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A Comparative Study of Performance Management Techniques and Their Operational Efficiency in the Public Sector in Zimbabwe

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Abstract:
The public sector in Zimbabwe of late has experienced an upsurge in complaints against operational efficiency. Most of the complaints emanate from mal-performance, abuse of office or lack of clear policy on performance results. People, or citizens to be precise, pay revenue to the government in form of taxes and rates and as such expect the government to perform in service provision. Society in Zimbabwe consists of elite people well conversant with their civil liberties and as such demand results. The government has put in place mechanisms to check on the performance output, among them the performance appraisal system (PAS) as well as the result-based management (RBM) system. The two tools or techniques widely used in the public sector are aimed at checking on the operational efficiency of the public-sector performance and they have been in place since, the former in 1995 and the later in 2007. The tools have been widely criticized at their inception due to lack of awareness, inadequate training to users, and above all, they were imported from other nations where their economy and implementation was far different from that of Zimbabwe. In fact, there was no clear policy guiding their implementation in Zimbabwe to be precise. Also, the evaluating tools were analogous to all departments yet some sections have different functions peculiar to their existence. The purpose of this study was to evaluate the operational efficiency of the performance management basic tools that are used in the public sector in relation to performance. The two tools were chosen from optional wide range of performance management techniques giving the notion that these could be a cut above the rest. The objectives of the study were to carry out a situation analysis of the performance management system in the Public sector and the relevance of performance management measuring tools that are in use in the sector and make recommendations. Related Literature covered what performance management is, aims of performance management, performance measurement, why organizations measure performance, performance management in the public sector, performance measurement tools in private sector, as well as the benefits of performance management. It also covered other ways of evaluating performance like the 360-degree analysis, Management by objectives, Total quality management and Balanced score card The study was guided by survey method of research where mixed approach (qualitative and quantitative methods) of collecting data was used. The population of the study consisted of 25 government ministries with over 2 000 employees stationed in Harare Town. A sample of 100 employees of all levels was selected from 22 ministries through simple stratified random sampling. The data was collected using questionnaires and interviews. The data was then condensed and presented through graphs and tables and was analyzed and interpreted. The major findings of the study were that the current widely used performance measuring tools in the public sector which are the performance appraisal system also known as Annual Performance rating (APR) and the Result Based Management are foreign tools whose introduction into the system was not backed by enough knowledge, training and resources and as such their implementation made difficulty leading to mal-performance of the sector. The study concluded that the performance measurement tools in use in the public sector must be reviewed and not be taken in isolation. It is important to consider many aspects relating to performance like training, skills, and capability than personal traits. The study recommended that the performance evaluation tools be constantly be reviewed so that they remain valid for their purpose and also that not only one tool must be used to evaluate performance, rather all aspects linked to performance must be considered when conducting performance evaluation.

Keywords: *Performance management in public sector, performance appraisal in public sector, performance appraisal systems*

1. Introduction

States, the world over, are mandated by their constitutions to put in place enabling policy frameworks for successful implementation and efficient service delivery to citizens. The relationship of states and citizens is symbiotic; one cannot do without the other. The relationship is like the two sides of the coin. Citizens have an obligation to pay rates and taxes to the state and the state in turn has an obligation to deliver essential public goods to the citizens. If citizens fail to honour their

obligations, they are punished, what if states fail? It is against this background that public institutions are challenged to cease the role of being a facilitator and rather take the initiative of efficient entrepreneurship. The public sector in Zimbabwe of late has been inundated with complaints of sluggish performance with the blame mainly being apportioned on unqualified or unskilled personnel, leadership, greediness, and abuse of power or office among other factors. Health facilities are poor, state of roads are deplorable, existing infrastructures are not maintained, utilities are in constant short supply, just to mention but a few. The media is undated with complaints, for instance, The Herald, Wednesday 16 September 2015 carried a headline, "*Residents demand services*" where the paper said residents of Mabvuku and Tafara in Harare expressed concern with the poor state of roads, erratic water supply, poor street lighting and mounting garbage that was exposing them to diseases, and as such, were seeking audience with authorities whom they challenged to perform. The Newsday 6 April 2016 also carried a comment, "Since 2013, the country has been on downward spiral, with economy bleeding hundreds of thousands of badly-needed jobs and social service delivery hitting at all-time-low," The paper went on to lament on the poor service delivery by state institutions and the inaction by the authorities. The sentiments coming from the print media, which is widely believed to represent public opinion indicate the deterioration in the public service delivery. Critiques have thrown the blame on lack of purposeful performance evaluation techniques in the public sector with some saying the existing checking mechanisms have been in place for more than a decade without being reviewed and therefore their relevance and effectiveness have been overtaken by events.

2. Problem Analysis

The public sector in Zimbabwe has been characterised by poor performance of late with complaints coming in from all angles and the problem seem to be still in existence. The Head of State and government was recently quoted in headline, Newsday 9 September 2017 as, "Mugabe admits failure of parastatals, suggest privatisation." The paper went on to say he then challenged the public-sector departments to 'perform or close'. This was when he was addressing business people at State House. Again, addressing youths in Harare on 6 October 2017, same proclaimed that he was soon make a cabinet reshuffle, which he later did on 9 October 2017, after realising downturn in performance by some other ministers whom he said were not performing satisfactorily.

The government in a bid to improve operational effectiveness and efficiency, introduced the performance appraisal system which focussed on individual performance and later the Result Based Management which sought to make optimum use of resources to produce maximum output. The then secretary to the Public Service Mr Masoka remarked at the inception of the appraisal system, "The aim of the new system is to create a civil service that is results oriented and responsive to the needs of the public." [A Newsletter of the Public Service of Zimbabwe Magazine, October 1997 vol 1] This meant that the new system was expected to increase corporate governance through high level of transparency, communication, commitment, and above all, sought positive results from civil servants. The later, the Results Based Management technique was introduced at a time when resources were dwindling in the public sector and the strategy was hoped to operational efficiency through making full use of available resources.

3. Review of Related Literature

3.1. Rationale for Literature review

Borg and Gall [1983:14] define literature review as, "The location and critical reading of other peoples' reports of research of casual observation and opinions that are related to the individual's planned research project." It therefore follows that by doing literature review one would be studying the work of other researchers in line with the project into a broader context. Other scholars suggest among other reasons that, "Literature review helps the researcher to develop a thorough understanding and insight into previous and modern trends that have emerged, helps to demonstrate how the work fills the gaps into the knowledge and it consists a guideline." It is clear that literature review is a thorough systematic study of earlier research done by other researchers. Literature review discusses published information in a particular subject area, and sometimes information in a particular subject area within a certain period"
(https://www.unc.edu/deots/wcweb/handouts/literature review. html. 10/1/2009)

3.2. Gaps in Knowledge

The literature rationale was further explored after identifying gaps in knowledge between earlier researches and what exist today. The introduction of the individual appraisal system in the mid 1990's in the public service in Zimbabwe was intended to improve individual performance as well as organizational performance. The process was not backed by any monitoring and evaluation mechanism neither did it have funds for manpower development in the field. The nation by then heavily depended on donor funds, which did not come by to back the projects. As such, over the period, the system seemed to have been abandoned. The introduction of the RBM in 2007 seemed to have marked significant departure from traditional performance measurement as the strategy emphasised on inputs, outcomes and impacts. The relevance and applicability of the strategy across all government departments needed to be fully explored and implementation modalities weighed against available knowledge and resources. The study sought to explore the impact of performance measurement tools on service delivery focusing on the implementation of appraisal system and RBM. When RBM was introduced as a new performance

strategy, nothing has been done by the public service to have its employees get full knowledge about the concept and its modalities. Also, other similar researches on RBM locally and internationally left gaps in knowledge as indicated below and hence needed full exploration.

Author	Research findings/Contribution
Dr Gwata Rudo Grace [2012]	Research on factors impacting implementation of RBM in the public sector in Zimbabwe. Findings were: inadequate capacity building, culture, unavailability of information as negative factors
Dr Alois Magaisa [2012]	Research on Implementing Results Based Management Systems in Public Sector in Zimbabwe. Findings were lack of resources, lack of clear policies, and policy adoption without assessing.
Prof Deborah [2013] Dr Fiona Bruick Prof Janine O'Donnel Dr Damian West	Research on strengthening the performance framework in Australian Public Service. Findings were: performance management capacity, lack of strategic focus on performance mgt, and lack of fit between practices currently used and those proposed for effective performance mgt
Australian Commission on Public Service [2005]	Research on enhanced production in the public service. Findings were: capacity building, training
KOICA [2013] Consultancy	Research on means of RBM for the development. Findings focussed on accountability and development of results, difficult in implementation of RBM as there is no coherence, lack of donor funds for implementation process, no technical support, funds etc

Table 1

3.3. Aims of Performance Management

Armstrong (2010:496) says, "The overall aim of performance management is to establish a high-performance culture in which individuals and teams take responsibility for the continuous improvement of business processes and for their own skills and contributions within a framework provided by effective leadership." This is corroborated by Fisher et al (2006:481) who say that, "Performance process is a handy umbrella term for all organizational activities involved in managing people on the job. "Performance management provides for expectations to be defined and agreed in terms of role responsibilities and accountabilities and behaviours (Hatry 2008). Performance management also, "aims to develop the capacity of people to meet and exceed expectations and to achieve their full potential to the benefit of themselves and the organization." (Armstrong ibid)

3.4. Performance and motivation

Performance is incomplete without motivation. More often than not, when one thinks of performance, what first comes into mind is what is it that makes one to perform any task. In other words, the willingness or force to perform is termed motivation. Therefore, it is very difficult to separate motivation from performance. Usually people believe that what motivate employees are rewards that are tied to performance such as salary increase or decrease, promotion or demotion and job advancement. However, it may also be argued that if employees are motivated to work by such elements, why then do we need mechanisms or supervisors to check on their performance. There are several proponents of different theories of motivation but one of the oldest and that has received wide attention is that of Abraham Maslow termed Maslow hierarchy of needs. Maslow. Maslow believed that what motivates employees to perform are needs which an individual need be fulfilled. When an employee fulfils one need, he will strive to fulfil the next in order of merit until he/she achieves the highest need. This aspiration to him motivates employees to work.

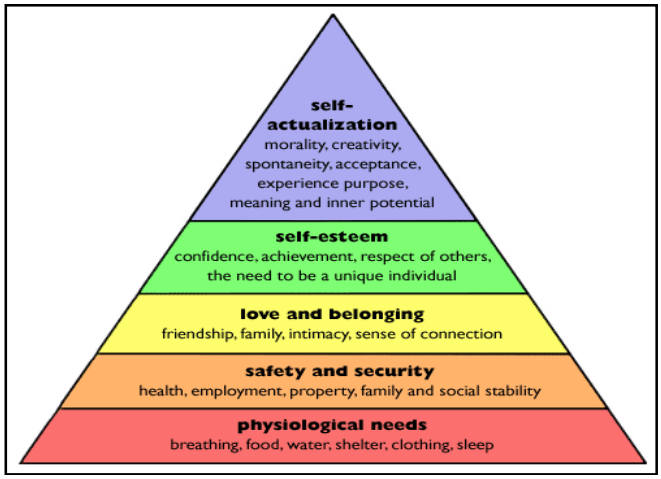


Figure 1: Maslow Hierarchy of needs

In figure 1 above, Maslow believed that every employee has basic physiological needs to fulfil, which are at the lowest level and after that one will develop interest to fulfil the next level until he/she attaint the highest level of self-actualisation. In short, to him this motivated employee to perform. More was explored in the main study.

3.5. Training and Performance

Many people argue that training is the gateway to performance. Output by trained personnel cannot be compared to that of untrained personnel. Skills and experience may come but training is basic and opens doors to the two. Training was explained by website https://www.businessdictionary.com as organized activity aimed at imparting information and/or instructions to improve the recipient's performance or to help him or her attain a required level of knowledge or skill. From the explanation, it is evident that training is vital to performance improvement and therefore forms the basis of performance evaluation

3.6. Performance Measurement

Measurement can be explained as the amount, size, quantity or extent of something, expressed numerically or otherwise. Usually we measure something to ascertain its size, quantity or extent. However, website www.https://Wikipedia.org.2016 defines measurement as the assignment of a number to a characteristic of an object or event which can be compared with other objects or events. It goes on to elaborate that in social sciences such as management, measurement can be multiple levels, which would be nominal, ordinal, interval and ratio scales. With regards to performance, this is relevant as it should be exercised at intervals. The APR and RBM are tools aimed at performance measurement in the public sector. Other tools that were also discussed include: -

- 360 Degree model
- Management by Objectives
- Balanced Score Card
- Total Quality Management

4. Focus on the performance management tools

4.1. Annual Performance Appraisal

The first performance management tool widely used in the public service is the performance appraisal system. This method is probably one of the oldest methods but its focus is on individual performance. Literature available indicates that the method cannot evaluate teams and it augments other methods. The technique was re-engineered in the mid-1990s when it was made compulsory for all civil servants. However, over time the practice seemed to have been abandoned and few departments such as Zimbabwe Republic Police still use it alongside the RBM. Some of the reasons for abandonment were explored and were outlined. However, the technique had its strengths and weaknesses which could contribute to its near abandonment.

4.2. Strengths of performance appraisal system

The fact that employees are evaluated annually through the annual performance report system motivates employees to work hard to earn high ratings. Employees learn throughout their carriers that annual performance reports must always reflect good conduct and good ratings especially where rewards are attached to good conduct. Some companies reward workers for loyalty in form of long and exemplary awards. As a result, workers strive for this legacy and hence strive to maintain general good behaviour and attitude at work.

4.3. Weaknesses of performance appraisal system

There are many problems associated with performance appraisal of employees. Writers such as Armstrong (2010), Shaw et al (2006) and Torrington et al (2008) seem to agree that there are basically six major problems supervisors face in appraising employee performance.

4.3.1. Halo Effect

This is the tendency by most raters to let one particular aspect of an employee's performance influence the evaluation of other aspects of work. Torrington et al (2008:722) define halo effect as, "the general likeability (or opposite) of an appraisee can influence the assessment of the work that the appraisee is doing." A good example is a public-sector employee who also plays soccer for a prominent Super League team, when being rated at work, supervisor may forget to evaluate on the actual job performance but would have bias or halo on member's performance on soccer. In Zambia, one *Katongo* was promoted in the Army for scoring goals during Africa Cup of Nations tournament that took place in South Africa in 2013 yet soccer was not army work.

4.3.2. Leniency

Some supervisors may decide that the easiest way to appraise performance is to give everyone a high evaluation. However, the best performers are likely to complain because those who work hard receive no more credit than fellow employees who do not. Those demoralized employees may opt even to leave the organization. It is prudent to apply objective and realistic appraisal based on individual's performance that could be testimony even to his/her counterparts.

4.3.3. Strictness

This is the opposite of leniency. Some supervisors consistently give low ratings even if some employees may have achieved an average or above average performance. Unreasonable performance ratings by supervisors on employees against their expectations can demoralize employees and impact negatively on productivity. Torrington et al (2008) describes this as prejudice where appraiser distorts employee rating.

4.3.4. Central tendency

This is a situation where performance evaluators tend to avoid high or low appraisals ending up grouping employees around an average scale. This is because some supervisors are reluctant to explain extreme appraisals and hence the idea of central tendency. Like other problems discussed above, this disadvantages hardworking employees and exalts even lazy ones.

4.3.5. Insufficient Knowledge of the appraise

Appraisers often carry out appraisals because of their position in the hierarchy rather than because they have a good understanding of what the appraisee is doing. This is the problem faced in the public service. Any senior member may prepare annual performance report of junior member by virtue of being senior in rank to the appraisee. The danger is that the appraiser may not have full knowledge of appraisee and the process will just be carried out as a fulfilment and not objectively.

4.3.6. Problem of context

This is described by Torrington et al (2008) as the difficulty of distinguishing the work of appraisee from the context in which they work, especially when there is an element of comparison with other appraises. Also, there is danger of appraising wrong features. Sometimes issues other than real work is evaluated, such as smartness, time keeping, being pleasant, because they are easy to see.

4.4. RBM

The concept of RBM is not really new to the business fraternity as it has its origins way back in the early 1950's. Many authors suggest that RBM has its roots from Management by Objectives, a concept synonymous with Peter Drucker. Although there are arguments that Drucker was not the proponent of MBO, but was just a catalyst to the concept, it is suggested that he was the first to put to writing the idea. This was so because at the time of his publication of MBO in 1954, the concept had been tested and was already under experiment at 'General Electric Company' but only lacked a proper term. RBM at its inception by then, and still today, is a concept that emphasises on inputs, processes, results and outcomes. However, it was widely practiced and was successful in United Nations, in other development institutions such as FAO, UNAIDS, UNFPA, UNICEF, to mention a few. (RBM in UN development system Final Report, July 2012). Literature available indicate that the purpose of RBM is for nations to improve accountability and transparency, and identification of measures to further improve its long-term delivery and results to their clientele across nations. The concept as will be discussed, had most of its origins in Canada and spread through Europe and beyond, Africa included.

4.5. Meaning of RBM and Performance

RBM send different waves to people. To some it remains mysterious, to some controversial and to others a supernatural tool to performance. Results-based management is a public-sector management strategy that is aimed at improving performance management with central focus on performance results (outcomes and impacts) (RBMG, 2003; OECD, 2000). It is prudent to define some of the terms which have been in use over time. Definitions of performance are varied; some are descriptive and contain specific elements that purportedly comprise high performance, whilst others adopt a more fluid approach, arguing that definitions vary according to the nature of sector or organization (Jupp and Younger 2004). Pickering (2008:135) define performance more contextually as, "The simultaneous delivery of three elements- quality of product and services, outstanding customer value, and financial performance." According to this definition, the quality of the products and services incorporates meeting the wants, needs and expectations of customers, as well as paying attention to the organization's support systems. Outstanding customer value focuses on relationship development and maintenance with citizens and other stakeholders. It also incorporates satisfaction, responsiveness, service, timeliness, convenience, courtesy, competence of employees, and problem solution (Pickering ibid).

RBM is a management philosophy or strategy that comprises two key components namely planning and measurement. (UNESCO, 2008). AFB (2009) adds learning as a third component while most organizations incorporate the learning aspect into performance measurement. RBM may be explained as a broad management strategy aimed at changing the way institutions operate, by improving performance, programmatic focus and delivery. It reflects the way an organization applies processes and resources to achieve interventions targeted at commonly agreed results (UNESCO, 2008). It is a participatory and team –based approach to programme planning and focuses on achieving defined measurable results and impacts. It emphasises and ensures that at the planning stage, there is necessary and sufficient sum of the interventions to achieve an expected result. With all the above explanations, no wonder why government in Zimbabwe chose it as a performance management technique.

5. Objectives

The purpose of the present study is to contribute to an understanding of the actual and potential operational efficiency of the performance management techniques in the public sector with relevance to the appraisal system as well as the RBM with a view to improving service delivery by the public sector.

5.1. Specific Objectives

Specific objectives are: -

- To examine the current performance management techniques in the public sector
- To assess whether the performance management techniques are relevant and really evaluate on performance
- To assess general perception of the public regarding public sector performance
- To evaluate whether resources and training affect implementation of performance evaluating tools
- To come up with ways and recommendation on how public sector may improve on performance.

5.2 Research Questions

The research questions were: -

- What are the current performance management techniques in place in the public service?
- Are the current performance evaluation techniques in the public service effective and valid?
- What is the general perception of the public regarding public service performance on service delivery and causes of complaints?
- Do resources, training and attitude affect the implementation of the performance management system?
- Is there a way public sector may improve on performance and also devise appropriate methods to evaluate this?

6. Hypotheses

A hypothesis is a tentative, testable answer to a question. Usually hypothesis test the prediction of results based on the assessment of variables. In this study, research variables such as employee attitude, training, resources and skills tend to have predictions on the performance output of the sector or unit as performance may be dependent on them.

7. Limitations

The purpose of the study was to assess operational efficiency of performance management tools with main focus on the performance appraisal as well as the RBM and information was solicited from public service employees. Some employees at first were reluctant to give full information as they thought they were being trapped or spied on. However, the researcher assured them of the confidentiality and anonymity involved in the research and that the purpose was to improve service delivery in the public sector. Also, during the period of study, researcher was on full employment but could sacrifice all leisure time including off days towards completion of the study.

8. Methodology and Methods

8.1. Research methodology and philosophy

Research methodology outlines course of plan how data was collected to answer research question. The research philosophy then refers to a system of beliefs and assumptions about development of knowledge in a particular field (Saunders et al 2016). These include assumptions about human knowledge (Epistemological assumptions), about realities one encounters in research process (Ontological assumptions) and the extent and ways researcher's values influence his research process. (Axiological assumptions) (Burrel and Morgans 1979)

8.2. Research Framework and paradigm

Design framework is the plan or steps on how research was conducted. There is no single way of conducting research, but research paradigm then refers to accepted model or frame of conducting research. Paradigm consist of interpretivist and positivist. In this study positivism was adopted as researcher perceived organisations and other social entities as real in the same way as physical objects and natural phenomena are real.

8.3. Choice of Methodology

Basically, there are two methodologies used when collecting data: Qualitative and quantitative. Qualitative method is mostly used in exploring behaviour, perspectives and experiences. Quantitative is used on observable phenomenon using statistical, mathematical or computational techniques. (Easterby-Smith et al 2002). It is possible to use both methods in a single study as they are not mutually exclusive. (Best and Khan 1989). In this study there was need for mixed approach or rather to use both methods in that the study focussed on behaviours and attitude of employees (qualitative) and what and how performance output is influenced (quantitative)

8.4. Research Design and strategies

8.4.1. Design

Research design is the framework for the collection and analysis of data to answer research questions and meet the research objectives providing reasoned justification of choice of data source and its collection method including the analysis techniques. (Saunders 2016). Kumar (1992:285) defines Research design as, "the plan, structure and strategy of investigation conceived so as to obtain answers to research questions and control variance." In a nut shell it is the outline, or overall scheme of the program (Ghosh 1984). In this study, the research design shows how research questions were connected to the data and the tools and procedures used in answering them.

8.4.2. Strategies

Research strategy is the general plan how researcher would go about answering the research question(s). (Saunders et al 2016). Thus, it the actual process used to answer the said questions. The strategies include surveys, experiments, deception, histories, case studies and review of related literature. Choice of strategy heavily depend on the phenomenon under investigation and type of research questions. In this study surveys (questionnaires) and semi-structured interviews were used. Case studies were avoided because of their narrowness. Surveys and interviews are easy and cheaper to administer.

8.5. Population and Sample

8.5.1 Population

Population is the complete set of cases or group members. Mudimu and Muchengetwa (2002:17) define population as, "the entire group of objects of a particular type understanding." This means the objects of interest are the entire assemblage of organisms, units or characteristics of interest to the study. This is supported by Kwesu *et al* (2004) who say, "The population includes all objects of interests." In this study the population was the entire public service consisting of all government departmental heads based in Harare Metropolitan, which is divided into ministries.

Ministry	Population Size
Home Affairs	6
Lands and Rural Resettlement	4
Higher and Tertiary Education	4
Primary and Secondary Education	4
Energy	4
Agriculture and Mechanisation	4
Local Government	4
Defence	0
Rural Infrastructural Development	4
Health and Child Welfare	4
Small and Medium Enterprises	4
Mines	4
Public Service, Labour and Social Welfare	4
State Security	0
Information and publicity	4
ICT, Post and Currier services	4
Environment and Climate change	4
Justice, Legal and parliamentary affairs	4
Finance	4
Economic Planning	4
Industry and Commerce	4
Tourism	4
War Veterans	4
Transport and Infrastructural Development	4
Gender and Women's Affairs	4
Total	100

Table 2: Population
N=100
Source: Office of the President and Cabinet

8.5.2. Sample

A sample is a subgroup or part of a larger population. Mudimu and Muchengetwa refer a sample as a subset of the universal set. As has been said above, the population was 25 government ministries. Currently, the public sector has 25 ministries but 23 are operational or functional ministries which spearhead RBM. The two ministries excluded were ministry of Defence as well as that of State Security because of the nature of their duty. Also, retrieval of information from these two departments may be difficult. From all the ministries chosen, four respondents were selected. A simple stratified random sampling was used where respondents were drawn, one from senior management, another from middle management, another from lower level management and the last from operatives. Two more respondents were then drawn directly from senior management from the researcher's department. The sample was drawn as given in the table below: -

Level	Males	Females	Total	% Sample of Population
Senior Management	15	05	20	20%
Middle Management	20	10	30	30%
Lower Management	20	15	35	35%
Operatives	10	5	15	15 %
Grand Total	65	35	100	100 %

Table 3: Sample Size
N=100

8.6 Research Instruments

In this study, questionnaire (marked annexure "A") and interview guide (marked annexure "B") were two instruments used.

8.6.1. Questionnaire

Questionnaire is a document that asks the same questions of all individuals in a sample. (Mudimu and Muchengetwa 2002). In fact, it contains list of pertinent questions for a standard inquiry. Questionnaire contained closed and a bit of open ended questions. Closed ended questions were many leading to easy completion as respondents used Likert scale where they could only tick answers. Open ended questions were only four and were easily crafted to avoid semantics. The questionnaire was divided into five sections (section A-E) and each section tried to cover the research questions.

Questionnaires were chosen for the following reasons: -

- Members have less pressure as they can fill out the questionnaire at their convenience and would answer the questions in any order as they wish.
- Questionnaires contain open ended questions which allowed flexibility and in-depth discussion. Questions could also be answered in more than one sitting. Members may make marginal comments as they respond to the questionnaire.
- Unique responses could be given by members. Members are flexible in answering as they could choose which questions to answer or skip.
- Response rate is likely to be high as members feel happy to fill in the questionnaire as a pastime on their free time.
- Questionnaires are cheap to administer particularly where population is within the reach of researcher who can reach all sections at minimal cost.

The main disadvantages of a questionnaire are that some portions may be spoiled or not completely filled or answered. In this study 98% were completely filled and 2% not.

8.6.2. Interview/Guide

Semi-structured interviews provide views, including opinions, insights and other contextual data directly from respondents (Robson, 1999). In fact, these interviews tend to solicit for first-hand information. The interview guide was compiled to augment the questionnaires. Most of the questions that were closed-ended could be expanded in the interview giving researcher insight of the problem under study. Interview is the face to face conversation between the researcher (or his agent) and the respondent (who has the desired information in his mind or possession). (Kumar 1992) It is termed as one of the best methods to obtain information

8.6.2.1. Interviews were chosen for the following reasons

- There is a possibility to achieve an excellent communication between researcher and the respondents in interviews**.** The researcher could explain and clarify the questions if needed and amplify or qualify his answers and this was demonstrated during interview process.
- The response rate is spontaneous and high and questions not understood in the questionnaire could be rephrased in vernacular language for the members to understand because of differences in literacy levels. Those interviewed however clearly understood the questions.

8.6.2.2. Disadvantages of interviews

- Respondents are usually busy; hence time for interviews is not easily available.
- Information obtained through interviews is often difficult to analyze.
- Authority to interview the respondents must be sought first through bureaucratic channels.

Researcher overcame the above problems by not rushing the interviews and giving adequate notice to respondents.

9. Results

9.1. Response rate from questionnaires

All the questionnaires that were distributed were received back constituting 100% return rate.

9.2. Data reliability

Cronbach's Alpha testing was used to test data reliability. The greater the percentage, the more reliable the results were. In this case the test indicated value of **0, 7015** leading to the interpretation that data was reliable.

9.3. Respondent demographics

9.3.1. Gender

There was reasonable representation form both sexes. Males constituted 63% while females were 37%. This is a fair representation as female constitute more than a third.

9.4. Position at work

All the groups were represented, operatives, first line managers, middle managers and senior managers. Operatives contributed 15% while 85% were from management. This was so because appraisal is duty of management.

9.5. Experience at work

Most respondents were mature and had stayed relatively longer in the public service. 9% had served between less than 10 years and 91% had served for more than 10 years. This means that respondents were well versed with public sector operations.

9.6. Educational qualifications

Among the respondents, 3 had PhD degrees, 7 Masters Degrees, 25 first degrees, 39 Diplomas, 18 certificates or other training, and 8 had gone four years of secondary education ("O" Level)

This shows that respondents were literate and could comprehend matter under study

9.7. Major findings

9.7.1. Inadequate knowledge and skills on the performance tools

On average, 93% of respondents indicated that they lacked knowledge on the application of tools. When the tools were introduced in the public service, they were supposed to be coupled with requisite knowledge in form of training. The performance appraisal for instance was once referred to as a 'monster' (Public Service Newsletter vol 1 1998) because most employees lacked knowledge on its applicability.

9.7.2. Lack of training

About 59% of respondents cited that the public sector was no longer providing training, refresher courses and inductions for its employees. New employees could be inducted only through "*sit next to Nelly"* method, where if the mentor has got negative attitude one would not learn anything positive. RBM as new as it was, needed employee training but most of them indicated that they were only implementing a policy that they were not conversant with.

9.7.3. Culture of public sector on results

About 84% of the respondents indicated that there was absent accountability of results in the public sector and this impacted negatively on operational efficiency. Blame could only be apportioned to the Ministry as a whole but could not pin-point the under-performer.

9.7.4. Job misplacements

About 85% of respondents pointed out that there were a lot of mis-postings in the public sector. They lamented mis-postings in the public sector, some related to politics. Some top managers were said to be 'window dressers', occupying top posts that are not commensurate with their knowledge. This would frustrate skilled personnel either to under-perform or sabotage operations.

9.7.5. Inadequate resources

About 98% of the respondents agreed that resources were dwindling in the public sector and this contributed to poor performance or operational inefficiency. Resources are vital in-service delivery. Senior managers in the public service are on record of encouraging their lieutenants to "think outside the box" in resource utilisation. But this concept does not avail what is not available.

9.7.6. Attitude of employees towards work

The respondents indicated that work behaviour displayed by some public-sector employees needed a lot to be desired. On average, 90% of the respondents indicated that most of public sector employees were demotivated, demoralised and hence could not fully perform. Although no reasons were immediately available, freezing of posts and advancement in the sector could be one of the contributing factors.

9.7.7. Political and economic factors

Respondents indicated that the economic melt-down and threat of retrenchments the nation faced of late impacted negatively on operational efficiency.

9.7.8. Lack of shared vision

Respondents also indicated that some policies, in as much as they were aimed at improving performance or economy, they were sometimes politicized. These demoralised employees who thought some policies were formulated to favour some individuals.

10. Discussion of Results

10.1. Respondents demographics

All the respondents were mature, experienced and literate to comprehend the matter under study. This means that the results therefore obtained were reasonable coming from people who perceived the problem.

10.2. Human Factors

10.2.1. Knowledge and skills on evaluating tools

Lack of knowledge and skills on the evaluating tools impacted negatively on their application. Information obtained both from literature and results indicate that both tools were foreign and they needed knowledge cultivation among employees. Instead there was nothing the government was doing to address this problem. RBM which was a fairly new policy but has been in place for a period close to a decade remains mystery to many. In other nations, the same strategy was donor sponsored for its implementation, a different scenario in Zimbabwe. In fact, it lacked funding, resulting in people not receiving neither training nor orientation of the strategy. The health situation was supposed to have training first before implementation.

10.2.2. Training

From Literature and findings, the public service lacked training. Most of its training institutions had turned into white elephants. Training improves efficiency. An untrained personnel is bound not to perform efficiently thereby affecting productivity and output.

10.2.3. Job Placements

From the findings, it was evident that most employees were mis-placed or mis-posted. This starts from top to bottom. Proper job placement motivates employee to perform and ultimately increases efficiency and output. An engineer may be posted to do office work and this will ruin or render his skill redundant.

10.2.4. Shared Vision

When the government enacts policy, it should not be mixed with politics in order for employees to buy-in the vision. It is important for employees to enjoy their carriers without interferences of politicians. This will lead to unbiased decisions by employees.

10.3. Organizational factors

10.3.1. Resources

The public sector is facing acute shortage of resources due to insufficient funding according to findings. For employees to be motivated to work, they need to be resourced. Shortage of essential tools for use has affected public sector operations.

Some sections still use equipment which is way behind modern day life. This affects employees especially when they compare themselves with counterparts in the private sector. This leads to brain drain and labour turn-over.

10.3.2. Results Policy

From the findings, it was evident that the public service has no special way to hold employees accountable for results. Where there is no policy to hold one accountable for results may slacken performance. Public sector employees must have sense of belonging to their departments and operate them as their entities. This sense is missing and has been explained as 'sluggish' in the introduction. With the introduction of the individual appraisal system as well as the RBM, the government was trying to address this problem but only lacked contingent implementation of the tools due to varied reasons such as funding, among others.

10.4. Environmental Factors

10.4.1. Shared Vision

Respondents indicated that some government policies were politicised and hence their implementation met resistance. There was need to isolate government policies from politics to eliminate resistance and biases.

10.4.2 Political Matters

Some politicians interfered with running of public sector departments, canvassing for their benefit. Even some appointments were done on political side-lines, thereby affecting moral of other employees. Also, some NGO were not allowed to donate services or resources as they were perceived to have ultra-motive, facts though not proven.

10.4.3. Economic Matters

Respondents showed that economic matters such as shortages of goods, economic sabotages, economic sanctions and others affect public sector performance.

10.5. Comparison of results with early researches

As was displayed in earlier researches by Drs Rudo Gwata and Alois Magaisa who conducted similar researches here in Zimbabwe, similar findings were that of lack of skills, knowledge, and training and also lack of policy on results. This research however further discovered that capacity building, job placement and political interferences were also other factors that also impacted negatively on performance.

11. Conclusion

Based on the preceding findings, the study concludes that lack of knowledge and skills, inadequate training, improper job placements, lack of resources, impacted negatively on performance or operations in the public service. It also concluded that the two basic performance management tools that were in use in the public service remained unpopular due to lack of awareness and knowledge among employees and the failure by the tools to apportion blameworthiness to failing personnel needed a lot to be desired. As long as there was no reprimand for failures, the techniques remained talk shows. There was also very little being done to address accountability of results despite existence of measuring tools. It must be born in mind that performance measurement is cornerstone to operational efficiency. As regards the new concept of the RBM which is misunderstood in most departments, there is need to further explore it before its implementation whether it is 'a one size fit all' to all governments departments or to draw unique framework to each department. There is also need to assess again whether Zimbabwe shares a common environment with countries where the strategy succeeded before importing it into its systems.

11.1. Recommendations

After going through the study and carefully assessing the opinions of respondents, researcher discovered that much focus was needed in the areas that will be highlighted and recommend as follows:

11.2. Policy Implementation

The study recommends that the sector seriously develop culture of fostering implementation of strategies and devise checking or monitoring mechanisms. It is easy to come up with a policy but its success or failure hinges on implementation. Many policies that were developed by the public sector failed most of them in their infancy due to lack of implementation policy. As was highlighted in literature review of main document, policies such as ESAP (Economic Structural Adjustment Program 1990-2000) failed due to lack clear implementation policy. Also, it is on record that the individual performance appraisal system that is in place as performance evaluation tool today is not taken seriously today with some departments no longer applying it. The RBM has no checking or monitoring mechanism.

What is important in implementation is first to create awareness. People must receive adequate training of application of proposed strategies. Those in positions of implementing should know the expectations of the strategy.

Implementers must be different from evaluators. The public sector has problems in that the same people are responsible for policy formulation, implementation and evaluation. Also, there is lack of monitoring policy. Therefore, there must be a clear policy on who will do what. Once these are addressed, performance management techniques will roll on well.

While addressing the above-mentioned challenges in as far as implementation policies are concerned, it is also important to address the issue of resources. Resources are critical in-service delivery. Strategies such as RBM need to be backed with adequate knowledge and resources for their success. There is a danger in importing strategies that worked in other nations overlooking factors such as the investment that were undertaken by such nations in human resource development and other resources. In other words, foreign strategies must only be adopted after thorough research on their application and cost effectiveness. Weighted benefits must be considered before final adoption.

11.3. Capacity building

Against the background that most respondents indicated of lack of knowledge and skills among public service employees, it is recommended that the sector needed capacity building strategy to enhance operations. According to UNDP paper 1991, **C**apacity Building is much more than training and includes the following: - Human resource development, the process of equipping individuals with the understanding, skills and access to information, knowledge and training that enables them to perform effectively. Human resource development is key to performance and efficiency. Capacity building must not be a single event but a continuous process where employees receive training, refresher and staff developmental courses. They will in the process access much needed information regarding departmental expectations, targets and will also foster of ownership of departmental systems. This model can be used as part of the strategy to cultivate culture of ownership of operational performance results and in a way enhance performance.

11.4. Proper job placements

The study also recommends a broader focus on job placements which must be done based on capability, skills and experience. Management positions in the public service should not be taken as ceremonial positions like they do in politics or religion. These are key or strategic positions that demand effective and efficient service delivery. Appointments to such key positions should be competency based and void of nepotism, favouritism and bias. Favouritism brews halo effect or central tendency in performance evaluations thereby killing certain sectors of the economy. Civil service must not solely depend on internal recruitment when considering placements, but must cast nets wide. They must also even outsource Human resource expertise when recruiting. Independent employment consultancy is the way to go when filling key positions

11.5. Corporate Governance

Website https://www.business/dictionary.com defines corporate governance as, “The framework of rules and practices by which a board of directors ensures accountability, fairness, and transparency in a company's relationship with its all stakeholders (financiers, customers, management, employees, government, and the community). The same website further states that, the responsibilities of the board include setting the company’s strategic aims, providing the leadership to put them into effect, supervising the management of the business and reporting to shareholders on their stewardship. Therefore, it is necessary for public sector employees to exercise corporate governance. This in turn assist them deliver services in a transparent manner.

11.6. Forming Partnerships

The study also recommends that public sector must not tackle issues alone. Service provision is a mammoth task that needed partnering with other stakeholders for development. Partnerships for example with a local NGO may give access to: knowledge and skills; innovative and proven methodologies; networking and funding opportunities; replicable models for addressing community and managing resources; options for organizational management and governance; and strategies for advocacy, government relations and public outreach. (https://www.gdrc.org.) Partnerships are good as long as there is no over-reliance of donor funding. This model has worked in developing countries where bodies such UNDP, UNESCO, World Bank etc play critical roles in spearheading community developmental programs aimed at improving quality of life within communities. Public sector roles are also aimed at community development

12. Further Study

The research was conducted only in Harare at departmental headquarters alone. With resources permitting, a further study is necessary to be conducted also at other centres such as provinces or districts in Zimbabwe to have a wide spectrum of views. This alone would also draw wide sample than that which was used in this study.

Also, there is need to explore further whether the techniques that are used for performance evaluation in the public sector at the moment are still relevant citing changes in today’s environment of dynamism. They have been in place for over a decade without being reviewed and hence the need for review. This aspect was only touched in passing with indications that the tools may need realignment to current environment.

Lastly, there is need to explore why the government favours foreign strategies despite their failures at implementation. Is it that there is a notion that foreign is good or there is lack of trust with home grown strategies?

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Appendix A

QUESTIONNAIRE
INTRODUCTORY LETTER FOR ALL RESPONDENTS
The Zimbabwe Republic Police
PGHQ Policon Registry
Box CY 34
Causeway, Harare

...../..... / 2017

Dear Respondent,

I am ***Oscar Chagwiza***, a Scholar pursuing Doctor of Philosophy In Business Administration with Aldersgate University of the Philippine. I am carrying out a study entitled, "***Performance management techniques and their operational efficiency in the public sector in Zimbabwe."*** My study focuses on evaluating performance in relation to the performance appraisal system and the result-based management systems, the tools widely used in the public service for performance assessment. Performance of Public Sector has been viewed with different feelings and this questionnaire aims at soliciting information regarding public sector performance. I will appreciate if you will complete the following portions. Any information supplied to this study will remain confidential and will be for academic purposes with recommendations only passed to relevant authorities with a view to improving the entity.

This questionnaire is made up of closed and open-ended questions. Responses to this questionnaire would require you either tick, circle or give additional information. The Likert 5-scale from Strongly Agree, Agree, Not Sure, Disagree and Strongly Disagree (**SA, A, NS, D, SD**) will also be used

SA	A	NS	D	SD
5	4	3	2	1

SECTION A: Respondent's demographics

1. SEX

Male		Female	

2. Age

(a) 18-30 years	
(b) 31-40years	
(c) 41-50 years	
(d) 51 years and above	

3. Position at work

(a) Operative	
(b) Lower Management	
(c) Middle Management	
(d) Senior Management	
(e) Other	

4. Experience in in years in the Public Service

1-5		6-10		11-15		+15	

5. Highest educational qualification

Qualification	
Diploma	
First degree	
Masters	
Doctorate	
Other [specify]	

SECTION B: What are the roles of the Public Sector?

6. The following are roles of the Public Sector. Using a 5-level scale below, to what extend do you agree with the broader roles of the public sector

Strongly Agree	Agree	Not Sure	Disagree	Strongly Disagree
5	4	3	2	1

ROLE	5	4	3	2	1
1. Planning and monitoring					
i) Setting Vision and mission					
ii) Strategic Plans					
iii) Setting operational targets					
iv) Evaluating performance					
v) Training and development					
2. Service delivery					
a) Public health and safety					
b) Water and sanitation					
c) Food security					
d) Infrastructure and utilities including their maintenance					
3. Policy development					
i) Education, training and recreation					
ii) Corporate governance					
4. Law making and enforcement					
a) Formulation of laws					
b) Public security					
5. Representation					
a) Advocacy					

7. How has the public sector operated in performing the expected major roles?

Very effective	effective	Undecided	Ineffective	Very ineffective
5	4	3	2	1

ROLE	**5**	**4**	**3**	**2**	**1**
1. Planning and monitoring					
a) Setting Vision and mission					
b) Strategic Plans					
c) Setting operational targets					
d) Evaluating performance					
e) Training and development					
2. Service delivery					
i) Public health and safety					
ii) Water and sanitation					

iii) Food security					
iv) Infrastructure and utilities including their maintenance					
3. Policy development					
a) Education, Awareness and recreation					
b) Corporate governance					
4. Law making and enforcement					
i) Formulation of laws					
ii) Public security					
5. Representation					
a) Councils and constituencies					
6. Advocacy					

8. In your own opinion the following have led public Sector not to perform?

	SA	**A**	**NS**	**DA**	**SD**
(i) Lack of supervision					
(ii) Lack of technical skills					
(iii) Lack of clear policy on results					

SECTION C

In this section you are going to assess the usefulness of performance measurement tools used in the Public Sector.

9. The Public Sector has got many evaluating tools but over the past decade, only two methods have been widely practised: Performance Appraisal and the Result Based Management (RBM)

Strongly Agree	Agree	Not Sure	Disagree	Strongly disagree
5	4	3	2	1

	5	4	3	2	1
(a) The two tools were the best options among the performance measurement tools available					
(b) The tools are valid for measuring worker performance					
(c) The tools serve as guide to efficiency					
(d) Standardised tools work effectively for all government departments					
(e) The tools are easy to understand apply and are relevant for evaluating public sector performance					
(f) All public-sector employees are knowledgeable of the application of the tools					
(g) Evaluation is done fairly and professionally					

10. The following factors have contributed to poor public-sector performance

(a) Lack of training					
(b) Employee attitude					
(c) Incompetent employees					
(d) Inadequate funding					
(e) Inadequate resources					
(f) Absence of results culture					
(g) Lack of policy on failure					

SECTION D:

In this section, you are going to respond to questions on challenges faced by public sector when evaluating on performance using the performance appraisal system as well as the RBM. To what extend do you agree with this?

Strongly Agree	Agree	Not Sure	Disagree	Strongly disagree
5	4	3	2	1

CHALLENGE	5	4	3	2	1
11. The following are challenges faced by public sector when evaluating on performance using the performance appraisal system.					
i) Poor Training					
ii) Lack of capacity building policy					
iii) Limited knowledge on appraisal technique					
iv) Limited resources					
v) Bias or favours towards individual					
vi) Poor working conditions					
vii) Poor wages and salaries					
12. The following are the major challenges faced when evaluating performance in the public sector using Results based Management System?					
a) Poor training					
b) Lack of capacity building					
c) Lack of knowledge on RBM model					
d) RBM model emphasizes on cost which is difficult to cost services					
e) It is difficult to evaluate an entity					
f) No clear policy on results					
g) Overrating fearing failure					
h) Limited resources					
i) Poor monitoring					

13**.** From your own experience what are the other challenges faced by public sector in evaluating on performance using the two methods?

.....

.....

14. In your own opinion, how can the public sector overcome challenges mentioned above?

.....

.....

SECTION: E.

In this section, you are going to assess the different ways that Public sector can do to improve on performance using its evaluating tools? To what extend do you agree?

15. The following are possible ways of improving the effectiveness of public sector through employment of performance evaluating techniques.

Agree	Neutral	Disagree
3	2	1

RECOMENDATIONS	3	2	1
Partnership with stakeholders in: -			
i) Training			
ii) Capacity building			
iii) Supervision			
iv) Provision of adequate resources			
v) Inculcate positive attitude towards work			
vi) Responsive			
vii) Appreciation of results culture			
viii) Objective performance reporting			

16. What other ways can improve public sector performance?

.....

Thank you for your co-operation.

Appendix B

Interview Guide and Questions

I. **Introduction (***5 minutes***)**

a) Thank participant for consent
b) Explain the purpose of the research
c) Provide assurance regarding confidentiality and non-attribution of data
d) Explain the intention for further contact after the interview – data validation, sharing of findings.
e) Request Permission to record

II. **Interview questions (***25 minutes***)**

1. The Public Sector of late has come up with two basic techniques for performance evaluation namely performance appraisal system and the RBM. In your own opinion, was the decision to adopt these tools the best option available?
2. Are managers /Supervisors in the public sector knowledgeable on the said basic performance techniques employed?
3. What has the civil service done in order to cultivate knowledge in the appraisers?
4. Has the implementation of the techniques been easy?
5. What problems, if an, have been encountered by the public sector in employing the two techniques?

Appendix C

List of Participants

Code	Level	Gender	Qualification	Service in years
IG-1	Permanent Secretary	F	PhD	15+
IG-2	Director	M	Master's Degree	15+
IG-3	Director	M	Master's Degree	15+
IG-4	Principal Director	M	Master's Degree	15+
IG-5	Permanent Secretary	M	PhD	15+