is abundant, some organisations are willing to risk feeling of dissatisfaction among lower performing employees (who are paid less) in order to adequately reward and satisfy the better performers. Not all organisations accept this logic however”.

**Table 5.4. 4: The guidance of the system has been read and found helpful.**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	9	36%
Neutral	4	16%
Agree	4	16%
Strongly agree	3	12%
Not sure	3	12%
Total	25	100%

Because of lack of training and poor introduction of the system to employees there has never been a good guidance in the system and a significant 36% of employees disagree with this. They point out that they struggle filling the form is such a hassle; they find it not clear.

**Table 5.4. 5: Objectives for the system are clear and reviewing forms have been found to be simple and straightforward.**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	7	28%
Neutral	10	40%
Agree	5	20%
Strongly agree	1	4%
Not sure	0	0
Total	25	100%

Because of the system being complicated to some of the employees 40%, is neutral in this regard. 28% find the system very difficult to understand and even more complicated, hence they disagree. Since performance management is a process that relies on regular feedback and review, the annual review should be a lighter process, a no surprises summary of achievement.

**Table 5.4. 6: The review committee try to educate their subordinates to overcome their biases and favouritism.**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	6	24%
Neutral	6	24%
Agree	7	28%
Strongly agree	3	12%
Not sure	1	4%
Total	25	100%

Open appraisal is meant to avoid biasness and favouritism in the organisation. Because of the culture of the civil service this system is not clear to every employee. Subsequently, there are different opinions about it; some people argue that the committee conducting the system is not effective hence why the system is failing; while others are on the opinion that the committee is trying its level best to make them understand the system.

*Fisher, D. C. et al;* (1999:503) supports this by saying that; “In performance appraisal the criterion of freedom from bias has two components that are legal issues of fairness and freedom of rating errors. When an appraisal system requires individuals to make subjective judgements about the performance of others, rating may be biased and in one sense appraisal is free from bias if it is fair to all employees regardless of their race, sex, national origin, disability and status”.

**Table 5.4.7: Performance committee do a thorough job in reviewing and using appraisal data.**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	7	28%
Neutral	7	28%
Agree	6	24%
Strongly agree	1	4%
Not sure	2	8%
Total	25	100%

Because of the poor culture and bureaucracy of the civil service things cannot go according to the expected standard. Majority of people believe that the performance committee is not doing the job thoroughly. The uncomputerised Human Resource Information system makes it very difficult for the committee to review and check the appraisal forms from line ministries, in order to determine the number of people appraised and those who are not; the current situation is that the forms are manually brought to the ministry; hence why people would think the committee is not doing the job.

**Table 5.2.8: The appraisal system encourages open communication between appraisers and appraisee.**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	1	4%
Neutral	5	20%
Agree	10	40%
Strongly agree	7	28%
Not sure	0	0
Total	25	100%

The open appraisal truly encourages open communication between the appraiser and the appraisee. 40% of employees agree with this. They support it as opposed to confidential reporting whereby the employee was not involved during the appraisal time

**Table 5.4.9: Managers take Performance review discussions seriously and sufficient time is spent in this discussion.**

Response	Number	Percentage
Strongly disagree	5	20%
Disagree	7	28%
Neutral	9	36%
Agree	4	16%
Strongly agree	0	0
Not sure	0	0
Total	25	100%

Because of having no support from the top management people are of the opinion that managers do not take the system very seriously as they do not make time for it. People

complain that there is no follow up made and this makes the system suffer, as said before managers are the key to the performance management process, they deliver it to their staff and it is only through their skills and commitment that the process can become effective. This means that managers have to be committed to the process in order to make it work.

**Table 5.4.10: performance review is conducted with high quality and care**

Response	Number	Percentage
Strongly disagree	6	24%
Disagree	7	28%
Neutral	8	32%
Agree	3	12%
Strongly agree	0	0
Not sure	1	4%
Total	25	100%

According to the results shown above some people are of the opinion that the system is not conducted the way it was expected, procedures taken are not clear to some of the employees, hence why the system is having so many problems, and there is no quality work being done in the implementation of this system.

**Table 5.4.11: Managers take performance appraisal very seriously**

Response	Number	Percentage
Strongly disagree	6	24%
Disagree	8	32%
Neutral	4	16%
Agree	4	16%
Strongly agree	2	8%
Not sure	1	4%
Total	25	100%

32% of officers disagree with the statement as they argue that they are not given necessary support by top management in the use of this system. They suggest that training should be conducted intensively in order to make people understand the system better and how it is supposed to be conducted and implemented.

### ***5.5 The analysis on the open questions for the grade (A-F employees).***

Analysing different views of these employees from the open questions, one could learn different opinions on the use of the performance management system. 60% of officers indicated that though they found the system very interesting; but it is difficult for them to understand it. Some employees pointed out that there were scared at the beginning during the appraisal process, as they thought that they would be fired if they fail to meet their targets.

People complained that the system has not being introduced thoroughly to new some of the new employees joining the civil service for their first time. This may end to the level where they do not get introduced to the system at all. There other 40% of employees indicated that they find the system very interesting as it allows open communication between employees and ease the way of solving their differences.

Most employees in this level argue that, if the system can be is taken seriously by top management it can bring some developments and improvements to the service that is offered in the civil service, as people will work according to their set objectives. It can also create effective cultural change in the organisation. The system can reduce biasness during the assessment. It may help employees to work harder to achieve the targets set for them.

Even though some people may perceive the system as being good to them, some may think that the system is waste of time. Support from the top management is a problem that they indicated mostly. They are on the opinion that the government can manage without the performance management system. People argue that top management has to be committed on the monitoring of the system and that employees must all be trained.

Though the system was realised as an important tool in measuring performance of employees, because of the how it is being implemented and how training towards it is conducted discourages some of the employees, they end up having some negative attitudes towards the system. However other people appreciate it, while some doubt if it will succeed. Hence why there is too much ignorance to some of the employees towards the system. Employee insist on indicating that top management do not give much time to discuss the system fully to their subordinates, that is where they concluded that time given for training is not enough and as a results people develop negative attitude towards the system.

Most of the people in this level seem not to be satisfied on the way the system is being implemented. Some are on the opinion that the system has been implemented early, as people are still not clear about it. They argue that the team conducting the system do not make any follow ups on the implementation.

There is much emphasis on the training part in this system people argue that they should be trained in order to understand the system and to avoid the loopholes that can exist in the organisation during the process. The advantage that employees observed is that the system encourages employee productivity and it allows an open communication between the employer and employee.

*Employee's comments towards the implementation of the system and how it should be conducted:*

- They said it should be conducted objectively and openly.
- More time should be allocated to practicing and drawing individual work plans.
- Performance standards should be set and be understood and accepted by all stakeholders.
- It should be conducted professionally and strategically.
- People should be trained and introduced thoroughly to the system.
- It should be conducted fairly and reasonable; on the agreed objectives.
- It must be simple and straightforward to everyone.
- The appraisal forms must be reviewed timely.
- Clear guidelines and procedures should be set on the system.
- The implementation process should be reviewed.
- Management has to give support on the implementation of the system and follow up must be made to line ministries on the implementation.

## 5.6 Closed questions for grade (G-L employees)

**Table 5.6.1: The process is perceived as open and reasonably fair.**

Response	Number	Percentage
Yes	24	96%
No	1	4%
Not sure	0	0
Total	25	100%

96% of officers interviewed in this grade category perceived the system as being open and reasonably fair. This indicates that there is much appreciation and commitment from these officers on the use of the system. One could believe that because of their better understanding of the system it allows flexibility and enhance relationship between employee and the supervisors. They perceive the system as important since it allows open communication between employees in the organisation.

**Table 5.6.2: There are set objectives for performance management in the organisation**

Response	Number	Percentage
Yes	21	84%
No	4	16%
Not sure	0	0
Total	25	100%

About 84% of respondents agree that there are set objectives for the system although they find it hard to understand them clearly, or relate them to the set objectives that a particular person has to perform in the workplace. In order for the system in place to be effectively managed it must have set objectives and clear goals.

**Table 5.6.3: The system is clear to every one in the civil service**

Response	Number	Percentage
Yes	1	4%
No	24	96%
Not sure	0	0
Total	25	100%

96% of respondents find the system not being clear to every one in the civil service hence why there is no much progress on the implementation. This indicates that there is lack of training on the system, people have to be trained enough in order for them to understand the system better.

**Table 5.6.4: The system fits the culture of the organisation**

Response	Number	Percentage
Yes	11	44%
No	14	56%
Not sure	0	0
Total	25	100%

Because of bureaucracy and some other old habits being adapted by some of the long serving employees, 56% of employees indicate that the system cannot fit the culture of the civil service. They argue that people resist change and there is no way that there can be any developments in the implementation unless the culture changes and becomes flexible to adapt to any change that take place.

**Table 5.6.5: The objectives of the system link with ministerial objectives**

Response	Number	Percentage
Yes	15	60%
No	9	36%
Not sure	1	4%
Total	25	100%

The set objectives of the system have to go in balance with the objectives of the organisation, most of the employees (60%) are on the opinion that the objectives link, but 36% of these employees totally disagree, and 4% seem not to be sure.

**Table 5.6.6: Performance related pay is practiced in the organisation.**

Response	Number	Percentage
Yes	1	4%
No	24	96%
Not sure	0	0
Total	25	100%

A significant number of 96% of employees are on the opinion that performance related pay has never been introduced in the organisation; the draft policy is waiting for the approval of the Principal Secretary. Surprisingly, there are 4% of employees believing that this has been practiced, reasoning that as long as you get paid is the form of PRP. Peoples' views differ but the fact remains that the way performance related pay has to be applied and procedures for implementing it are not yet practiced in the organisation.

**Table 5.6.7: The system applies equally to every one in the civil service**

Response	Number	Percentage
Yes	8	32%
No	14	56%
Not sure	3	12%
Total	25	100%

A higher percentage of employees (56%) view performance management system as not being applied equally to every one due to the fact that not all employees understand the system and not all employees are appraised, this indicates that there are still some discrepancies on the implementation of this system.

**Table 5.6.8: There is support from the top management**

Response	Number	Percentage
Yes	8	32%
No	15	60%
Not sure	2	8%
Total	25	100%

Most of the people (60%) interviewed are on the opinion that there is no support on the implementation of the system from the top management. Top management have got all the basics and they have access to arrange for the training, but they do not make follow up on the implementation in order to see that the system become successfully. Monitoring is very important, ongoing monitoring provides the opportunity to check how well employees are meeting predetermined standards and to make changes to unrealistic or problematic standards.

**Table 5.6.9: Performance review discussions are conducted with high quality and care.**

Response	Number	Percentage
Yes	4	16%
No	21	84%
Not sure	0	0
Total	25	100%

Because of the sluggish progress on the implementation of the system most people (84%) find the discussion as not being conducted with high quality and care as people are only appraised when there is an emergency for appraisal to be done. Appraisals are used for a wide range of administrative purpose, such as making decisions to the satisfaction and motivation of employees.

**Table 5.6.10: Performance management can help in the improvement of quality service in the civil service**

Response	Number	Percentage
Yes	24	96%
No	1	4%
Not sure	0	0
Total	25	100%

Most of the people are on the opinion that performance management system can improve quality service in the civil service, as most of the people will be appraised according their performance standards; people would work better hence enhance performance of the organisation. Quality Service is viewed as an important aspect in any organisation, once a company links performance with quality obviously there will be good results, there has to be a point where a company has to know exactly its purpose of existing, its service to the customers and what does quality mean to them. *Mitrani, A. et al* (1995:108) concluded that; “now quality is widely recognised, and that a quality initiatives requires; total corporate approach, integration into the whole business and quality major cultural change to any organisation”.

**Table 5.6.11: The organisation can benefit from the system.**

Response	Number	Percentage
Yes	9	36%
No	16	64%
Not sure	0	0
Total	25	100%

Most of the people (64%) in this category indicate that the organisation cannot benefit as more people are trained but there no much progress in the implementation of the system. They view this as a result of poor leadership management style, but *Rossiter, A .J.* (1996:190) argues that “No matter what management style the company has it will benefit from performance management. He said performance management could help you as a person to monitor the direction in which your business is headed. Performance can also spell out how a business is performing with respect to sales, production levels, quality control or customer satisfaction; it can also give the information you need to make well advised strategic management decisions”. So even the civil service can benefit from this system though the majority of people do not see it in that way.

### 5.7 Rating questions for grade (G-L employees)

**Table 5.7.1: The measures used to monitor my performance are the most appropriate to my job**

Response	Number	Percentage
Strongly disagree	3	12%
Disagree	4	16%
Neutral	3	12%
Agree	14	56%
Strongly agree	1	4%
Not sure	0	0
Total	25	100%

Because of set objectives for each department and the work plans, most of the people (56%) agree that the measures used to monitor their performance are appropriate to their jobs, they said as long as job descriptions, objectives and work plans are clear they do not find any problem.

**Table 5.7.2: Measures used to monitor performance are clear and are linked to ministerial objectives.**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	4	16%
Neutral	2	8%
Agree	16	64%
Strongly agree	1	4%
Not sure	0	0
Total	25	100%

Measures used to monitor performance standards have to link to the ministerial objectives and they have to be clear to every employee in the organisation. A significant number of 64% of officers agree that the measures used to monitor their performance linked to the ministerial objectives. People point out that performance appraisal/expectations are based on the officers' duties and responsibilities as outlined in the job description, and individuals' workplans. It is even clear as to how performance measurement could be monitored for officers on probation.

**Table 5.7.3: Employees who are better performers should receive higher pay increase than poor performers**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	2	8%
Neutral	1	4%
Agree	1	4%
Strongly agree	19	76%
Not sure	0	0
Total	25	100%

76% of officers agree with this idea, as they believe that it is better for hard workers to gain more pay. People should be rewarded according to their performance.

*Ordine, G. S.* (1989:189) supported this statement by saying that “No matter how much the contrary, not all people are stars or even workhorse. The less satisfactory elements in the human resources portfolio problem employees and deadwood also exist in every organisation. Handling these people requires different management skills than does bringing out the best in employees who are already doing well. He goes on saying that deadwoods and problem employees differ in their potential, but they have an important characteristics in common; which is poor job performance”.

**Table 5.7.4: The guidance of the system has been read and found helpful.**

Response	Number	Percentage
Strongly disagree	2	8%
Disagree	5	20%
Neutral	10	40%
Agree	8	32%
Strongly agree	0	0
Not sure	0	0
Total	25	100%

The guidance of the system has been found helpful to some members of the staff but there is 20% of employees who still find these guidance not helpful as they argue that they do not understand them, and they even find hard to fill the forms. They suggest that the performance committee has to monitor the system effectively in order to ensure that all the employees do understand the procedures and usage of the system.

**Table 5.7.5: Objectives for the system are clear and reviewing forms have been found to be simple and straightforward.**

Response	Number	Percentage
Strongly disagree	1	4%
Disagree	8	32%
Neutral	7	28%
Agree	8	32%
Strongly agree	0	0
Not sure	1	4%
Total	25	100%

People in this grade category have various opinions. 32% agree that the objectives for the system and reviewing forms are clear, whilst the other 32% totally disagree saying that they find the objectives unclear and they find forms very complicated and time consuming. This means that there is a need for training and this must be considered as an important need when introducing any kind of system in the organisation.

**Table 5.7.6: The review committee try to educate their subordinates to overcome their biases and favouritism.**

Response	Number	Percentage
Strongly disagree	1	4%
Disagree	10	40%
Neutral	4	16%
Agree	8	32%
Strongly agree	0	0
Not sure	2	8%
Total	25	100%

Training is conducted but it seems that people are not clear about the system, and that is why there is a high percentage (40%) of officers who are in the opinion that the committee is not conducting the training sessions properly. Hence why people are failing to understand the system.

Open appraisal is meant to avoid bias and favouritism as they can spoil every thing in the business. To avoid bias one has to make sure that employees know what they are doing, and that they have the skills, information and resources necessary to do the job.

**Table 5.7.7: performance committee do a thorough job in reviewing and using appraisal data.**

Response	Number	Percentage
Strongly disagree	3	12%
Disagree	9	36%
Neutral	8	32%
Agree	2	8%
Strongly agree	1	4%
Not sure	2	8%
Total	25	100%

Most of employees disagree that performance committee do a thorough job in reviewing and using the appraisal data, hence why there are problems of employee not being satisfied about the implementation of the system. People are complaining that the committee do not make any follow ups and that they do not monitor the system continually. One of the factors hindering the monitoring process is the fact that the Human Resources Information for the civil service is not yet computerised, at present things are done manually hence a lot of delays.

**Table 5.7.8: The appraisal system encourages open communication between appraisers and appraisee.**

Response	Number	Percentage
Strongly disagree	0	0
Disagree	0	0
Neutral	2	8%
Agree	7	28%
Strongly agree	15	60%
Not sure	1	4%
Total	25	100%

This is definitely true, according to 60% of interviewees. Open appraisal between the subordinates is very important; it creates trust and respect and kills complaints. Even if there can be some misunderstanding between the two parties during the appraisal meeting it is allowed that the third person can be called for the intervention.

Performance management is about people, communication and working together, not about forms or forcing people to work. Performance management is about preventing and solving problems, not about blaming other people and identifying their problems.

**Table 5.7.9: Managers take Performance review discussions seriously and sufficient time is spent in this discussion.**

Response	Number	Percentage
Strongly disagree	2	4%
Disagree	11	44%
Neutral	3	12%
Agree	5	20%
Strongly agree	3	12%
Not sure	1	4%
Total	25	100%

Most of the people disagree they point out that there is no support from the top management in the implementation of the system. They say top management do not practice what they preach and staff just follow suite taking the system for fun. *Jackson, E.S. and Schuler, S.R. (2000:456)* conclude, that “Organisation is not always successful in using the performance appraisal strategically. One reason is that line managers do not fully understand the system

and its basics. He says most management spend more time acquiring technical competencies for entry into an organisation than they can do learning to manage human resources”.

**Table 5.7.10: performance review is conducted with high quality and care**

Response	Number	Percentage
Strongly disagree	5	20%
Disagree	9	36%
Neutral	8	32%
Agree	1	4%
Strongly agree	1	4%
Not sure	1	4%
Total	25	100%

Most of the employees in this grade category disagree with the statement because they believe that if the system was being conducted with high quality and care every one could have benefited from the system. The reality is that most of employees are complaining with the implementation and this reflects that the approach being taken to conduct the process is not of high quality.

**Table 5.7.11: Managers take performance appraisal very seriously**

Response	Number	Percentage
Strongly disagree	5	20%
Disagree	11	44%
Neutral	6	24%
Agree	2	8%
Strongly agree	0	0
Not sure	1	4%
Total	25	100%

Like mentioned several times that there is lack of support from the top management hence why the system is not progressing. Management seems not to have control on the system and this has a bad impact, as employees tend to have negative attitude towards the system and they believe it is not going to survive in the long run.

### ***5.8 Analysis on the open questions for Grade G-L employees.***

Employees in these grade categories have different opinions on the implementation of the system in the civil service. 28% of officers in this category said at first when the system was introduced to them, they found it interesting, but difficult to understand it. Some officers were even thinking that some of their powers would be eroded. People are on the opinion that the system was implemented too early and employees are not given enough time to understand it better. But views can be different like mentioned earlier. 72% of these officers indicate that the system is very interesting without complications though they find problems when they communicate it with the lower level employees. This implies that there is still lack of training on the use of the system in the civil service.

They argue that the system is taken seriously with some of the employees, but due to lack of commitment from the top management, some people are not really putting much effort on the use of the system, and this can be seen as a waste of time as people are only trained but no follow ups made, this demoralise some of the staff members.

On the question of whether the organisation can benefit on the system, some said it could benefit in a way that people will be working towards clear objectives and set standards of their duties, and that this will improve productivity in the organisation. People will try to be more productive to the organisation, knowing that they will be appraised on their set objectives. Employees in this category perceive the system as not waste of time they said it will increase the employee morale. However some view that it is not necessary to carry on with this system, as it is a waste of financial resources for the organisation.

People pointed out that at first the system was never communicated clearly hence why there is fear and resistance, even implementers are not trained enough to make effective follow ups and monitoring on the system. People are very negative towards the system because they believe it is based on biasness and favouritism.

Though the system can be is simple and clear to some of the employees it needs to be given more time. Employees indicated that the system could survive in the long run if only top management can give it attention and enough commitment to the implementation.

It is indicated that this year the Cabinet has developed the national objectives for the system and this gives a hope that there will be better improvement on the implementation as top management will be highly committed.

Though the system seems very difficult to implement; employees in this category seems to understand the system better but they are still not satisfied with the implementation. They said because of the sluggish progress on the implementation it will take the organisation time to introduce performance related pay (PRP), as they believe that in order for PRP to be more effective people has to understand the performance management system first then after; PRP can be introduced.

*Employee's comments towards the implementation of the system and how it should be conducted:*

- Training should be facilitated to a higher level, all employees should be trained
- Top management should get involved on the use of the system
- Pilot study should be conducted at least to one ministry or department to see if the system is working
- There must be clear objectives of the system and job descriptions must clear and put in place
- Performance management team must be allowed to concentrate on the introduction, monitoring, and follow up and they must be given a proper training
- The system should be given more time in order for people to understand it.
- The system should be implemented in grade categories or in phases, not at the same time to the whole civil service.
- Instead of performance Related Pay, Bonus can be introduced whereby one department achieves its set objectives, can be given a price or employee be given a thirteenth check for the achieved objectives.

## 5.9 Discussion on the findings

The findings are discussed based on the literature review in chapter three and to the result presented above in this chapter. Findings are presented based on the objectives of the study and to the hypothesis.

Hypotheses 1; the system is important in the civil service.

Hypotheses 2; the system fit the culture of the organisation.

Hypotheses 3; the system is applied equally to all employees in the civil service.

Hypotheses 4; the objectives of the system, link to the ministerial objectives.

Hypotheses 5; procedures and measures taken to implement the system are clear.

Hypotheses 6; the system is clear to everyone in the civil service.

### ***5.9.1 Hypotheses 1: the system is important in the civil service:***

94% of employees indicated that performance management is important in the civil service more especially for measuring their performance standards. These responses relate to *Question 5 appendix 1 and question 10 appendix 2, in the open ended questions.*

Performance management is the important tool to every organisation for measuring employee's Performance in the organisation. It makes employees account for their actions. Respondents have indicated the importance of the system as the effective results on the organisational objectives and the development of the country at large. They said the system sets standards against which performance of an employee is measured.

They said Performance management system also enhanced production, it gives open communication between the employer and employee or a between the supervisor and her/his subordinate. The system is important as it motivates people to work hard in order to rewarded for the achievement they made. Every employee will have to contribute to the maximum in order to get rewarded.

Some employees indicated that the system is important because it brings cultural change in the civil service, and employees can be accountable for every production they make in the organisation. Tough 94% of employees indicated that performance management is an important tool 6% of employees finds it very different, due to the nature of the work they are doing. They perceive the system as not applicable in the civil service because of the

bureaucracy. They argue that the results are not tangible or cannot be measured easily; therefore they do not find it being important at all.

### ***5.9.2 Hypotheses: 2 the system fits the culture of the organisation:***

The culture of the civil service is not the same as in the private companies; because of the nature of the civil service duties are carried out differently. Employees see the system in different ways especially when they compare it with other private companies. The way private sectors differ to the civil service. They argue that it would be better to implement such system in the private sector rather than in the civil service where there are no clear lines of leadership and no clear procedures of how to operate things. They strongly argue because of the bureaucracy of the civil service it is difficult for the system to fit in to the culture. The results are presented in *table 5.3.4 page; 43 where a higher of 60% indicates that the system does not fit the culture of the organisation and table 5.6.4 page; 57, 56% indicates the same results, therefore the hypothesis is rejected.*

Some of the employees said the system fits the culture of the civil service, but it is only that in every organisation there are always people who will be resistant to change, people who do not want to hear anything about change, hence there will be many problems for implementing such system in the civil service.

Employees said that in the past; performance evaluation was the sole distinction of the supervisor and this has resulted in an uniform culture of favouritism and victimization and most of employees especially not from the junior/senior staff members find it not fitting the culture of the organisation, whereas some of the management supervisors find it very interesting and fitting to the culture of the organisation.

But *Mitrian, A. et al, (1992:103)* gives the idea of how culture can fit in to the organisation, he said; "Increasingly, as organisations gain with performance management, it is being recognised as a process that encapsulates both the aims of the organisation to improve its performance and the aims of the individuals to improve theirs. Putting the two together in the context of the employment relationship is at the heart of Total performance management. This is an all-embracing process-holistic approach that acts as vehicle for strategy implementation and cultural change.

He continues saying organisations are making increasingly explicit use of performance management process to communicate and reinforce overall strategy and culture, such as focus on quality improvements and customer service”. This is in the opinion that if total performance management applied correctly can bring better results on the cultural change.

Every organisation has its own culture, how things are suppose to be done and the way people behave towards each other, but the other journal quoted that “ Trust is the most important element of culture in the organisation, it read thus; without trust between employee and supervisor there is no truth, without truth, quality suffers, without quality the health of the organisation and individual suffer, effective managers trust people, they give tools to do the work and don’t blame them when things goes wrong” (*Westchester country business journal; march 10/2003*). So there has to be trust within the people working in the same organisation, so that the culture of that organisation become stable and flexible.

### **5.9.3 Hypotheses 3: the system is applied equally to every one in the civil service:**

The performance management system has to be applied equally to every employee in the civil service, appraisal are supposed to be conducted in a set specific time that is agreed upon and every employee has to be appraised accordingly. Chapter two outlined the use of the system in the civil service, which have to be followed in the use of the system.

In this regard some of the employees pointed out that the system is being applied equally as all people are appraised, whereas 56% of officers indicates that it does not apply equally as people are only being appraised when there is an emergency for an employee to be appraised; for example if employees have to be confirmed or have to compete to a higher position. The results are shown in *table 5.3.7 page; 45 and table5.6.7 page; 58*.

Employees argue that this demoralise them, as they realise that there are no proper channels being followed on the use of the system, they said the standard has to be set, but care also must be taken to develop the skill needed to reach these set standards. This means that the civil service must follow proper procedures on the implementation in order for the system to be effective and successful. Appraisal should be conducted timely to everyone so that people must have trust on every change that can take place in the organisation, knowing it will affect every one equally. On one must suffer or benefit on the expense of other people.

The performance overview website read thus; “In effective organisations, managers and employees have been practicing good performance management naturally all their lives, executing each key component process well, goals are set and work is planned routinely and, progress towards those goals is measured and employees get feedback”.  
<http://www.opm.gov/perform/overview.asp>

But (*Westchester country journal business journal; March, 10/2003*) states that: performance management no longer works, it does not do what was intending to do e.g. to improve organisational performance, performance management can no longer properly serve the most important functions of an organisation in the present economic and global competitive environment. Performance reviews do not effectively fulfil the functions necessary to a successful business; they contribute to the destruction of trust and internal relationship more often than they help. They negatively impact to employee loyalty. They waste valuable management time.

Finally there are more effective methods of accomplishing the functions. The dysfunction of the performance management practices in negatively impacting job satisfaction results and customer satisfaction results. If employees are feeling dissatisfied with their company, how could they make customer satisfied? This what is happening in the civil service people are not satisfied with the procedures and changes taking place, they complain on the procedures taken for the implementation of the system of performance management.

In order for the system to work effectively and to apply equally to everyone in the organisation it has to be managed effectively. In this regard the hypothesis can be tested negatively as the majority of people (56%) indicate that the system is not being applied equally to every one in the civil service, as this could also lead to employee dissatisfactions and low employee morale.

#### ***5.9.4 Hypotheses 4: the objectives of the system link with the objectives of the organisation:***

Most of the people about 72% *table 5.3.5, p: 44* and 60% *on table 5.6.5, p: 57* indicate that the objectives are linked to each other as performance management is done based on the strategic planning objectives and those are the objectives formulated for the ministry. But some people find it difficult, as they indicate that they are not familiar with the objectives of

the system neither of the organisation. About 12% of the junior staff and 36% of the senior officers are saying that the objectives do not link together. *Table 5.3.5 page; 44 and table 5.6.5 page; 57* shows the results of the respondents.

*Noe et al (2000:276)* points out that “Performance management is an integrated planning and employee appraisal that links division and individual work planning to organisational goals, is the process of planning of work task agreement on the quality levels of work to be done. Performance management is used to ensure that employee’s activities and out comes are congruent with the organisation’s objectives”. This gives a good picture of how the objective of the system has to link with organisational objectives; otherwise the outcomes will not be congruent and not easy to measure them.

***5.9.5 Hypotheses 5: procedures and measures taken to implement the system are clear to everyone:***

Procedures taken for implementing the system seems not clear to some members of the staff but hopefully they think they will manage in the future. 90% of employees are complaining about these procedures as they argue that the system has been implemented too early before people could just understand it. They said people should be given more time in order to understand the system better, and training has to be the first priority to be given to the system. Though the majority seems to have problems with the procedures, 10% of employees indicated that the system is clear and straightforward. Therefore the objective here is tested negatively because most of the people (90%) indicated that they are not clear on the procedures taken to implement the system. This question was asked to senior officers and head of the department. (*Question seven appendixes 2*), on the open ended question.

***5.9.6 Hypotheses 6: The system is clear to every one in the civil service:***

As much as procedures taken to implement the system are not clear to some employees the system itself is not clear to other members of the staff. People argue that they need training in order to get better understanding on the use of the system. The system needs to be given enough time and much effort and support especially from top management, and it has to be monitored regularly to check whether people appreciate it; or whether they understand it. In this regard the objective here is tested negatively as people believe and foresee the system as not being clear to everyone in the civil service.

*Table 5.3.3 page; 43 which is (88%) and table 5.6.3 page; 57 which is (96%)* shows the results, of very higher percentage of employees who shows their concern on the implementation of the system, and this indicates that people are not trained enough for this system.

Even the theories argue that, "In effective organisation, assignments and projects are monitored continually. Monitoring means consistently measuring performance and providing ongoing feedback to employees and workgroups on their progress towards their goals. Ongoing monitoring provides the opportunity to check how well employees are meeting predetermined standards and to make changes to unrealistic standards. By this process of monitoring the organisation can manage the system, and make everyone to get clear on the use of the system as by when monitoring continually, unacceptable performance can be identified at any time during the appraisal period. (<http://www.opm.gov/perfom/overview.asp>)

According to the results shown above; hypothesis 1 and 4 are not rejected and 2, 3, 5, and 6 are rejected. The next sub topic is going to discuss the evaluation on the differences opinion from the respondents and some findings found to be lacking on the system.

## **5.10 Evaluation**

Employees from the senior staff and head of the department are the ones that seem to understand the system better though they argue that the implementation is the problem. They argue that procedures are not being followed. Whereas the majority of the junior and senior members of the staff are not clear about the system and do not understand it fully. This tends to lead people to have a negative attitude towards the system.

Some of these people argue that they were not even introduced to the system and they have never been appraised and this demoralise them. Employees do not get the message of the system in the same manner, hence why they value the system differently.

Most of the people find the system as open and reasonably fair, as it brings open communication between employees and that one is able to tell when she/he is not satisfied about the use of the system especially during the appraisal period. There are some employees who disagree that the system is fair as there is lot of favouritism and biasness on the system; and this makes people to have a negative attitude towards it. The truth remains that it is an open system but some of the employees are not satisfied about it. No one can be 100%

satisfied but the system must be implemented in a way that it meets every employee's needs. There is lack of intensive training in the system; people need to be trained more in order for them to understand that system better. Some people believe that if implemented correctly the system will survive in the long run but other people are saying because of the culture of the civil service it is a waste of time to implement such system. People seem to be reluctant to adapt to changes easily.

### **5.11 Findings on the interpretation of the data collected:**

- Lack of training towards the system, therefore intensive training should be done.
- Most people do not understand the importance of the system and also there is lack of support from the top management
- The system is not monitored effectively, not enough time has been given to the system
- The culture of the civil service is difficult; people are ignorant and reluctant to adopt to change.
- Some people have negative attitude towards the performance management system.
- The system is not given enough time to get into practice.

### **5.12 Conclusion on the interpretation of data collected:**

From the above analysis it is clear that all respondents appreciate the system, but the way it is implemented creates some problems to them. The system is complicated and very difficult to understand it to some of the employees, and therefore there is a benefit of doubt that the system will survive in the long run. Again given the organisational culture of the civil service, this is very difficult to implement especially on the pay related part. Top management must show their fully commitment, and effective training should be conducted, so that people's differences should be met and employees should be sensitised of any change that can take place in the organisation, and finally one can conclude that:

- Employees are not satisfied in the use of the system.
- Top management though considered trying to be committed at some level they do not seem to have much commitment on the implementation.
- Most of the people are aware of the system but do not understand it fully.
- There is lack of training towards the system.
- Implementation is the major problem in the system.

## Chapter 6

### Recommendation and Conclusion

#### 6.1 Introduction

This chapter will present the recommendations based on the findings and the analysis of the performance management system in the Ministry of the Public Service. Discussions here are based on the literature review discussed in chapter three and on the findings in chapter five. Conclusion is drawn based on the recommendations, findings and results of the study.

#### 6.2 Recommendation on the performance management systems

##### - Performance management - where is it going

Where does performance management go from here? *Mitrani, A. et al* (1995: 96) said; “Performance management is a term that is widely used today. In some organisations is regarded as another name for management by objectives. Others have parcelled it into an annual event associated with training and development, or a process relating to performance related pay. Within these definitions a broad view of how the performance management process encompasses the way people are managed and what elements are included in it. He added on by saying that the process could embrace the:

- Strategy and objectives; Job definition; Objective setting; Coaching and counselling; Performance review; Skills training; Performance related pay; and Training and development”.

There are a number of points have to be considered in the use or implementation of the performance management and are discussed as follows:

##### 6.2.1 Training and development must be intensively done:

Training has been viewed as an important aspect in the implementation of performance management systems. The role of the ministry of the public service is to facilitate training to all employees in the civil service. Therefore intensive training has to be conducted. Findings indicate that training should be done intensively and follow ups on the training sessions must be highly monitored. Performance appraisal committee must make sure that all civil servants are trained to get better understanding on the use of the performance management system.

The management must ensure they provide training to the performance appraisal team to enable it to perform its duties effectively. Training should be done in phases during the implementation of this system in order to give the clear picture of how many people in which category are trained and if they actually understand the system and all its basics. If the results come out satisfactorily then that is when the next phase of implementation could be carried out. It is recommended that the performance management should be integrated with training and development, and there is a need for continuous training of officers. Training is not just how many times officials are required to attend workshops or courses the issue is how often does the system get reviewed, and how often does it get monitored.

### **6.2.2 Management must show their commitment:**

Commitment and trust must be developed between the employee and the management on the implementation of the system. Management must show their commitment and they must respond positively to the system so that other employees will then take the message very seriously. The success of the system depends largely on the commitment of the top management. Top the management should be accountable for every step that takes place in the implementation of the system and the system must be apriority to them not just another formula of calculating the zero balance results. They must do it right the first time, so as to avoid the zero defects results.

*Mitrani, A. et al (1995: 98-99)*, concluded that “To make performance management work one has to develop a sense of ownership and commitment in line managers, to the process. It is critically important that line managers play an active role in the training programme. They are key to the performance management process- they deliver it to their staff and it is only through their skills and commitment that the process will become effective”.

Management must ask themselves the following questions in order to show their commitment in the process: Is the system fulfilling its purpose? Can it be improved? Does it fit situations and jobs? Does it need to be modified?

When performance management is in place but not effective, first one should identify where it is not adding value. This means carrying out an audit of the process through a survey of

appraisers and appraisees to identify the critical performance issues. Then one needs to plan a strategy for improvement or plan for the future to show a concern as a manager.

### **6.2.3 Monitoring and making regular follow-ups**

Monitoring well means consistently measuring performance and providing ongoing feedback to employees and work groups on their progress toward their goals.

There must be a regular follow up on the implementation of the system. The effectiveness and efficiency of the appraisal committee can be judged as unsatisfactory, if people are not happy about the way the system is being monitored or implemented. Monitoring should be conducted in a way that people could measure their performance.

In an effective organization, assignments and projects are monitored continually. Regulatory requirements for monitoring performance include conducting progress reviews with employees where their performance is compared against their elements and standards.

Ongoing monitoring provides the opportunity to check how well employees are meeting predetermined standards and to make changes to unrealistic or problematic standards.

By monitoring performance on continuous basis, unacceptable performance can be identified early during the appraisal period and assistance provided to address such problems rather than waiting until the end of the period when summary rating levels are assigned.

Given the chance the system could work better if monitored professionally, management must ensure that the system is being monitored effectively and efficiently.

### **6.2.4 Human Resources officers must be the key success of performance**

#### **Management**

The most important factor in the implementation of performance management system is the ability of the human resources to guide, inform and support the employees on every system introduced in the civil service, so as to balance the conflict when it arises especially during the appraisal period. Without the human resources support and top management the system will not survive in the long run.

The human resources must be organised and get involved in the implementation of the system, as this is their most important function that needs their control and their ideas on how to perform it. The human resource can get involved in so much that work together with the team especially and reviewing the objectives of the system and its procedures there is no system that can succeed without the support of the Human resources officers.

### **6.2.5 Attitudes of people towards the system:**

According to the results collected and analysed the attitude of people towards the system are negative, this is due to lack of training to the system, people are not introduced enough to the system hence they tend to have negative attitude all the time. The ministry must see to it that proper measurements are done and implemented in order to avoid this behaviour.

Another problem that leads to the negative attitude of employees to the system is the lack of commitment of top management to the system. The team and the top management must make sure that whatever causes the discrepancies is avoided, people should be trained, those who join the civil service for their first time must be introduced to the performance management system and ensure that they understand it.

### **6.2.6 Performance management and the culture of the civil service:**

The culture of the organisation is an important aspect to every single business in the world. Whether an organisation is a private company or a civil service, culture is very important, the ways of doing things, the leadership style of the organisation are very important. If the culture of the civil service could change the attitude of employees would also change and this can allow the systems to be effective.

The organisation should have a good relationship with its employees. There should be mutual respect between bosses and their subordinates and this in turn will create a good culture in the organisation. Management should communicate to their employees with any change that takes place in the organisation.

One business journal read thus; "Trust is the most important element of the culture of an organisation. Performance management damages and prevents an increase in trust and therefore hurts quality. The key for improvement lies in how management thinks about people

and then management changing its behaviour and policies. Effective managers trust people. Therefore this makes a good judgemental of culture improvement in the organisation”.

*(Westchester country business journal; March 10; 2003).*

### **6.2.7 performance related pay has to be introduced to motivate staff:**

The idea of introducing performance related pay (PRP) in the public service should be implemented. Performance related pay is a measure that is based on the performance management system, and this is an important measure that can help the organisation to reduce number of deadwood in the public service.

People have argued that they really prefer performance related pay, as it will make employees to perform to their expected standards. It is recommended the system of PRP be implemented soon. People must be paid according to their performance; those who do not perform should not be rewarded.

*Jackson E. S. et al (2000: 500)* argued, that “Performance incentives and rewards motivate employees to exert effort. Performance based pay recognises that people working in the same job can differ greatly in terms of the value they contribute to the organisation and seeks to provide employees with an incentive for maximizing the value they contribute. Performance –based pay is a powerful cornerstone, but alone cannot hold up the entire organisation”. Therefore introducing one has to be very careful though it helps in the improvement of quality service in the organisation.

### **6.2.8 Review the performance management system often:**

The system needs to be reviewed more often so as to keep it flexible and adaptive to change. Performance appraisal forms have to be reviewed regularly in order update and make them simple so that everyone can understand them. The system should to be reviewed more regularly and new ideas should be incorporated on the implementation. Management should encourage employees to have their contribution on the improvement of the system.

### **6.2.9 Appraisal as an important tool to improve performance:**

Every organisation needs a range of indicators to measure performance and make judgement about effectiveness of their employees. Appraisal has to be taken very seriously as it is the only method that can determine the performance of employees. Management must show their commitment in this process, and they must should tell employees how important is the system in the organisation, and how both the organisation and employees are going to benefit on the system.

According to *Fisher D. C. et al; (1999: 493)* “Appraisals are used for a wide range of administrative purpose, such as making decisions about pay, promotions and retention. Effective appraisal can significantly contribute to the satisfaction and motivation of employees if they are used correctly. Performance appraisal can also be used to evaluate the recruitment, selection and placement system”. If the civil service can embark in the use of performance management appraisal system and follow the right procedures they will succeed in the long run.

“Prior to the appraisal interview, supervisors should discuss with employees the method that will be used. This discussion should specify which areas of performance are evaluated, how often, how the evaluation take place and its significance to the employee. The use of appraisal s varies greatly to the performance appraisals; others conduct appraisals only in a perfunctory manner to meet some broad goals or policies”. It then recommended that the civil service must have clear guidelines for the system and adhere to them.

A critical step in the performance appraisal process is training supervisors to enable them to prepare fair and accurate appraisals and effectively communicate the evaluation to the employee. Unfair ratings may result in charge of discrimination, loss of morale of employee and productivity or inaccurate appraisals, which lead to poor compensation or staffing decisions. This must be done with great care as to train people so that when they know exactly what they is expected of them. They must ensure that training is done intensively to the system from top management to the bottom level line of employees.

### **6.3 Conclusion.**

The objective of the study was to understand how performance management is being implemented in the civil service of Lesotho, what are the attitudes of employees towards the performance management system, looking at the ministry of the public service in particular as the leading ministry. The findings show that the success of the system depends largely on the commitment of the management at all levels in the public service and the top management in particular. Employees have to put their effort to see that the system is working. Every employee should be accountable for every activity he/she is performing.

Another important aspect that can be learned from a study is that training is very important; training people is an investment that makes the company work to a better productivity. Training gives the necessary skills and knowledge to perform better. An organisation must communicate to its employees to changes that take place. Work has to be planned and people must know their activities and their work plan has to avoid any ambiguity. Clear communication and culture in the organisation will facilitate control of staff and leadership problems.

Theories read thus; “In an effective organization, work is planned out in advance. Planning means setting performance expectations and goals for groups and individuals to channel their efforts toward achieving organizational objectives. Getting employees involved in the planning process will help them understand the goals of the organization, what needs to be done, why it needs to be done, and how well it should be done”. This means that employees must be involved in every decision in the organisation so as to value their ideas and well being in the organisation. Employees are the most important assets in the organisation. Without their contribution the company can fail, and they are the ones who can change culture of their organisation, depending to how much they are recognised, and how important they are in front of their supervisors. (<http://www.opm.gov/performance/overview.asp>).

## REFERENCES:

1. Armstrong, M. and Murlis, H.  
  
2001 *Reward management 4<sup>th</sup> edition; a handbook of Remuneration Strategy and Practice.*  
Hay Group; London.
  
2. Carrel, M.R. Elbert, N.F. Hatrield, R.D. Grobler, P.A. Marx, M. and Vanderschy, S.  
  
1998 *Human resources management in South Africa.1<sup>st</sup> edition.*  
Prentice hall South Africa; Durban.
  
3. Cooper, D. R. and Schindler, P.S.  
  
2003 *Business Research Methods, 8<sup>th</sup> Edition.*  
McGraw-Hill Inc; New York, USA.
  
4. Fisher, D. C. Schoenfeldt, F. L.and Shaw, B. J.  
  
1999 *Hunan resources management.4<sup>th</sup> edition;*  
Houghton Mifflin Company; Boston, New York.
  
5. Ghauri, P.N. Gronhaug, K. and Kristiaslund, I.  
  
1995 *Research methods in Business Studies.*  
Prentice Hall; New York.
  
6. Jackson, E, S. and Schuler, S.R.  
  
2000 *Managing Human Resources- a partnership perspective, 7<sup>th</sup> edition.*  
South Western College; Cincinnati.

7. Mitrani, A. Dalziel, M. and Fitt, D.  
1995 *Competency Based Human resources Management.*  
Hay group; London.
8. Noe, R.A. Hollenbeck, J.R. Gerhart, B. and Wright, P.M.  
2000 *Human Resources Management; gaining a competitive advantage; 3<sup>rd</sup> edition.*  
McGraw-Hill; Boston.
9. Odiorne, G.S.  
1989 *Strategic Management of Human Resources. 3<sup>rd</sup> edition.*  
Jossey –Bass; San Francisco.
10. Rossiter, A. J.  
1996 *Human Resources-Mastering your small business.*  
Upstart Publishing Company; Chicago.
11. Shaw, D.G. Beaty, W.R. and Bair, S. L.  
1995 *Performance Measurement, Management and Appraisal source book.*  
Human Resources Development, Press, Inc. Amherst,  
Mass.

**REPORTS:**

1. *Assessment mission to Lesotho; 20 February – 2 March 1995.*
2. *Ministry of the Public service monthly reports; 2000,2002,2003,2003.*
3. *Performance management guidelines for the Lesotho Civil Service.*
4. *Report of the staff Appraisal system in the Lesotho Civil Service, March 1975.*
5. *Size, cost and effectiveness of Civil Service Report; October 1991.*

**Internet:**

- <http://www2.faa.gov/ahr/pms/plans/2-1-01f.htm>.
- <http://www1.faa.gov/ahr/pms/index.cfm>.
- <http://www.opm.gov/perform/overview.asp>.

**Journals:**

*Westchester country business journal; March 10;/ 2003.*

# Appendix 1

Dear respondents,

I am an MBA student at the University of Natal; I am conducting a research on the implementation of Performance Management Systems in the Civil service of Lesotho, in particular in the Ministry of the Public Service. I therefore kindly ask if you can sacrifice your few minutes to answer this questionnaire. Above all, I assure you that your answers to the questionnaire will be used for academic purpose only, and great confidentiality will be dealt with. No individual will be identified and no one will see the completed questionnaires.

Questionnaire to all members of the staff (closed questions) **Yes or No**

1. Is the process perceived as open and reasonably fair?.....
2. Are there any set objectives for performance management in the organization? .....
3. Is the system clear and understandable to everyone in the civil service? .....
4. Does the system fit the culture of the organisation? .....
5. Do the objectives of the system link with the ministerial objectives? .....
6. Is performance related pay practiced in this organisation? .....
7. Does the system apply equally to every one in the civil service? .....
8. Is there any support for the use of the system from top management? .....
9. Are the performance review discussions conducted with high quality and care? ...
10. Do you think performance management can help in the improvement of quality service in the Civil Service? .....
11. Does the organisation benefit from the system? .....

***Open questions to junior and senior members of the staff.***

1. How did you find the system the first time it was introduced to you?  
.....
2. What are the developments you think the system will bring in the civil service?  
.....
3. Is the system taken very seriously or do you think it is the waste of time?.....
4. Since the system has been implemented have you seen any progress?  
.....
5. Do you see the system as an important tool for measuring performance of an employee?  
.....
6. How do you find the procedures taken in the implementation of the system?  
.....
7. How do you see attitudes of other employees toward the system?  
.....
8. Could you kindly tell the advantages and disadvantages of the implementation of the system that you have noticed.....
9. How do you think the system is supposed to be conducted?  
.....
10. What are your comments on the implementation of this performance management?  
.....

### 3. Rating scale questionnaire to all employees

*Please tick the appropriate box, use a pen not a pencil*

Your views	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
The measures used to monitor my performance are the most appropriate for my job					
The measures used to monitor performance are clear and are linked to the Ministerial objectives.					
Employees who are better performers should receive higher pay increase than 'poor performers'					
The system is clear and fair, no complications					
The guidance of the system has been read and found helpful					
Reviewing forms have been found to be simple and straight forward					
The reviewing committee try to educate their subordinates to overcome their personal biases and favouritism					
Performance committee do a thorough job in reviewing and using appraisal data					

The appraisal system encourages open communication between appraiser and appraise					
Performance review discussion are taken seriously by managers and sufficient time is spent in these discussions					
Performance review is conducted with high quality and care.					
Managers take performance appraisal very seriously.					

**THANK YOU!**

# Appendix 2

Dear respondents,

I am an MBA student at the University of Natal; I am conducting a research on the implementation of Performance Management Systems in the Civil service of Lesotho, in particular in the Ministry of the Public Service. I therefore kindly ask if you can sacrifice your few minutes to answer this questionnaire. Above all, I assure you that your answers to the questionnaire will be used for academic purpose only, and great confidentiality will be dealt with. No individual will be identified and no one will see the completed questionnaires.

Questionnaire to all members of the staff (closed questions) **Yes or No**

1. Is the process perceived as open and reasonably fair?.....
2. Are there any set objectives for performance management in the organization? .....
3. Is the system clear and understandable to everyone in the civil service? .....
4. Does the system fit the culture of the organisation? .....
5. Do the objectives of the system link with the ministerial objectives? .....
6. Is performance related pay practiced in this organisation? .....
7. Does the system apply equally to every one in the civil service? .....
8. Is there any support for the use of the system from top management? .....
9. Are the performance review discussions conducted with high quality and care? ...
10. Do you think performance management can help in the improvement of quality service in the Civil Service? .....
11. Does the organisation benefit from the system? .....

***Open questions to head of the department and senior officers and head of the department.***

As head of the department and senior officers in this Ministry you are kindly requested to sacrifice your time give detailed response to the following questions:

1. How do you understand the concept of performance management system basing yourself on the daily activities you are supposed to offer in this Ministry?  
.....
2. How did you find the system the first time it was introduced to you?  
.....
3. How does the system work in the civil service, the procedures followed?  
.....
4. How does the organisation benefit from this system?  
.....
5. Is the system taken very seriously or do you think is the waste of time?  
.....
6. Do you think is necessary to carry on with the system? Please state reasons.  
.....
7. Are the procedures for implementing the system clear to everyone in the civil service?  
.....
8. The civil service moved from the confidential reporting system to the open appraisal system, but the implementation is going very slowly. What do you think are problems for this?.....

9. Performance appraisals supposed to work together with the performance related pay.  
Do they work together in the civil service, if not please state the reasons why?

.....

10. Do you think the system is important in the civil service? Please state reasons for your answer.....

11. How do you find the attitude of other employees in the civil service towards the system? .....

12. How far have you gone in the implementation of the system?

.....

13. Are the results promising that the system will survive in the long –run?

.....

14. Could you kindly tell the advantages and disadvantages that you see in the implementation of the system?

.....

15. Do you have any comments or suggestions on the implementation of the system? If yes please state them.

.....

### 3. Rating scale questionnaire to all employees

*Please tick the appropriate box, use a pen not a pencil*

Your views	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
The measures used to monitor my performance are the most appropriate for my job					
The measures used to monitor performance are clear and are linked to the Ministerial objectives.					
Employees who are better performers should receive higher pay increase than 'poor performers'					
The system is clear and fair, no complications					
The guidance of the system has been read and found helpful					
Reviewing forms have been found to be simple and straight forward					
The reviewing committee try to educate their subordinates to overcome their personal biases and favouritism					
Performance committee do a thorough job in reviewing and using appraisal data					

The appraisal system encourages open communication between appraiser and appraise					
Performance review discussion are taken seriously by managers and sufficient time is spent in these discussions					
Performance review is conducted with high quality and care.					
Managers take performance appraisal very seriously.					

**THANK YOU!**