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EXPLORING SERVICE DELIVERY IN THE BOTSWANA BASIC EDUCATION SECTOR: A CASE OF ONE EDUCATION DISTRICT

BY

ANNAH KUTLWANO KOBOYATAU

A thesis submitted in the fulfilment of the academic requirements for the Degree of Doctor of Philosophy to the Faculty of Humanities: School of Education at the University of Witwatersrand, Johannesburg

Supervisor: Dr S.E. Mthiyane

Date submitted: May 2020

DECLARATION OF ORIGINALITY

I, Annah Kutlwano Koboyatau, declare that: **"Exploring service delivery in the Botswana basic education sector: A case of one education district"** is my own original work and that:

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I, Dr. S.E. Mthiyane,

As the candidate's Supervisor, I agree/do not agree to the submission of this thesis.

_____ _____

Supervisor's signature Date

ACKNOWLEDGEMENTS

I wish to express my heartfelt and deepest gratitude and appreciation to:

God, the Almighty, for giving me the strength and intellectual ability and/or wisdom to complete this study.

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Wacango Kimani for organising the post graduate students' weekly meetings, which provided a platform for us to share our studies and get feedback.

DEDICATION

This thesis is especially dedicated to:

My mother, Mrs. Elizabeth Johnson and my late father, Mr. Edward Johnson (may his soul rest in peace), who, against all odds, sacrificed so much in order to send me and all my siblings to school– and taught me the value of education and from whom I shall continue to draw encouragement.

I would not have been able to complete my study without the continuous support of all my family members, thank you.

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ABSTRACT

Botswana has been faced with service delivery challenges for the past two decades and consequently the public service has been perceived as failing to deliver services to the citizens. The purpose of this study was to explore the conceptualisation, practices and experiences of Principal Education Officers (PEOs), school heads and teachers regarding service delivery in the Botswana basic education sector and was located in one education district. The study's significance was to contribute to the literature on service delivery in the basic education sector. This study presents the findings of a multiple case study employing a constructivist paradigm to explore the subjective realities of participants. In-depth qualitative data was generated from semi-structured interviews, questionnaires and review of institutional documents. The contribution of this study comes from the use of Public Service Dominant Theory (PSDT) and Expectancy theory in the basic education sector. This theoretical framework shifts the paradigm towards new ways of looking at things. Thematic analysis together with the PSDT and Expectancy Theory were used to generate the following themes from the data: context-specific conceptualisations of service delivery, experiences and practices of participants as they implement service delivery, implementation challenges and how the participants navigate them. Findings are discussed in relation to the research questions, the relevant literature, PSDT and Expectancy Theory. Conclusions are drawn for improving service delivery in the basic education sector and future directions for research. Research limitations and implications for practice are based on one education district in Botswana and may limit its generalization to other districts in the country. Recommendations are discussed with respect to implementing policy reforms aimed at improving service delivery successfully. This included better interaction between policy makers and implementers, capacity building of employees to develop skills and competencies so that they understand their roles regarding policy implementation, continuous leadership development through coaching and mentoring and accounting for performance.

Keywords: Botswana basic education sector; conceptualisations, experiences and practices; education district; implementation challenges; Public Service Dominant Theory and Expectancy Theory; service delivery.

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14 September 2016

Student Number: 1520624

Protocol Number: 2016ECE017D

Dear Annah Koboyatau

Application for ethics clearance: Doctor of Philosophy

Thank you very much for your ethics application. The Ethics Committee in Education of the Faculty of Humanities, acting on behalf of the Senate, has considered your application for ethics clearance for your proposal entitled:

Service delivery in public schools in Botswana: A case of six schools in Gaborone District

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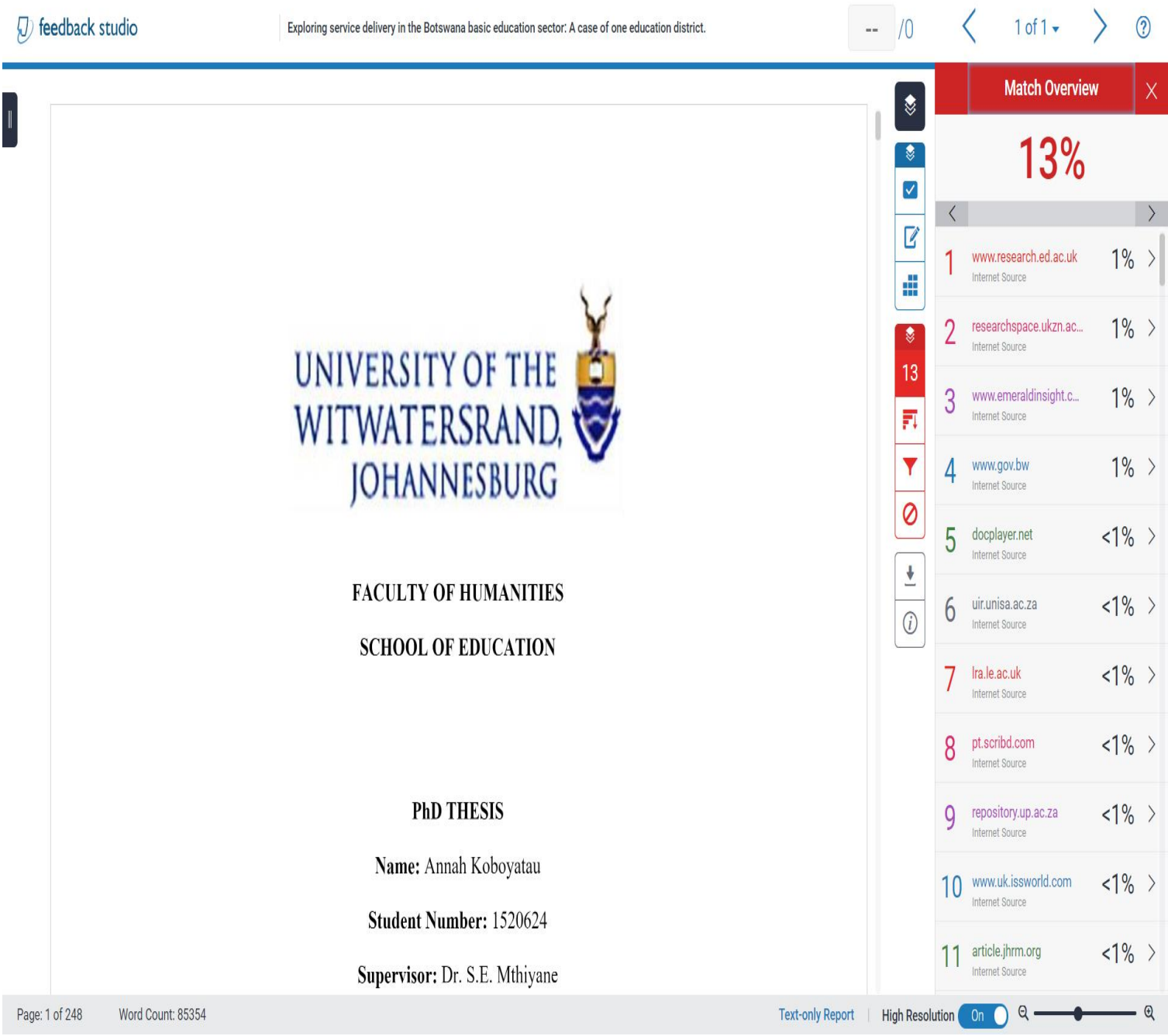

LIST OF ACRONYMS

APP	Annual Performance Plans
BEC	Botswana Examinations Council
BGCSE	Botswana General Certificate Secondary Education
BNPC	Botswana National Productivity Centre
BQA	Botswana Qualifications Authority
ETSSP	Education and Training Sector Strategic Plan
INSET	In-service training
LOO	Levels of Operation
NDP	National Development Plan
OECD	Organisation for Economic Co – operation and Development
O&M	Organisation and Methods
ORSPM	Own Right Service Provision Model
PBRS	Performance Based Reward System
PDPs	Performance Development Plans
PIU	Performance Improvement Unit
PMS	Performance Management Systems
PPDAB	Public Procurement and Asset Disposal Board
PSDT	Public Service Dominant Theory
PSOs	Public Service Organisations
RNPE	Revised National Policy on Education
SMT	Senior Mangement Meetings

UNICEF	United Nations International Children's Emergency Fund
UNESCO	United Nations Educational, Scientific and Cultural Organisation
VCCCAR	Victorian Centre for Climate Change Adaptation Research
WITS	Work Improvement Teams

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CHAPTER ONE

INTRODUCTION AND BACKGROUND TO THE STUDY

1. 1 Introduction

Literature shows that the Government of Botswana has been experiencing challenges of service delivery in the public sectors in the past decades (Tshukudu, 2014). In view of this, the Botswana public service has been perceived as failing to deliver services to the public and, as a consequence, there has been generally poor planning within the public service and in particular Ministry of Basic Education; poor management of resources; civil servants not being sensitive to the needs and expectations of citizen; and a lack of strategic plans in all government ministries to implement and review policy goals of the National Development Plans (Dzimbiri, 2008; Boipono, Tsomele, & Mogadime, 2014 & Tshukudu, 2014). Based on these challenges of service delivery, the government has shown increased concerns over a period of time for failing to compete globally. Botswana's lack of ability to deliver on its mandate of service delivery is confirmed by the former President of Botswana Ian Khama, during his 2012 state of the nation address, when he said "a key instrument in our progress over the years has been the quality of public institutions. While our public service still compares favourably with others in the region, its standard must now be nothing less than world class" (Khama, 2012 p. 2). As a result, the government took a decision to conduct a study between 1994 and 1997 to establish what could be done to deal with the challenges of service delivery (Dzimbiri, 2008). At the end of the study, it was recommended that previous policy reforms be reviewed and to introduce other policy reforms, such as performance management systems, decentralisation and computerisation of personnel management systems, to give power to Permanent Secretaries to manage employees under them to deal with service delivery issues in the whole public service sector (Tshukudu, 2014). The government's endeavor to enhance the provision of service delivery did not achieve the intended results, and resulted in the public and/or customers' frustrations with service delivery growing stronger, demanding for rights and the need for a paradigm shift on the part of public servants (Botlhale, 2013). The failure to deliver services to the public is not unique to the basic education sector as it has also been experiencing a decline in the academic results from 2011 to 2016.

The following figure illustrates some policy reforms that were introduced to the public service, including the education sector, to improve service delivery.

Table 1:Policy reforms

Policy reform	Year of introduction	Purpose
The Organisation and Methods (O&M)	1992	To rearrange the ministries and government departments mainly to ascertain that they were structured in a way that streamlined their functions according to government policies and programmes.
The Botswana's Productivity Movement	1990	This played a crucial function in creating productivity awareness among the public service.
The Botswana National Productivity Centre (BNPC)	1994	It was introduced primarily to develop measures aimed at promoting enhanced productivity throughout the economy.
Revised National Policy on Education (RNPE)	1994	Its recommendations intend to provide direction for Botswana education system until 2020.
Work Improvement Teams (WITS)	1993	Introduced to help solve problems within organisations and communities by using specially trained teams. This initiative aimed at bringing together educationists across the different regional education offices and schools to share best practices.
The Decentralisation Process	1999	Created to enhance service delivery as it was believed that decentralised services address the needs better than highly centralised services.
Computerisation of Personnel Management System (CPMS)	1999	Was anticipated to afford different ministries with easy access to up-to-date personnel information to help make fast and effective decision-making on human resource management issues.
Performance Management Systems	1999	Was established in the public service with the aim of

(PMS)		having consistent, continuous significant improvement in service delivery, performance/budget and planning.
Performance Based Reward System (PBRS)	2004	This system was developed in order to reward effort and good performance within the public service.
Customer service standards	2009	Were developed to complement performance management system with the intention of improving service delivery by improving the turnaround times.
Systems thinking	2012	The focal point was on what brings people together and what puts systems together rather than working in silos.
Smart Work Ethics	2013	Aimed atimproving work ethics of the employees that would encourage increased productivity.
School improvement teams	2013	To ensure that teaching and learning materials were available timeously in schools and that surroundings of the schools were kept clean and school buildings were maintained.
Education and Training Sector Strategic Plan (ETSSP)	2015	It aims at improving the education sector performance over the next five years by providing clear guidance to decision makers and planners at all levels of the Ministry of Basic Education and Ministry of Higher Education.

Source, Adapted from (Dzimbiri, 2008; Boipono, Tsomele, & Mogadime, 2014; National Development Plan (NDP 9), 2003; Revised National Policy on Education (RNPE), 1994 & Tshukudu, 2014).

Despite all these policy reforms, which were aimed at facilitating quick delivery and service quality, there is a strong perception in government and in the public that service delivery in Botswana is on the decline generally and in the Ministry of Basic Education (MoBE) in particular (Botlhale, 2013 & Kuiper, 2014).

1.2 Statement of the problem

The perceived decline in service delivery in the basic education sector in Botswana is evidenced by the late payment of civil servants and suppliers by government; low ratings of work ethics for the workforce in the last five years (World Economic Forum-Global Competitiveness Reports

(2011-12; 2012-13; 2013-14; 2015-16); and the declining academic results in schools in the last five years (Botswana Examinations Council, 2011- 2015; Dorasamy, 2010; Keaketswe, 2014; Kuiper, 2014; Moswela, 2014; Motshegwe & Tshukudu, 2012 & Ndung'u, 2014).

Tables 1 and 2 below demonstrate the rankings of the most problematic areas for doing business in Botswana and academic results, respectively:

Table 2: Rankings for the most problematic areas from 2011-2016

	2011-2012	2012-2013	2013-2014	2014-2015	2015-2016
Poor work ethic in national labour force	16.2%	19.8%	20.7%	18.5%	19.0%
Inadequately educated workforce	13.2%	12.2%	12.4%	12.4%	9.3%
Inefficient government bureaucracy	6.6%	10.7%	12.9%	11.1%	12.7%
Inadequate supply of infrastructure	9.4%	7.9%	8.8%	10.4%	7.7%
Insufficient capacity to innovate	-	6.7%	7.9%	8.0%	6.0%
Corruption	6.6%	6.3%	4.1%	7.4%	7.1%
Policy instability	1.9%	1.4%	1.3%	1.7%	1.8%

Source: World Economic Forum: Global Competitiveness Reports (2011-12: 2012-13; 2013-14; 2014-15; 2015-16)

These reports reveal findings of surveys carried out by the Botswana National Productivity Centre on behalf of the World Economic Forum (WEF), in which participants were requested to select the five most problematic for doing business in Botswana and to rank them between 1 (most problematic) and 5. The table above shows the participants weighted the variables according to their rankings. Poor work ethic in national labour force was ranked as the most problematic area for five consecutive years, while other variables kept changing positions over the five years. This five-year trend analysis demonstrates that work ethic in the workplace

continues to decline and these ratings are surprising given the numerous policy reforms outlined above that were aimed at addressing poor service delivery in the country.

Table 3: Academic results for secondary schools from 2011-2016

Year	Junior secondary Grade A-C	Senior Secondary Grade C or better
2011	47.7%	30.86%
2012	40.7%	29.19%
2013	35.5%	27.91%
2014	34.63%	25.75%
2015	33.4%	27.27%

Sources: (Botswana Examinations Council (BEC), 2011-2015 & Kuiper, 2014)

Low academic achievement in secondary schools is directly linked to weak service provision as discovered in literature (Kuiper, 2014), found that, from the policy setting, the technical understandings of education improvement initiatives was poor and policy implementers in education were not properly trained to effectively implement education policies. The study also found that people were working in silos and that there were inconsistencies in the way policy was formulated and implemented. From the practice environment, the study found that, generally, the design of senior education was defective; schools were not managed properly; the regional office was not supportive of schools; the learning situation was poor; and academic results for senior schools were low, with the majority of students failing to get a C grade or better (Kuiper, 2014). Further, according to Kuiper (2014), the National Development Plan 10 (NDP) set a target of a 1% increase in the overall national results for Botswana General Certificate Secondary Education (BGCSE) in the years 2009-2013, but the real academic outcomes demonstrate a stable drop. Kuiper (2014) further states that, during the period 2009-2013, it was projected that the results would demonstrate an increase of 4%, but the actual results have revealed a decline of 7%. In 2009, the country target for BGCSE was 51% and the real result was 34.8%, which demonstrates a decline of 16.2%. The author further states that, in 2013, this gap

widened significantly to 27.1%, not quite double that of 2009 but, as he noted, it might double within the next year or two (Kuiper, 2014).

The perceived decline in education service delivery is also aggravated by the fact that the MoBE has been facing a number of challenges over the past few years, such as strained relationships between teachers/workers unions and between worker unions and education officials. There are conflicts between teachers and the MoBE regarding conditions of service in 2010, which led to teachers refusing to take part in extra-curricular activities at schools and invigilation and marking of scripts, resulting in the late release academic results (Motshegwa & Tshukudu, 2012). Likewise, Moswela (2014) posits that other factors that could have fuelled the conflicts relate to non-delivery of the MoBE promises, such as the provision of housing, teaching support resources and teacher allegations of the MoBE's failure to enhance the conditions of service for employees which led to teachers' disgruntlement. This led to students' low academic achievement. Moswela (2014) advises that students become happy when their teachers are happy. Teachers are dissatisfied students are not able to focus on teaching and learning, hence a decline in results. According to Pansiri and Bulawa (2013), numerous problems stated above can be linked to policy reforms aimed at improving service delivery, which he asserts led to an eight–week public service strike, which affected the education sector in 2011. In the same vein, Moswela (2014), Motshegwe and Tshukudu (2012) state that, throughout the eight week long strike, teachers withdrew their services from schools and, at the end of the strike, they refused to cover up for the material which was supposed to have been taught during strike, because the government had maintained that teachers would not be paid for the time they were on strike. Consequently, the Ministry of Basic Education has been experiencing a decline in service delivery.

Kitaw (2011) asserts that continued poor academic performance in public schools in Botswana led to the public strongly accusing the Ministry of Basic Education for not being sensitive towards their unfortunate situation. Stakeholders, such as politicians, parents and the business community, need to direct their efforts in trying to address the public service challenges affecting the Ministry of Basic Education. The Education and Training Sector Strategic Plan (ETSSP)

(2015-2020 & World Bank, 2017) postulate that the current Botswana education system does not adequately prepare students for the world of work and it is further reported that there is currently no baseline data for the labour market to support the claim. Sayed (2013 p. 9) observes that students in Botswana are not able to transit to higher levels of education or get well-paying jobs, due to poor academic results. The author further states that education is not meeting the needs and demands of all youth to succeed and contribute to the society. This evidence clearly indicates that something is wrong regarding service delivery in public schools.

Conversely, the United Nations (UN) (2010 p. 26) says that "investment in education in Botswana has been increasing at an annual rate of 4% over the past decade and this is said to have resulted in improved infrastructure, increased enrolment rates leading to high teacher-pupil ratios, improved teacher qualifications and improved equipment and materials". This investment in education, however, does not suggest that service delivery in public schools has improved, as challenges, like inequitable access, poor quality education, declining academic results and weak governance, are still not addressed (Kitaw, 2011; Kuiper, 2014; United Nations Educational, Scientific and Cultural Organisation (UNESCO), 2013). This observation, however, does not concur with the findings of a survey conducted by the Botswana Quality Workforce (BQW) (2010), which demonstrates that Botswana has achieved high levels of education with more than 76% of pupils accomplishing secondary education. These findings are surprising, because secondary school graduates have been experiencing a high unemployment rate, which suggests that the quality and relevance of education in Botswana is doubtful, especially the relevance of skills attained in the private sector (Kitaw, 2011). Productivity in Botswana is still generally lower than the expected level and this, according to the (BQW, 2010) survey findings, is an indication of not having enough effective leadership and management.

Against this backdrop, this study seeks to explore the conceptualisations, perspectives and experiences of Principal Education Officers, school heads and teachers about service delivery in the basic education sector in Botswana.

1.3 Rationale and purpose for the study

1.3.1 Rationale for the study

This study was motivated by a number of reasons. As an education officer who has worked in the MoBE for eight years and as a teacher having spent eighteen years in schools, I have observed that some of the reforms, such as Performance Management System (PMS), Performance Based Reward System (PBRS), decentralisation and customer service standards which are geared towards improving service delivery, are not working in schools. This can largely be attributed to ineffective and inefficient school leadership that is not committed and does not have the right attitude, knowledge and skills to effect change as indicated by continous declining academic results. I have also observed that schools that do not implement policies and programmes efficiently and effectively and do not espouse the mission and the values of the MoBE are not doing well in improving service delivery. Some school heads do not acknowledge and reward-performance and, if they do offer promotions and rewards, they are not always aligned to PBRS policy which outlines how employees should be rewarded. It is, therefore, the objective of this study to find out what schools are doing that are not supposed to be doing.

I have also discussed these issues with my critical friends, who are also officials (inspectors and subject specialists) in the Ministry of Basic Education.They have reported observing similar problems in the Ministry, especially on low performance in schools and they attribute this to ineffective leadership and management and non-monitoring of the implementation of policy reforms and programmes. We have discussed these issues and came to an agreement that these schools have to be supported in terms of building capacity for the leadership to be able to turn around their schools and to intensify monitoring and evaluation. We have also noted that school heads must account for academic results and finance in their schools. This has led us to conclude that there is a culture of laxity in the basic education sector, as also discovered by literature (Ohno, 2011 & Kitaw, 2011).

There are also perceptions by employees that, in my view, affect service delivery in the education sector, such as regarding reforms and innovations as foreign, because they were taken from other countries and were not customised to the Botswana context; and because they are

well-suited to the business world and not with the needs and demands of the public service (Pansiri, 2011 & Bulawa, 2014). Employees, generally, are of the view that policy reforms cause conflicts among public servants, especially teachers, instead of bringing them together (Pansiri & Bulawa, 2013). School heads and teachers feel that policy reforms need a lot of resources for them to be implemented effectively, which schools do not haveand yet the Ministry of Basic Education gets the largest share of the recurrent budget, which accounts for 25% of public expenditure (Alexander & Kaboyakgosi, 2012; Kitaw, 2011). In the 2008-2009 budget, the education sector was given 8.2% of the development budget and 28.5% of the recurrent budget. In 2009-2010, education accounted for 19.6% of the total budget. This allocation has been repeated in the 2011-2012 and 2012 -2013 budgets, with both cases showing education receiving the largest share of the recurrent budget (Alexander & Kaboyakgosi, 2012; Kitaw, 2011).

There is also a methodological gap, because previous studies did not use the methodology that this study will be using. The study conducted by Bulawa (2011) concentrated on one reform, namely the performance management system (PMS) and it looked at the impediments to the senior management team's (SMT) role of implementing performance management system in senior secondary schools in Botswana. Pansiri and Bulawa (2013) conducted an analysis of teachers' status in crisis of public service reforms in Botswana, while Tshukudu (2014) conducted a study on decentralisation as a strategy for improving service delivery in the Botswana public sector. The methodologies used for the studies were different from the methodology that I used for this study. For example, the Botswana National Productivity Centre studies used the quantitative methodology predominantly, while Bulawa (2011) used the qualitative methodology and grounded theory as his research design. Pansiri and Bulawa (2013) based their analysis on personal experiences as educationists and their study discussion was hypothetical, as there was no survey done and Tshukudu (2014) used mainly secondary data. What makes this study different is that service delivery is a complex phenomenon. A significant strength of this study, therefore, it is its qualitative explorative approach, which is appropriate for complex dynamic phenomena. Additionally, what makes this study different is that the population consisted of Principal Education Officers, School heads and teachers, while Bulawa (2011) whose study was qualitative like my study, used school management team only. Bulawa

also conducted research at secondary schools only while this study conducted research at both secondary and primary schools. This is the methodological gap that this study sought to fill. I next discuss the purpose of my study.

1.3.2 Purpose of the study

The purpose of this exploratory study was to explore conceptualisations, experiences and practices of service delivery among Principal Education Officers, School heads and teachers in one education district in Botswana. The findings of this study will provide insights on the potential understanding service delivery to enable the shifts in the best practice solutions envisaged for successful implementation of policy reforms aimed at improving service delivery in the basic education sector.

Students' academic results had been declining for the past five years and my interest was in finding out why they were declining. As I searched for the topic service delivery, I found from the data bases, that service delivery was generally a popular topic for research in public administration, local government and health. However, the area of service delivery in education was sparse, especially in Botswana. When I searched for sevice delivery in Education in Botswana, only a few titles similar to the topic were found, which highlights the value for conducting the current research in this area. This is the gap in knowledge that this study sought to close. I wanted to understand how the implementation of policy reforms that are aimed at improving service delivery could be intensified with a view to have improved service delivery that is user centered.

1.4 Significance of the study

The significance of any study is usually expressed in terms of its contribution to improving practice, informing policy or elevating the knowledge base on the topic being explored (Paltridge & Starfield, 2007). This study should add new knowledge to ongoing debates about service delivery in Botswana, especially in the context of the basic education sector. In addition, the findings are of great benefit to the society, as service delivery is a national priority to the MoBE staff, such as Principal Education Officers, School heads and teachers, in improving service delivery. The findings (of the study) will be used by policy makers in the MoBE to inform the formulation of new policies and to also review existing policies. In addition, the study is

expected to unearth or uncover critical areas of service delivery in the basic education sector, which previous studies did not deal with and empirical gaps should be closed. From a practice point of view, this study is relevant and timely as the MoBE is undergoing transformation in order to improve service in 2015-2020. The government, through the MoBE, has set out its priority to have improved sector wide planning leading to improved education sector performance over the next five years (Education and Training Sector Strategic Plan (ETSSP), 2015-2020).

Given the challenges of service delivery in the basic education sector in Botswana, this study is timely and significant and seeks to explore the conceptualisations, experiences and practices of Principal Education Officers, School heads and teachers about service delivery from one education district. As indicated above, this information will be useful to other researchers and policymakers and should also be used to improve service delivery in the basic education sector. Furthermore, the use of the Public Service Dominant Theory and the Expectancy Theory and the service management model from the business world should shift the paradigm towards new ways of looking at things, contribute to new and useful knowledge on the phenomenon under investigation because they are results oriented. It will help practitioners and stakeholders understand and appreciate that their context is being attended to.

Given the above background, problem statement, the rationale and purpose, this study is significant, because it shall contribute to new knowledge by adding contributing perspectives from Principal Education Officers, School heads and teachers on service delivery in Botswana from Gaborone district.

1.5 Research questions of the study

This study is underpinned by the following questions:

1.5.1 Broad research question

What are the conceptualisations, experiences and practices of Principal Education Officers, School heads and teachers regarding service delivery in the basic education sector in Botswana?

1.5.2 Specific research questions

In pursuit of the above broad research question, this research project is guided by the following specific research questions:

- How do the Principal Education Officers, School heads and teachers conceptualise service delivery in the basic education sector?
- How do Principal Education Officers, School heads and teachers ensure there is effective and efficient service delivery at various levels in the Ministry of Basic Education?
- How do Principal Education Officers, School heads and teachers describe the challenges they experience during the implementation of service delivery in the basic education sector?
- How do Principal Education Officers, School heads and teachers suggest the Ministry of Basic Education should address the perceived challenges of service decline in the basic education sector?

1.6 Definition of key concepts

This section clarifies the broad definitions of key concepts that were frequently used in this study. Conceptualising and contextualising these terms is critical to the understanding of basic service delivery in the education sector. This will guide understanding of what service delivery, service provider, service user, policy makers, t-shaped skills school leadership are; and the role played by Principal Education Officers, School heads and teachers in providing services as service providers, or service users in the basic education sector in Botswana.

1.6.1 Service delivery

For this study service delivery refers to the provision of quality education to the learners that is co-produced by education officials, parents, learners and significant others. School leaders and teachers involve learners and parents in the provision of education by getting feedback from them, getting ideas or input from them regarding formulation of school policies, involving them in different committees such as academic and/or curriculum and others.

1.6.2 Service providers

Service providers refer to education officials such as Principal Education Officers, School heads and teachers who deliver co-produced education to learners in the basic education sector. Principal Education Officers hold School heads accountable: they demand good governance in order to improve service delivery. School heads also hold teachers accountable by ensuring that teaching and learning are consistently of high quality in order to improve service delivery.

1.6.3 Service users

Service users are learners at primary, junior and senior secondary levels, their parents and significant others. They are also actively involved in the service that is provided to them.

1.6.4 Policy makers

Policy makers in this study are executive leaders in the Ministry of Basic Education, who are regarded as think tanks of the MoBE. These leaders develop policies for MoBE, informed by national policies and Acts in order to improve and maintain the quality of education. They are also responsible for building capacity for policy implementers.

1.6.5 School leadership

School leadership refers to leaders in primary and secondary schools such as School heads, Deputy School heads, Heads of Department (HoDs) and Senior teacher 1s. These are leaders who ensure policy reforms aimed at improving service delivery are implemented at all levels of the school.

1.6.6 Categories of public schools in Botswana

There are two categories of public schools for basic education in Botswana: Primary Education has three departments namely: Infant Department to standard three; Middle Department which is made up by standards four and five and Upper Department which consists of standards six and seven. Secondary Education has categories such as Junior Secondary which comprise form one to three; Senior Secondary form four to five.

1.6.7 T-shaped skills

T-shaped skills refer to skills that a person specializes in, such as a subject that a teacher teaches at school and also having skills that are related to his/her work such as leadership and

management skills, emotional intelligence and critical thinking. Leaders and teachers should self-develop themselves so acquire general skills that are needed in the 21st century.

1.6.8 Public Sector Organisations (PSOs)

These are government such as Ministry of Basic Education departments and Divisions and public schools. They also manage policy formulation and implementation and ensure that organizations achieve their goals of public governance. In this study sub-regional education office and six public schools were explored to check how policies aimed at improving service delivery were implemented.

1.7 Delimitations of the study

The delimitations of a study are those factors that set the parameters of the study or limit the scope of the investigation and are within the researcher's control (Simon, 2011). These include, among others, the objectives of the study, research questions, variables of interest and theoretical frameworks that will be adopted (Simon, 2011). This study was limited to one education district in Botswana. The participants were delimited to six Principal Education Officers, six School heads and teachers from primary, junior and senior secondary schools. These participants are considered very instrumental in this study, because they have lived experience with the phenomenon under investigation and it will be very interesting to get their views on the issue being studied.

1.8 Organisation of the thesis

This study is divided into nine chapters which are as follows:

Chapter One introduces the study and provides a general overview of the background, rationale and purpose of the study, statement of the problem, significance of the study, clarification of key concepts, aims of the study, key research questions, delimitations of the study and the organisation of the research.

Chapter Two reviews recent literature on the measures put in place to improve service delivery in various contexts. The review of related literature helped me to understand the topic, because literature constitutes the body of knowledge on it: of what has already been done, how it has been researched and what the key issues are. It also helps the researcher understand the key

theories in the topic and how they have been applied and established, as well as the major criticisms that have been made of work on the topic. It assists one in becoming an expert in the area under investigation (Hart, 2007). Jesson, Matheson and Lacey (2011) similarly state that, as an academic undertaking, the researcher should show that she/he is both cognisant of andis able to interpret, what is already known and should be able to reveal where the inconsistencies and gaps are in existing knowledge. The structure of this literature review will be based on the discussion of international, continental and national literature on service delivery in the basic education sector with particular reference on the four conceptual areas that are relevant to this study: (a) policy landscape; (b) key issues in service delivery: (c) how a school manager's leadership style can impact on service delivery and (d) how citizens engage with public policy in a democracy.

Chapter Three elaborates on the theoretical frameworks that were adopted for this study. This study analysed data using analytical tools from the Public Service Dominant Theory, as developed by (Osborne, Rader & Nasi, 2013) and the Expectancy Theory (Vroom, 1964). In addition, the Public Service Dominant Theory helped me to understand why people did, or did not, implement policy reforms put in place to improve service delivery and why these policy reforms had, or had not, achieved the desired impact. It also guided me in understanding the phenomenon when experiences and meaning were elicited from participants (Creswell, 2013).

Chapter Four discusses the research design and methodology that was adopted for this study. The discussion focuses on the research paradigm underpinning the study, the case study design and the research methodology. Furthermore, it presents the sampling strategy, the methods that were used to generate data, such as semi-structured interviews and document reviews. It also explains in depth how data was analysed. I also provide justification for the choice of cases in the study and how I worked with them in their individual contexts. Finally, I conclude this chapter with issues of trustworthiness, ethics and limitations of the study.

Chapter Five deals with data presentation and descriptive analysis of the conceptualisations and experiences of the Principal Education Officers, School heads and teachers regarding service delivery in the basic education sector in Botswana. I made sense of the data, in terms of what it

means or suggests? What is to be made of it all? I then looked at the larger meaning about the problem under investigation, based on personal views and I also compare the findings of my study with past studies (Creswell, 2007).

Chapter Six deals with data presentation and descriptive analysis of challenges that Principal Education Officers, School heads and teachers experience as they implement service delivery in the basic education sector; and how they should arrest the perceived challenges of service decline in public schools. I interpret the data: what it means or suggests. What is to be made of it all? I then make larger meanings about the problem under investigation, based on personal views and compare the findings of my study with past studies (Creswell, 2007).

Chapter Seven covers an evaluative analysis from the major themes emerging from the three types of participants: the Principal Education Officers, School heads and teachers. The interpretations/findings are also compared/contrasted with relevant literature and theory.

Chapter Eight explores the research findings and compares them with the relevant theory and other studies. Conclusions of the study (how the study answered the key research questions), the implications of the study and the recommendations, as well as suggestions for future research, will be discussed here.

1.9 Chapter summary

This introductory chapter has highlighted the importance of research into service delivery in the education sector in Botswana and the impact it will have within the Ministry of Education and Skills Development. It has laid the foundation for the entire study, by providing the general background and an overview of the key aspects of the study. In addition, the focus, purpose, rationale and key research questions have been presented. Clarification of concepts, delimitations of the study and organisation of the thesis have also been provided. The next chapter reviews the literature that is relevant to this study.

CHAPTER TWO

LITERATURE REVIEW ON SERVICE DELIVERYIN THE BASIC EDUCATION SECTOR

2.1 Introduction

This chapter reviews international, continental and national literature on service delivery in the basic education sector. Hart (2007) and Paltridge and Starfield (2007) advise that the review of related literature helps the researcher understand the phenomenon under research, because literature constitutes the body of knowledge on the topic, *what has already been done on it, how it has been researched and what the key issues are*. It also helps to understand the main theories in the topic explored and how they had been applied and developed, as well as the main criticisms that have been made of work on the topic. Similarly, Jesson, Matheson and Lacey (2011) guide that the researcher has an academic duty to show that she/he is both conscious of and can make meaning from, what is already known and should be able to indicate where there are opposing ideas and gaps in the existing literature.

The review of related literature was principally guided by the research questions, one of the key questions that I am endeavouring to answer is: *What are the conceptualisations, experiences and practices of Principal Education Officers, School heads and teachers regarding service delivery in the basic education sector in Botswana?* I want to know what literature says about this research question. The structure of this literature review is based on the discussion of the international, continental and national literature on service delivery in the basic education sector with particular reference on the four conceptual areas that are relevant to this study: (a) policy landscape; (b) key issues in service delivery (the role of training and professional development in service delivery, the role of resources in service delivery, the role of mission statements in service delivery, accountability, the role of competition in service delivery, the role of monitoring and evaluation in service delivery, work ethics, a model for service delivery, governance and its role in service delivery, employees' resistance to change and its impact on service delivery and a service delivery model, performance based rewards and inspection) (c) how a school manager's leadership style can impact on service delivery and (d) how citizens engage with public policy in a democracy.

2.2 International literature on service delivery

Internationally, service delivery is seen an expression generally used to explain the allocation of basic services (such as education, water, electricity, sanitation, infrastructure, land and housing) to citizens (Campbell, 2014). Price Water Coopers, (2007) states that the service provided by the public education sector is paid for by taxpayers' money and therefore schools and district offices are not to choose their customers but are to service them and deliver on the customer promise. This, according to Price Water Coopers (2007), is a significant part of governance for the public education sector and describes the standard of service that the ministries of education globally are required to provide to its customers (Price Water Coopers, 2007). Similarly, Khalil and Abdulwaheed, (2012) state that improving service delivery is a crucial task of leadership and therefore, enhancing leadership and management skills and competencies are on-going fundamentals in service delivery (Elgerman, 2007). It is a significant purpose regarding the relationship among government bodies and citizens. During the past decade, world governments have recognised that citizens are clients and this has had an influence in the way they think and work with citizens (Elgerman, 2007). In order to improve service delivery, it is critical that citizens' involvement is intensified and corruption is combated.

Harber (2009) argues that service delivery is not a neutral phrase, but it holds a whole lot of assumptions, policies, attitudes and promises which are starting to concern the government which has made its promise completely on enhancing service delivery. Further, Harber (2009) states that this phrase indicates a top-down approach, which suggests that individuals who want and need service provision should not do anything to obtain it but must wait for it to be delivered. The author further argues that the phrase does not let the input, participation and assistance of its service users and for it to achieve its intended purpose and be sustainable it should not be one way but be co-produced (Harber, 2009).

International literature was delimited to four countries, Phillipines (lower middle income), United States (high income), India (lower middle income) and Canada (high income). The objective was to see if finance and/or resources affected policy implementation or whether it was leadership commitment that made an impact in policy implementation.

2.2.1 Service delivery in the Philippines

Philippines like many countries in the world has been faced with many challenges of maladministration. It has been reported that Philippine government has declared that “corruption remains prevalent in the government” Quismundo, 2016 p.2). Despite the deterioration of of the resource situation in the Philippines, the government is still commited to prioritise investment in education. From 2000 to 2014 education as a percentage of the gross national income has been at around 2% (World Bank, 2014). It is reported that Philippines education system is probably one of the largest in the world. The total number of students enroled in the system is 25. 8 million while the entire teaching force is 435,385 for primary and 194,373 for secondary 194,373). This means the total number of teachers and students in the Philippines education system is 26 million (World Bank, 2014).

Despite these challenges, the government of Philipines started on a challenging, but fascinating, education reform that was used to examine the basic service delivery (Al-Samarrai, Samer, 2016). This reform was to ensure that all Filipinos get a chance to achieve the skills they require to contribute meaningfully in society. The key findings of the study showed teacher availability in schools has improved; teacher absenteeism for elementary and high schools was generally low compared to other countries. However, it was found that it is high in urban areas. The study also revealed that availability of key facilities has improved. However, deficits still remain. Public infrastructure improvement systems suffer from many problems which result in poor quality and incomplete classrooms and water and sanitation facilities (Al-Samarrai Samer, 2016). With regards to school funding and management, the study found that transparency and accountability for fund use was weak at school level, school level accountability through School Governing Councils is also generally weak. It is important that provision of infrastructure, governance and accountability be strengthened in the basic education sector because they are linked to improved performance, even though this claim cannot be generalised as it is context based.

In order to address the above challenges, the government through the Phillipines Development Plan (PDP) 2017-22 committed to incresease education expenditure, has initiated structural changes in the basic education sector, intensified early chilhhood care, pursue full

implementation of K-12 system, continue curricula reform and make efforts to enhance the quality of teachers (The Report: The Phillippines, 2018).

2.2.2 Service delivery in the United States

Service delivery in education in the US is guided by teacher performance management systems (PMS). Teacher evaluation systems are key in the US they are linked to teacher effectiveness. Public schools have clear expectations and measures of performance. Schools have structures and processes for conducting meaningful evaluations and using data that is produced to take decisions and for teacher development (Weiner & Jacob, 2011). With these performance management systems in place, the US still face service delivery challenges as shown by a study conducted by National Centre for Education Statistics which found that 14 percent US are overcrowded, school funding is not a priority, teachers are underqualified, communities and/or parents are not fully involved in the students learning and that schools are not compassionate to learners, especially who are ill-disciplined (Taie & Goldring, 2019).

Findings of studies conducted Al-Samarrai, Samer, (2016) in US have shown that there is correlation between having adequate teachers who know and understand their content knowledge and improved attitudes/mindsets, skills and knowledge for successful learning amongst primary and junior students. In the United States, the study demonstrated that, when teaching and learning has been done well at primary and secondary levels, as a consequence transition rates to college increased, assisting students to acquire better paying jobs and improving other learning outcomes (Al-Samarrai, Samer, 2016). However, it has been established that improving teaching practice, instructional methods and teachers' knowledge of content have not had a significant impact on improving quality in education and also in meeting the needs and wants of teachers (Al-Samarrai, Samer, 2016). Mehta, Bhatia and Chatterjee (2010) state that spending money in infrastructure development, such as school buildings and/or facilities, has led to improved academic attainment. It is therefore critical that policy makers take the factors into consideration and develop policies that will address them if they want students' achievement to improve.

2.2.3 Service delivery in India

The Government of India has a PMS Division that is responsible for implementing Performance Monitoring and Evaluation System (PMES) which is designed to assist the government departments to define, measure and monitor progress on the desired achievements. PMS in educational institutions is aimed at improving how information is used by teachers and leadership in taking decisions on what is working and what is not working. It also helps them to predict performance levels of students and enable them to focus attention on the critical one-on-one student teacher relationship, shifting the course of students at risk (Mehrotra, 2013).

However, with these measures in place, India still experiences challenges of service delivery in the basic education sector. A study conducted in India showed that factors such as not having adequate leadership, good school management plans, poor incentives, unions, inadequate training and differences in salaries are attributed to poor academic achievement (Mehta et al., 2010). The authors further state that absenteeism has been found to be a major service delivery challenge in India with some states getting 30% absenteeism. The authors further state that, even when teachers are present in the classroom, they are not effective in delivering knowledge and skills to students and this can result in epistemological access being constrained (Metha et al., 2010). Another service delivery challenge that has been found in India is low teacher motivation. This is linked to the fact that salaries and/or incentives are not aligned to performance, so, even if salaries are increased, they do not make a significant impact regarding teacher performance as teachers are not made to account for their academic results (Mehta et al., 2010).

2.2.4 Service delivery in Canada

There are two methods that are put in place to assess service standards in Canada. The first one is used for service delivery operations. This method is utilised to assess all the processes of service delivery. Timelines are set to all the processes to determine the waiting period for a client before being provided with a service to how many times a telephone should ring before being answered (Al-Samarrai, Samer, 2016). The second one is utilised to assess customer satisfaction and to determine how the organisation fares regarding meeting its customers' needs and expectations. For the Alberta model service, standards are set for each of the key factors of

service satisfaction, such as timeliness, courtesy, knowledge, fairness and outcome. Citizens are provided with feedback forms to rate the organisation using each of the drivers and percentage of citizens who have shown satisfaction with each of the drivers assessed and the general level of success is considered (Al-Samarrai, Samer, 2016).

Reviewed literature shows that all the above countries have reforms that guide service delivery. However, they experience different challenges regarding service delivery in the basic education sector. The findings of the studies conducted in these countries show that the Phillipines is faced with maladministration, corruption. In the US there classrooms are overcrowded, parental involvement is weak and schools not compassionate towards learners who are having discipline issues. India experiences absenteeism, teachers not being effective in the classroom and teachers not made to account for performance. Despite these challenges, some of these countries have achievements such improved teacher availability and increased transition rates. Literature also shows that all these countries, despite their economic status they experienced some challenges. This finding suggests that it effective implementation of policy reforms aimed at improving service delivery is not determined by the availability of both the financial/material and human resources, but by the commitment of the leadership in effectively utilising these resources to achieve organisational objectives.

Having reviewed international literature, next I discuss service delivery within the African continent.

2.3 African Continental literature on service delivery

In reviewing the continental literature, I could not be exhaustive of all the countries hence I dwell on the literature from Namibia, South Africa, Kenya, Rwanda, South Sudan, the Democratic Republic of Congo, Morocco, Egypt, Nigeria and Ghana. The choice of countries was based on a fair representation of the African continent. At least two countries from the East, West, North and South. Another factor that influenced the choice of countries was the economy of the countries like it was the case with the international countries. The reason behind the economic consideration of the countries was to see how policy implementation was like in countries from the lower income group, especially those that had recovered from wars (Rwanda, Democratic Republic of Congo and South Sudan); lower middle income group (Ghana, Nigeria,

Morocco, Egypt and Kenya) upper middle income countries (South Africa and Namibia) and if they experienced the same challenges.

2.3.1 Servive delivery in Namibia

In Namibia, public sector governance and service delivery are entrenched in the constitution of the Republic of Namibia Act 1990 (Act 1 of 1990) and this constitution offers power to its citizens to put into effect control and authority over government organisations in order to ascertain good governance and effective service delivery (Helao, 2016). The constitution further offers that government organisations should create strategies intended to develop governance structures, especially at grassroots level, to assist service delivery and make sure that beneficiaries of government policies are inspired to engage meaningfully in the decision-making process (Helao, 2016). The author further states that governance strategies that are complemented with innovative and proactive leadership are needed if service delivery is to be effective. According to Helao (2016), good quality governance and equitable distribution of service delivery are basic human rights issues. What this means is that government organisations should ensure that they provide quality service delivery that will improve peoples' standard of living, thus making certain constitutional rights for everyone. McCourt (2013) similarly states that the main function of providing reforms in Namibia is to show the relationship among reforms, governance and service delivery. The author further states that, for the reform(s) to attend to both economic and social problems, it (they) should be adapted to the needs of a country's citizens. This agrees with Bulawa (2014) when he asserts that employees in the public service see reforms as foreign and not as meeting the needs of Batswana. In the same vein Ladi (2008) argues that public reforms can only be successful if they are tailored depending on an individual's administration environment.

2.3.2 Service delivery in South Africa

South Africa's service delivery is guided by the Public Service Act of 1994 (Koma & Tshiyoyo 2015) and the White Paper on the Transformation of the Public Service, 1995. It was established with the intension of providing the foundation for public service transformation (Maluka, Diale & Moeti, 2014; Nengwekhulu, 2009). This document presents eight priorities, the most

significant being the one that was to change service delivery (Nengwekhulu, 2009). The eight principles are known as Batho Pele principles (Nengwekhulu, 2009). The main reason for introducing this policy was for it to work as a guiding principle about how public services should be delivered, about enhancing the efficiency and effectiveness of the manner services must be provided (Maluka, Diale & Moeti, 2014). It is also a way of meeting high expectations which go together with the emergence of a democratic South Africa and an appreciation of the historical inadequacies of the pre-1994 public service and its poor service delivery record (Nengwekhulu, 2009). Government was of the view that introducing this policy would assist in enhancing service delivery. Some major changes had been undertaken. However, these changes have not met the high hopes which were assured by the new political system (Nengwekhulu, 2009). The government is thought to have failed to deliver services it promised and those that the people of South Africa were hoping to receive, such as free education for their children. The big question to examine is has the government failed to offer the public services or was the perception of service delivery failures the products of overstated political promises by the political leadership (Nengwekhulu, 2009). The skills shortage has had a significant impact on the capacity and abilities of the public service to deliver exceptional services to the public. It is argued that there is a problem of poor quality of skills being produced in South Africa by secondary and tertiary institutions and this decline is believed to be ongoing. Other factors that are associated to poor service delivery are: poor working relationships among leaders and subordinates, people work in silos, employees are not innovative because of extreme vertical line of command and control rigidity and subordinates are not involved in the decision making process and this results in resentment and despondency which leads to poor service delivery. Weak leadership and/or lack of supervision by leaders are also attributed to poor service delivery. Increasing indiscipline, such as subordinates unreasonably refusing to take instructions, has contributed to poor service delivery. Political interference, nepotism and corruption are also affecting the quality of service delivery in the public service and these factors should be rectified in an effort to enhance service delivery (Nengwekhulu, 2009). Senior Management Service (SMS) was also introduced during the President Zuma administration in order to support strategic change in government. The policy framework for Senior Management Service is linked to the mandate for Human Resource Development (HRD) strategy. The aims of this strategy are to create initiatives that will improve

skills, knowledge and competencies of employees, organisational support systems initiatives, governance and organisational development initiatives and economic growth and development initiatives, which will also result in enhanced service delivery (Koma & Tshiyoyo, 2015).

The Department of Basic Education in South Africa has the Service Delivery Charter, which explains the standard of service that clients should be provided with by the different offices - and the department is dedicated to implementing the principles of Batho Pele. The department service delivery standards are aimed at meeting the service delivery needs and expectations of both the internal and external customers within the stated timelines. The department has also made a commitment to examine the effects of their service once per annum and also to ascertain whether they are accomplishing the set objectives. In addition, the department is committed to recognise effort, reward performance, inspire creativity and innovation, to make sure that leaders are exemplary and that the leaders' performance agreements are aligned to Batho Pele principles (Department of Basic Education Service Charter, 2014).

2.3.3 Service delivery in Kenya

Kenya, like many African countries, has been experiencing a decline in service delivery. It also had concerns with its slow pace in implementing policy reforms aimed at improving service delivery. As a result, the government took a Cabinet decision in 2004 to officially recommend Results-Based Management as its strategy for transforming the culture, procedures and processes of the public sector. This is a programme method to management that incorporates strategy, people, resources, procedures and processes and units of measurement to enhance decision-making process, transparency and accountability (Hope, 2012). It concentrates on achieving outcomes, implementing performance measurement, learning and adapting to change, as well as reporting performance. It is not a management tool, but rather a way of working that looks beyond activities, processes and outputs to focus on actual results – the outcomes of RBM projects and programmes (Hope, 2012).

To put into practice the Results-Based Management strategy, a quick outcomes method was used by the government as an organised approach for formulating and practising Results-Based Management. This resulted in the introduction of a rapid results initiative, which was introduced

to nurture a strong concentration on results and was used to attempt to accelerate progress, thus leading to improvements in service delivery and/or working conditions by numerous public sector organisations. According to Hope (2012), several RRIs were successful in delivering concrete outcomes to the public and assisted in integrating support for reform. It was also believed that some of the essential elements for integrating RBM into the organisations' culture and structure had been put in place. These include among others strategic planning, performance contracting, annual work plans and service delivery charters.

2.3.4 Service delivery in Rwanda

Service delivery in Rwanda is said to be the poorest in the East African region. Efforts to resolve the issue of poor service delivery have concentrated on the symptoms, not the real root causes (Pamela & Lwakabamba, 2010) Service delivery in Rwanada is guided by Vision 2020 and quality service delivery remains a significant pillar and principle of good governance. Rwanda envisages that, by 2020, they would be cultivating a culture of efficient and effective service delivery in both public and private organisations in an attempt to fast-track progress concerning the development. Enhanced service delivery is not only anticipated to grow profit and appeal to investors to increase the country's economy, but it is also a fundamental principle to make sure that the publics' rights to various services are valued. In the National Strategy for Transformation (2017-2024) the target for citizens satisfaction with service delivery is set at 90% and all public services are expected to be offered 100% online (Vision 2020).

For the country to attain the above mentioned set targets and influence the possibility of services delivery as a catalyst of change, the Rwanda Governance Board has to operationalise the following: (a) To frequently monitor the implementation of service delivery and the compliance with the rules and regulations of good governance in the public, private, parastatal organisations and non-governmental organisations; (b) To carry out research on governance in Rwanda, investigate public views regarding service delivery and publicise the findings. The Rwanda Governance Board is mandated to ask for clarifications concerning governance, performance and service delivery in public and private organisations and to demand corrective action that has been taken against organisations and employees who failed to fulfill their obligations. In an effort to

successfully achieve the duties and exercise power vested in them, the Rwanda Governance Board carries out frequent investigations into public and private organisations, including civil society organisations, to establish current gaps and offer suggestions in order to enhance performance in service delivery. In interacting with various stakeholders, the Rwanda Governance Board creates service standards, which different organisations follow to deliver services to their customers (Vision 2020).

In addition to what the Rwanda Governance Board aspired to achieve regarding service delivery, the government also focused its efforts on Rwanda Policy Area 2: Capacity Development for Quality Service Delivery by Local Governments. It was believed that enhancing public transparency, fiduciary accountability and local government capacity for improved access to quality services, availability of information on resource received by service delivery unit would eventually lead to enhanced service delivery (World Bank Reports 2014 & 2015).According to World Bank Reports (2014; 2015), there is still much that has to be done to improve service delivery and government accountability. The government found that it would be of paramount importance to concentrate more on decentralisation in order to reinforce national unity and reconciliation intensify government accountability to citizens and improve service delivery. During the mid-term review of Vision 2020, it was found that Rwanda had improved tremendously in two areas of governance: government effectiveness and management of corruption, but it did not do well on people's voice and accountability (World Bank Reports, 2014 & 2015). Rwanda confronted political and economic problems in 2012 that nearly cost it the progress it had made in reducing poverty and enhancing service delivery. This was attributed to the allegations that Rwanda supported rebel activity in the Democratic Republic of Congo and many of its development partners postponed or deferred planned budget support to Rwanda, which resulted in a reduction in official development support by 7.5 percent of gross national income from 19.6 percent to 12.2 percent and a loss of about 11 percent of the budget in the first half of financial 12/13 July–December 2012. This included World Bank Poverty Reduction Support Financing of $125million, initially planned for payment in that period. The assistance shortage changed into shortage of resources to finance development (World Bank Reports, 2014 & 2015; Vision, 2020).

2.3.5 Service delivery in Egypt

Egypt has undertaken a number of confident and fearless economic reforms. It is reported that medium-term growth prospects are promising, so long as growth-friendly policies and reforms continue to be effectively implemented. However, future prospects are threatened by slow implementation of reforms which, it is believed, might lessen the effectiveness of private investment and macroeconomic stability (World Bank, 2017). With regards to service delivery in education, Egypt's education system is reported to be is highly centralised and the largest in the Middle East North African Countries with 17 million students, 821 thousand teachers and 40 thousand schools (Strategic Plan, 2014-2030 & UNICEF, 2019). In an effort to address the challenges of a large system, the Ministry of Planning and Administrative Reform in 2015 established Vision 2030, as a national participatory effort. It offers a roadmap for inclusive development and for maximising competitive advantages to realise the hopes of Egyptians for a dignified and decent life (World Bank, 2017). Vision 2030 emphasises that education needs to contribute meaningfully to Egypt's social transformation over the next 13 years. Regarding this, the Vision clearly and distinctly states three particular objectives to develop human potential: (a) enhance the quality of the education system in line with global systems; (b) increase access to education for all; (c) improve system competitiveness and learning outcomes, across regions and different population groups (Vision, 2030). The much-anticipated education and training system will be student-centred, foster critical thinking and hope to produce graduates who are highly technically competent. It will form the character and release its potential for a proud citizen who is innovative, accepting of diversity, pleased with his/her history and has the ability of competing regionally and internationally (Vision, 2030). In addition to the aspirations of Vision 2030, Egypt started a three-year project contract called 'Integrated Education Services for Vulnerable and Marginalised Children in Egypt'**.** The United Kingdom Foreign Commonwealth Office (FCO) has distributed a total amount of 276 million Egyptian Pounds to the project, of which the main purpose is to provide assistance to the existing educational reform process and enhancing the quality of educational services in Egypt (UNICEF, 2019). The country is dedicated to the change of the Egyptian Education system: Education 2.0. Starting new curricula and modifying teaching tools, methods, school physical environments and assessment criteria to match it, are necessary and thought-provoking processes with particular interest to positively transform the face of

education in Egypt and the learning experiences of our students. It is intended that, by 2030, 'Education 2.0 will be the only operating national education system from pre-primary education up to secondary education. It is also hoped that, over three years, the project will reach out to more than 80,000 students in vulnerable areas, through directing specific technical support to 550 primary schools, 12,000 teachers, 3,000 supervisors and school principals (UNICEF, 2019).

2.3.6 Service delivery in Morocco

The Moroccan Government has realised that investing in early childhood education (ECE) will lead to quality ECE service delivery (World Bank, 2017). To achieve this, the World Bank has made it public that it will provide a US$ 500 million programme in support of Morocco's goals of increasing access to quality pre education. The support from the World Bank intends to meaningfully improve teachers' skills and competencies and reinforce the governance of the early childhood education and care sector. The Moroccan Education Support Programme will direct its activities on important features of the Moroccan Government's 2015 – 2030 Education Sector Vision, targeting the improvement of human capital for every Moroccan child. This vision is receiving aid from the World Bank and it intends to meaningfully develop teachers' skills and competencies and intensify the governance of the early childhood education and care sector. This new Program expects to stimulate a more efficient education sector by supporting access to quality pre-primary education for all, allocating money and other resources in quality training for teachers and supporting a bottom up approach to resolve education quality challenges and school-level leadership. This method, grounded in best practices, is intended to support a fundamental change in the sector to initiate its change and develop the country's future human capital. This, it is hoped will result in having a robust teaching profession in general, something they see as a vital component to enhancing academic results (World Bank, 2017).

Improving the performance and efficiency of the education system to produce improved academic achievements needs a profound change of its governance. Building on the strategic vision of the Moroccan Ministry of Education, the programme will assist in reinforcing the education sector's leadership skills, competences and accountability along the education service delivery chain. As such, it will encourage a sturdier emphasis on outcomes by implementing the performance contracts by the regional and provincial Directorates formally connected to the

ministry, as well as the Regional Education Academics. The present programme is grounded on the government's vision to place the fundamentals of a 'new Moroccan school', one in which children are equipped with 21st century skills in order to take advantage of the digital revolution, teachers are better equipped to teach and the system in general is to a greater extent efficient and effective at assisting the teaching and learning practices (World Bank, 2017). The present programme frames on the regionalisation agenda to provide education service providers, together with Regional Education Academics, Provincial Directorates and schools, better capability and accountability to control the challenge of meaningfully enhancing academic achievement for all Moroccan children (World Bank, 2017).

2.3.7 Service delivery in Ghana

Service delivery in Ghana's public service is guided by Performance Management System which has five key principles namely annual performance appraisal planning, mid–year performance appraisal review, end of year review and appraisal, decision making and grievance resolution. Good performance is rewarded through promotion, training etc. while sanctions are imposed for non performance such as demotions, reduced duties and termination. Officers who are not satisfied with sanctions are at liberty to appeal (Public Service Commission, n.d). However, it has been found that PMS in Ghana is ineffective. It is linked to poor communication, poor integration, low commitment from employees especially top management, employees are not trained to implement it effectively and to set clear targets and objectives (Ahenkan, Tenakhwah & Bawole, 2018). With regards to service delivery in the basic education sector, PMS is augmented by Vision 2018 – 2030 and Inclusive Education Policy Framework. These are aimed at addressing the identified challenges such as teacher absenteeism, teacher attrition, time on task, teacher pupil ration, large regional disparities and high number of out of school children. In order to achieve the goals, set (Public Service Commission, n.d). In order to address these challenges large amounts of resources have been dedicated to the sector. There have also been noteworthy achievements recorded such as improved access at both primary and secondary levels with gross enrolment rate exceeding 100 percent gender parity at national level even though disparities still exist at sub - regional levels (UNESCO, 2018). With regards to quality,

academic results have been declining even though the sector has trained a lager percentage of teachers over the years (Education Strategic Plan, 2018 – 2030).

2.3.8 Service delivery in Nigeria

Education in Nigeria is a shared responsibility of the federal, stateand local governments and experiences challenges such as inadequate interagency and intergovernmental coordination. In spite of Nigeria's commitment to free, compulsory and universal basic education (UBE) under the Universal Basic Education Act of 2004, basic education continues to experience low and inequitable access. In 2013, Nigeria reported the largest number of out-of-school children of primary age (8.7 million). Nigeria also suffers from low academic achievements. As an attempt to address service delivery issues, the basic education sector developed a Vision known as the Ministerial Strategic Plan 2016-2019 which is formed around the three main ideas of access, quality and systems strengthening; and is made up of ten pillars, the first of which places particular attention on out-of-school children. The Ministerial Strategic Plan 2016-2019 is aimed at reinforcing the education system generally by enhancing evidence-based decision making that will help transparency, governance, accountability and innovation in education delivery. This Vision is for the entire education sector and shows its commitment to its reforms (World Bank, 2017).

Nigeria realised there was an absence of coherent e-governance framework and poor capability to deliver service to the citizens effectively and efficiently. As a result, it introduced e - Governance as a reform to improve service delivery in all ministries, education inclusive. The opportunity provided by information and communication technology (ICT) in the provision of services to the public sector has acquired enhanced acceptance and recognition. Thus, technology and the systems used in e-governance program provide a strategy intended to deliver services in an efficient and effective way to the public sector. The implementation of e-governance within the public sector in Nigeria has become very important in improving public involvement, to monitor and evaluate government projects, protecting government accountability and transparency, as well as sending out information among the citizens, business, people and government (Rahim & Akintunde, 2017).

2.3.9 Service delivery in South Sudan

South Sudan got independence in 2011 after many years of civil war. This resulted in the country experiencing patterns of marginilisation and inequity in educational access, resources and results. In addition, these were veiwed as instrumental to influencing conflict (UNICEF, 2016). Education policies and content were as well seen as having the likelihood to form patterns of cultural violence which is linked to languages used for teaching, the support of specific types of history and citizenship (UNICEF, 2016). In an effort to deal with the after-effects of conflict, the Government of South Sudan through the Ministry of Education developed the General Education Strategy 2012–2017, South Sudan Development Plan and Vison 2040. TheSouth Sudan Development Plan interventions were aimed at improving the quality of education, increasing access and enhancing efficiency and effectiveness of the education system, improving literacy and the educational programme that is different from the mainstream which is designed to address the social, emotional, behavioural and academic needs of learners and/or teachers, increasingaccess to quality higher education and increasing organisational and human capacity. The General Education Strategy 2012 – 2017 on the one hand acknowledges that the building of skill, knowledge, competencies, attitudes and the growing of strong education sector organisations are vital to building of a contemporary state (General Education Strategy, 2012 – 2017).

In order to achieve the set targets and objectives, the Government of South Sudan has made a commitment to increasing the allocation of its budget that goes to the education sector generally and in particular to primary education.There is also evidence that shows a strong political will towards General Education Strategy 2012-2017 and it is also expected that all development partners will offer support by building capacity through the implementation of different programmes. It is also of utmost importance that all stakeholders consult each other to come up with ways of coordinating all capacity building activites to prevent duplication and to make sure they achieve greatest impact (General Education Strategy, 2012-2017).

2.3.10 Service delivery in the Republic of Congo

The Democratic Republic of Congo is ranked among the list of ‘failed states’ according to the Worldwide Governance Indicators. The Worldwide Governance Indicators reports on six broad

dimensions of governance for 215 countries over the period 1996–2015. The Democratic Republic of Congo is ranked among the worst-performing countries surveyed in all 6 governance dimensions, with its lowest performance for the dimensions of political stability and absence of violence, government effectiveness and rule of law (Groleau, 2017).The Democratic Republic of Congo has made considerable improvement in the education sector. For example, the completion rate at primary level has significantly grown from 29% in 2002 to 70% in 2014. However, it is still among the countries with the highest number of out-of-school children. It is approximated that 3.5 million or 26.7% of primary age children are out-of-school, of which 2.75 million live in rural areas. In addition, the sector is faced with a variety of challenges regarding quality, governance and disparities (UNICEF, 2012).

While access is increasing, on the one hand learners' academic results have continued to remain weak, signifying there are performance issues in the education system associated with both quality and access. 26% of Congolese learners have learning difficulties in grade 2, while 51% of grade 5 students face the same problem. After completing grade 6, only 47% of Congolese learners are thought to be literate, in relation to a figure of 59% in comparison to countries in the sub-region. Resources have been found to have the potential influence these outcomes and ratios such as students per teacher and textbooks per student differ broadly across provinces and among schools. However, no significant association has been found in The Democratic Republic of Congo between available resources per learner and academic achievements. This demonstrates how effectively available resources are controlled by the system, all the way down to classrooms, is as essential as the absolute level of availability of these resources (UNICEF, 2012 & Groleau, 2017).

In an effort to address service delivery challenges in the education sector, the Democratic Republic of Congo has come up with an Education Sector Plan for 2016–2025 with emphasis on increasing access and equity, enhancing learning quality and enhancing governance and management in the sector. Three strategic objectives are specified in the sector plan including: "promote an equitable education system for growth and employment, create an environment that boosts quality education systems by developing monitoring and quality assurance mechanisms anddeveloping an education environment conducive to quality learning which is enabled by the

provision of learning materials and equipment for students and trainings for teachers, improve transparency and efficiency of governance and management of the sector" (Groleau, 2017 pp. 5 – 6).

All the above countries have reforms that are aimed at improving service delivery. Almost all of them have visions that guide their service delivery: some use performance management systems, where they make employees in the education sector and those affiliated to sign contracts and account for their performance; some reward employees for performance; while some get aid from external sources. Despite implementing reforms that are aimed at improving service delivery in the education system, some of these countries are faced with similar challenges of low academic achievement, low illiteracy rate and low enrolments rates. For countries that have 100% access, quality is usually affected negatively, high dropout rates, absenteeism, weak leadership, graduates not finding employment and continuous inequalities. Some countries experience challenges of weak leadership and weak implementation of centralised and decentralised policies (World Bank, 2017; Ahenkan, Tenakhwah & Bawole, 2018; UNESCO, 2018; Hope, 2012 & UNICEF, 2012). However, it should be acknowledged that, in the midst of these challenges, some countries (like Egypt, Ghana and South Sudan) have made significant improvements in some areas, such as increasing access, teacher training and allocation of the budget to the education sector.

Having reviewed international and continental (African) literature; it shows that:

- There are differences across countries on their conceptualisation of service delivery in the basic education sector
- Weak Implementation of centralised and decentralised policies is experienced by most countries despite the fact service delivery is a worldwide concern and one of the challenges faced by many countries. This is linked to weak leadership, economic challenges and top-down approach leading to resistance of policy implementers. Despite the fact that there are differences in the conceptualisation of service delivery, what is common among these countries is that, there is concerted effort to improve service delivery in the basic education sector.

- Literature shows that international countries have long invested in the foundation phase, while most of the countries on the African continent have recently started to focus their attention and resources on it. There is a link between improved performance and students who have attended reception or pre-primary, showing in later stages of their schooling.

Having identified these gaps from the international and African continent on the conceptualisation of service delivery, experiences and challenges of service delivery, next I discuss service delivery from the Botswana perspective.

2.4 Review of Botswana literature on service delivery

Service delivery in the Botswana government, all ministries including the basic education sector is currently guided by the performance management system (PMS). The Performance Management System intends to provide planning and change management framework that is related to the national development plan and budgetary processes; to improve the skills, knowledge and competencies of the public service to provide services more efficiently and effectively; to enhance the capability of the public servants to improve performance; and to direct the efforts of the public service to assist in successfully attaining the goals of Vision 2016 (Performance Management in the Botswana Public Service, n.d p.5). To make sure the ministerial purposes and structures support the delivery of the vision goals, all ministries are to come up with strategic plans that are aligned to policy priorities, which come from the national vision and the National Development Plan (Performance Management in the Botswana Public Service nd). The Permanent Secretaries and ministers review the performance of their ministries every quarter while The Permanent Secretary to the President reviews the performance of ministries twice a year (Performance Management in the Botswana Public Service nd). The performance based-reward system (PBRS) is one of the reforms that the Botswana government introduced after performance management system to try to enhance the quality of service. The key purpose of this reform is to motivate employees (Perry & Hondeghem, 2008).

The customer service standards framework was established in 2009 to supplement the Performance Management System. This framework is utilised as a benchmark to measure the degree of service delivery. The framework is utilised as a foundation to improve service delivery and it is intended to help the Public Service to deliver efficient and consistent levels of service to

its customers. The framework offers guidelines for continuous improvement in order to keep up to date with the constantly changing customer needs and expectations (Customer Service Standards framework, 2009). There are two types of customer service standards: the generic and unique. The generic are those that can be applied across the whole public service, while the unique standards are those that apply to particular ministries and departments and are required to adhere to when they provide service to both internal and external customers (Customer Service Standards framework, 2009).

Service delivery in Botswana is also guided by the Public Service Charter. This charter has eight principles, which aid the Public Service to offer the highest levels of service to clients. The eight principles are neutrality, accountability, transparency, corruption, continuity, the duty to be informed and due diligence (Republic of Botswana, n.d: Public Service Charter).

The Performance Improvement Unit (PIU) was started to manage and organise, plan and strategise performance improvement policy reforms for the Ministry of Education. The Unit was created to implement the Performance Management System (PMS) that was started by Government in 1999 together with other performance initiatives (Organisation & Methods, 2008). Its detailed examination of its operations was done relative to their mandate and the obstacles that were making the Public Service unable to achieve its objectives. The mandate of the Unit is obtained from the Government's pursuit to find lasting solutions to the declining performance in the Public Service and to increase employees' commitment to provide quality service to its clients.The PIU makes sure that Government policy reforms, such as PMS, Balance Score Card, PBRS and WITs, attain wanted aims by aligning them to the identified development needs within the Ministry (Organisation & Methods, 2008). It also provides information on strategic planning and management of the Ministry by making sure that performance gaps, critical matters of concern relating to performance are established and to come up with solutions for optimal performance. Therefore, the mandate of the Unit must be related to research and development function to inform decision making, planning, the budget process and human resource development strategy. The Unit still does not have a formal organisational structure to make it possible to maximally perform its core functions. It is essential to create an appropriate structure for reforms to include among others the purposes of Productivity Enhancement and

Strategic Management (Organisation & Methods, 2008). The Unit commits itself to carrying out its duties through Performance Improvement Coordinators (PICs) at Headquarters and Regional level. PIU executes the functions at national level and it covers thirteen departments and Divisions together with regional offices and institutions. PIU presently has two officers who are helped by Departmental, Regional, School and College Improvement teams who have other roles as per their official mandates. The country is very wide, and this presents problems to the existing plan, where the function has not been given suitable resources, such as human resources at regional level to officially allow the actual implementation of the essential reforms. There isa need to intensify the capacity of the performance unit to allow it to serve the ministry and the regional offices. Based on what is mentioned above, it has been recommended that the Unit be properly structured and appropriately resourced at regional and institutional levels (Organisation & Methods, 2008). ETSSP (2015–2020) unfortunately does not state how it will intensify the capacity of PIU as recommended in Organisation and Methods (2008). It only states that the Performance Improvement Unit is already established together with Performance Development Programme documentation. The plan further states that the Performance Development Programme's document is subjective, suggests a one – way assessment of performance and that performance tools that grounded on roles, competencies and specification outputs with job performer inputs have not yet been developed. In addition, the plan states that there are no objectively designed job descriptions except for very detailed Job Effective Descriptions which have no prescribed feedback mechanisms (ETSSP, 2015–2020). It would have been helpful for the basic education sector to clearly states in the plan how these issues would be addressed in 2015-2020.

Botswana, like all African countries, has reforms that guide service delivery in the basic education sector, such as a vision, national development plans, performance management system and customer service standards. Despite these reforms, it still faces challenges that are common in other countries, such as high teacher learner ratios, low academic achievement and low work ethic rankings as stated in chapter one.

2.5 The policy landscape in Botswana

Botswana is believed to be experiencing serious challenges of poor service delivery and slow implementation of major projects. These challenges include among others growing policy complexity, employees not willing to account for performance and absence of commitment to policy reforms (Kaboyakgosi & Marata, 2013). This leads to ineffective and inefficient government programmes that eventually result in poor development outcomes (Vision 2036). Inefficient and ineffective implementation of major projects has brought about loss of income by government and this has compromised the quality of service delivery which robs Botswana of acknowledging various services that are delivered by the government.

Project implementation delay is a major challenge in Botswana and this was echoedby former President of Botswana, Sir Ketumile Masire, in an address to parliament seventeen years ago, showed that the gap between the formulation of policy and its implementation is increasing (Lucas, 2008). He further acknowledged that there is exponential growth in policy formulation, which according to him has not kept pace with policy implementation (Lucas, 2008). His successor, former President Festus Mogae, echoed the same sentiments in a 1992 budget speech in which he stated that poor implementation of policies in Botswana had negatively impacted service delivery in some key ministries such as State Presidency, Health Ministry and the Ministry of Education and Skills Development, which registered an under expenditure of more than 254 million Botswana Pula (Lucas, 2008). Similarly, Fleisch (2018) asserts that continued low academic results in primary reading and mathematics in South Africa can be linked to education policies that are not well formulated and implemented, not fully used and stopped early.

The former President of Botswana, Ian Khama, agreed with other former presidents in his opening speech of the 2012 National Business Conference, when he stated that Botswana is good at developing policy frameworks, but emphasised that implementation and compliance remains to be a challenge on the basis of the controlling framework and strict processes. He suggested that the government must do an assessment of the current processes in order to hasten service delivery if Botswana is to succeed in its economic diversification endevours (Kaboyakgosi & Marata, 2013). Other means to deal with this challenge of service delivery and delayed project

implementation is to instil the value of Botho into the service delivery systems in an effort to guard against the dignity and self-esteem of customers and enhance access to services (Vision 2036) and employing strict measures such as suspending and delisting contractors by government on defaulting contractors who deliver services to government (Budget speech, 2014). Furthermore, the vision states that the Public Service should endlessly improve as required to enhance service delivery in the country (Vision 2036). Kaboyakgosi and Marata (2013) acknowledge that politicians, academics and practitioners are in agreement that Botswana has a challenge of service delivery and/or project implementation. However, they are of the view that in order to get a full understanding of what causes the problem, more rigorous research must be conducted. In an effort to actively encourage labour productivity and project implementation, the government is committed to formulating human resource policies, systems and processes, right sizing the public service, building capacity of employees, formulation and implementation of strategies that will help retain employees. The talent management strategy is also recognised as significant in developing and retaining the desired skills, knowledge and competencies within the public service. The government also acknowledges that it is critical to have a low failure rate monitoring framework as a tool for the public service to examine the implementation of human resource management policies and establishing factors that add to its service delivery results (Directorate of Public Service Management n.d; National Development Plan 11, 2017-2023).

2.6 How citizens engage with public policy in a democracy

For public policy goals to be accomplished, implementation needs to be improved. Mthethwa (2012) states that for policy implementation to be effective and successful it needs a democratic public involvement, and this can be achieved by giving support to augment and/or strengthen citizen engagement. Citizen engagement refers to techniques, actions or processes that involve citizens in the public policy process (Obasi & Lekorwe, 2014). Mthethwa (2012) furtherstates that democratic policy systems should change from top-down and bottom – up methods and adopt the centrist/support method, which emphasises how stakeholders from various contexts determine how policy should be implemented. Similarly, Ramboll (2016) states that professionals should be given support so that they may be able to comprehend how to apply new practices in their contexts, thus leads to improving policy implementation. The author further argues that this calls for training and development of practitioners, re-engineering of

implementation processes and the participation of service users in supporting new practices and for policy makers to interact with practitioners and recognizing the full worth of their day-to-day experiences.

Democracy and public policy are inseparable, as the formation of authority in a country determines the creation and implementation of government activity (Krane & Marshall, 2015). The authors further assert that fundamental to democracy is the opinion that citizens have the ability and means to influence decisions made by public officers. The following information explains the point well:

> There is no consensus on how to measure democracy, definitions of democracy are contested and there is an ongoing lively debate on the subject, democracy is defined as people having the right to determine who governs them. In most cases they elect the principal governing officials and hold them accountable for their actions. Democracies also impose legal limits on the government's authority by guaranteeing certain rights and freedoms to their citizens Buhlmann, Merkel and Wessels (2008, p. 5).

Krane and Marshall (2015 p.2) assert there are two types of democracy: direct and indirect democracy. Direct democracy means that citizens have the capability and wish to rule themselves–Rule of people demands "rule by the people" or self- government. Direct democracy is based on two fundamental principles: (a) Citizens are "sovereign", that is citizens should be involved in the development of public policy and (b) All citizens shall fully and equally enjoy the legal and political rights. Also critical to direct democracy are two utmost important rules: (1) when agreement does not happen among citizens, the preference of the majority number of citizen turns into public policy; and (2) freedom to express one's view about public policy is safeguarded and the majority might not silence the minority. However, the minority need to obey the policy decisions up until the decision is changed, because policy decisions take into consideration the choice of the community, it is therefore vital that policy should be obeyed by all citizens, public servants as well as non-officials. Furthermore, the processes of determining and then managing public policies are legally and lawfully binding only if accepted procedures have been followed. Conversely, May and Winter (2009) state that it appears public officials are

unwilling to implement public policies, which may possibly end up impacting negatively the interaction among public officers and citizens and also greatly decreasing the efficiency and effectiveness of the policy. The authors relate this to the differences the professionals experience when implementing public policies. Conversely, indirect democracy has to do with real life situations that happen daily and make it difficult to engage all or most citizens in the continual process of policy making. Therefore, some citizens must be selected to form a government and make public policy. Policy decisions are legitimate if they are taken by people who have been selected to hold public office. Fundamental to indirect policy is the establishment of one or more systems by which the individuals have influence over the legislatures and the policy options they make (Krane & Marshall, 2015).

From the Botswana point of view, citizen engagement can be tracked down to the period before the country became independent where citizens participated in the structures responsible for making decisions (Tlou, 1998). The community leadership would engage people for ideas and advice before coming up with policies and programmes. It is generally believed that participatory democracy had always been part of the Batswana culture even before the country got its independence. Two systems of democracy exist in a differentiated way in Botswana namely the direct democracy model of *kgotla* (headed by the chief) and the modern representative democracy (Tlou, 1998). The traditional *kgotla* system of democracy provided the structure within which citizen participation in the policy process was highly recommended and it is regarded as the modern-day democratic necessity of citizen involvement in the public policy making process in Botswana. In modern day Botswana, the *kgotla* symbolises the example of good governance revealed by popular involvement, consultation, accountability, transparency and the rule of law (Van Binsberger, 1995). Subsequently, the participation of citizens in Botswana has been an essential component of the public policy making process. National, district and village level advisory structures exist, established and persuaded to be active, even though the real procedures are not as effective as everyone would want (Obasi & Lekorwe, 2014). Decentralisation promotes participatory development and local level organisations are essential factors of bottom-up development planning. Decentralisation helps take services closer to the people, while the local level political representation is used as a platform for hearing people's voices (Vision 2036).

In surveys conducted from 2003 through 2014 (but not in 2017), Afrobarometer questioned the Batswana how interested they were in public affairs. The findings suggest that many Batswana take part in electoral politics and a large percentage of Batswana who show interest in public affairs seems to be declining. Dalton (2013) states that if citizen participation is considered one of the pillars of a strong democracy, then the findings of the latest Afrobarometer survey have demonstrated a variety of things for Botswana's democratic prospects. While the majority of Batswana state they vote in elections and attend community gatherings, the percentage of citizens who indicate interest in public affairs and talk about politics are gradually decreasing and only a few get in contact with public officials or congregate with other citizens to put forward their matters. This is not in line with strengthening Botswana's democracy and suggests that public education should be intensified in order to instil a sense of citizens' rights and duties beyond the casting of a vote.

In a study conducted by Ramboll (2016) with thirty Danish job centres executives, it was found that the most significant factor for successful implementation is to direct the attention to the line or middle manager, who is responsible for implementing the task. The study recognises that policy implementation is multifaceted and, consequently, policy implementers have to avoid a generic approach and attempt to tailor make their implementation strategies to their environments. It was also found that there is no model to put into practice, so it is crucial to change mind-sets and practices of people if policies are to realise their preferred impact. However, Ramboll (2016) recommends any implementation approach that an organisation espouses must have four phases of policy implementation as follows:

Phase 1: "Exploration – in this phase it is critical to analyse if the new practice aligns with the competencies of the employees.

Phase 2: Preparation phase – in this phase the organisation adapts the existing structures and routines to fit the new ways of doing things.

Phase 3: this is the initial phase, where new sets of approaches, structures and everyday practices are introduced. This introduction calls for more efforts and all members of the organisation at all levels will experience transformation as demanding as former routines are left behind and there is uncertainty of the new way of doing things.

Phase 4: The full implementation phase – this one is where the organisation achieves the anticipated results and overall quality" (p.15). Ramboll further cautions that, to achieve full implementation of policy, it may take two to four years.

2.7 The Role of training and professional development in service delivery

Employees are important assets of any organisation. The active role they play towards an organisation's achievement of goals cannot be taken too lightly. As a consequence, the training of employees through effective training is critical if organisations are to enhance job performance and increase productivity (Nassazi, 2013).

Training is described as a methodical development of content knowledge, skills, competencies and behaviour required by the workforce in order to improve productivity (Shaheen, Naqui & Khan, 2013). Similarly, Abosede (2015) describes training as organised standardised change through the correct grouping of learning events, programes/projects and teaching, which equip employees with skills, knowledge and competencies required to accomplish their work in an efficient and effective way. Development is described as a process that involves positive change or growth of a person's ability and potential through the provision of learning and educational experiences (Abosede, 2015).

Employee training and development are seen as crucial in the workplace nowadays, as they help employees achieve both personal and organisational objectives, which ultimately lead to improved employee and organisational effectiveness and efficiency (Hervie & Winful, 2018; Organisation for Economic Cooperation and Development (OECD), 2010). The authors further posit that organisations must empower their workforce through training in order to enhance performance. Similarly, Otulike-Mongwaketse and Mukhupadhyay (2012) contend that training institutions should ensure their programme (s) is (are) designed in a way that will prepare teachers to develop content knowledge, skills and attitudes that can assist them to best deal with a diverse class. They further state that, if teachers are not equipped with skills, knowledge and competencies, they may either enable or constrain epistemological access. The Education & Training Sector Strategic Plan (ETSSP) (2015-2020) echoes the same sentiments that it is the Ministry of Basic Education's priority to come up with a sustainable teacher training system that will help produce teacher trainers and in-service teachers, who will have the required skills and

competencies to deliver the curriculum, enhance the profession of teaching and be able to address the the challenges of the 21st century. The report further states that the strategy would be accomplished through a variety of activities and, in particular, through the formation of a "Teaching Council for Botswana", which will set the standards and competency frameworks for teachers in the country. Consequently, this will provide an all-inclusive Continuous Professional Development (CPD) system. It is anticipated that the use of standards and frameworks will lead to having quality teachers who will be developed in the medium to long term and this will improve academic results. All curriculum will be focused on interacting more with learners through competency learning (Education & Training Sector Strategic Plan 2015 pp.76-77).

Teachers are regarded as the most important element within the school system, because of their influence on the students' academic achievement (Hannaway & Mittleman, 2011), yet there is evidence which suggests that the present teacher education programmes in Botswana are not effectively preparing teachers, both regular and special education teachers, to deal with diversity in their classrooms (Dart, 2006; Kuyini & Mangope, 2011; Molosiwa, & Moswela; Mukhopadhyay, 2009). This is also supported by a study conducted in Botswana by Kuiper (2014), where teachers indicated that they had received little training on curriculum. Ries, Cabrera and Carriedo (2016) conducted a study on teacher training in the United States and Europe, using four different teacher training models geared towards training teachers not only to find solutions to educational circumstances, behaviours, but to also become professionals who are reflective, problem solvers, research and innovation and practices. It was found that all four models had commonalities in instructional and pedagogical structures. The only major difference was the timing of the selection of teachers for training. Ries, Cabrera and Carriedo (2016) state that they concur with Barber, & Mourshed (2007 p.7) when they say, "the quality of an education system cannot exceed the quality of its teachers". They felt that it is essential to take action on this key issue to acquire quality in education. They concluded by stating that good training and selection of teachers is, and should become, the basis of any educational system. If the basic education sector in Botswana is to realise its training strategy, as supported in the Education & Training Sector Strategic Plan (2015-2020), then it has to train both pre-service and in-service teachers on the new outcomes-based curriculum so as to be able to enhance educational results. The plan further states that many of its activities will be geared towards

supporting pedagogical practices in the classroom thus improving professionalism, teaching skills, subject content knowledge and ICT skills of teachers through life-long learning opportunities (Education & Training Sector Strategic Plan, 2015-2020). It further states that all schools and institutions will be made more efficient and functional through applying basic leadership and management skills. Short term and long term training for senior and middle level managers at headquarters and regions will be delivered in strategic sector planning; financial and resource management and specific sub-sector requirements (curriculum, school inspection and management) in order to improve management and accountability (Education & Training Sector Strategic Plan, 2015-2020).

In-service training is a process which plays a critical role in human development. Therefore, it can be considered a central key of organisations' development programmes. Similarly, KhodaiiFard (2009) and Poursadegh and Movahedi (2008) assert that in-service training is vital in enhancing the knowledge, skills and competencies and/or attributes of the workforce for them to be able to succeed in their jobs. The authors' further state that in-service training is the major driver of all organisations in strengthening employee efficiency and providing environmental performance, hence provide improved services. Likewise, Hervie and Winful (2018) posit that in-service training plays a significant role in the improvement of education in the contemporary world. The researchers further state that, to enhance the performance of the organisation with regards to knowledge and skills, the roles and capabilities of trainees can be done through in-service training. Trained teachers are thought to set aims and craft plans for the achievement of those aims compared to teachers who are not trained. In the same vein, Kazmi, Pervez and Mumtaz (2011) assert that training functions as a catalyst, which stimulates a major change in a teacher, gives a new role, expands vision and improves the traits of a teacher. In-service teacher training enables teachers to be more orderly and logical in their instructional style.

In a study conducted by Hervie and Winful (2018), it has been found that in-service training programme for teachers in Ghana increases the qualities of a good teacher, which tends to have a positive bearing on the performance of a teacher. In the same study, it was also found that the outcomes of teacher training on teacher added value. The findings showed that training of a

teacher was positively associated with productivity in middle and high school mathematics. The findings further demonstrated that the majority of experienced teachers appeared to be more effective in teaching elementary and middle school reading. On the contrary, it has been found that training takes a long time to do and for its impact to be recognised and this leads to organisations being hesitant to put their money in it (Nayeri, Rostami & Khamene 2017). It has also been found is that training for well-educated employees and those younger or newly employed are more productive, as opposed to those of long serving mature people with a wealth of experience (Naderi, Jamshidiyan & Salimi, 2008). However, findings from a study conducted by Hervie and Winful (2018) recommend that organisations should put their resources in in-service training if they want to succeed in the new business era. This is in line with Hamdi, Silong, Omar, Mohdi & Nisari (2016) assertions that organisations should consider recruiting leaders with T-shaped skills. Ths leaders have a combination of deep and broad expertise, are ethical agile and can manage diversity. They should also train current employees on both the hard (technical) and soft skills (creative) so that they remain competitive and relevant in the 21st century.

2.8 The role of resources in service delivery

Resources are defined as anything viewed by the people to assist them in achieving their objectives (Bakker, Hakanen, Demerouti & Xanthopoulou, 2007). Similarly, Balducci, Schaufeli and Fraccaroli (2011) state that resources assist employees to effectively execute mandates improve their well-being and capabilities to achieve the desired results. This leads to employee satisfaction and improved performance. Owoko (2010) states that the word resources refer not only to teaching methods and materials, but also the time allocated for teaching, the knowledge, skills, competencies and attitudes of teachers achieved from training and experience.

The managing of both physical and human resources in the basic education sector is crucial if the sector is to achieve its intended goals and objectives. The study conducted by Obinga, Waita and Mbungi (2017) showed that physical resources such as textbooks, furniture, classrooms, libraries and laboratories are able to influence internal efficiency of public secondary schools in a powerful way of. Similarly, Mutai (2006) and UNESCO (2008) state that teaching and learning materials such as textbooks, classrooms, teaching aids, stationaries and laboratories impact

positively academic achievement of learners. Conversely, Flesch (2018) advices that physical and educational resources and materials are crucial when conducting classroom teaching, however, the author posits that they are "moderating variables", which implies they are not the only ones which determine instructional practices, but there are other factors that come into play (p. 38). This is in line with evidence that was found from studies of efforts to turnaround low performing schools, which asserts that having resources does not warrant that they will be utilised effectively (Hatch, 2013). Hatch advices that to get the best use of resources and to achieve the desired results is dependent on how well they are used, on the abilities of the people using them and the relationships they have with other stakeholders. The author further argues that an effort to enhance pedagogical practices and academic results depends on the availability and quality of significant resources, such as textbooks, technologies, assessments and learning tasks. However, the author asserts that resources will probably not have a significant impact on teaching and learning, unless teachers and students make an effort to have good working relationships and the abilities and the determination to use those resources to involve with thought-provoking content in different and advanced ways.

In a study conducted by Kuiper (2014) for Ministry of Basic Education in Botswana, it was shown that secondary schools had resources such as the libraries, computer and science laboratories, however they were not able to serve the purpose they were designed for. For example, all schools had libraries that were performing at a low level with books that are not as good or useful as recent ones; all schools had computer laboratories, but it seemed they offered only an insignificant improvement to the learning context and that the internet played a small role in the learning context; all schools had science laboratories (which were also not used for their intended purposes), but they did not have recent equipment and consumable resources. Schools had textbooks, but not always for all subjects and they were not always in correct numbers and that it was difficult to buy them in time. Money was also a major challenge and School heads felt they were not empowered regarding finances and that they had little say in setting up proper levels for financing their own schools. What Kuiper's (2014) findings suggest is that teaching, and learning might not be delivered efficiently and effectively and thus affect learner achievement. Primary schools have a shortage of classrooms in urban areas and major

villages leading to overcrowding and high teacher pupil ratios. There is also shortage of Information and Communication Technologies (ICT) facilities and equipment, which hinders the provision of IT based education and insufficient facilities and equipment for learners with special educational needs (ETSSP, 2015-2020).

2.9 Role of Mission Statements in service delivery

Employees have a strong conviction of the mission statement of an organisation; hence service delivery provision happens mostly in organisations that have and live their mission statements (Somerville & Elliott 2011). A mission statement can be created by a representative team and it must clearly recognise the corporate culture, values, strategy and view of the future, by interviewing all stakeholders such as employees, suppliers and customers; deal with the commitment the organisation has to its main stakeholders, including customers, employees and communities; and ensure there is buy-in and support throughout the organisation (Gabriel & Farmer, 2009). For example, in the case of a school, the stakeholders, who should be involved in crafting a school mission statement, are representatives of the government, parents, school heads, teachers, students, the community and unions. Preferences over mission statements can differ, parents might value high levels of discipline and there might be differences of opinion in curriculum choices such as the weighting placed on the different subjects (Besley & Ghatak, 2007). These differences should not triumph in mission-orientated organisations, which suggests that there should be no serious disagreements, specifically among school leadership and the purpose for which the organisation was formed (Besley & Ghatak, 2007). This review helped me find out participants' experiences in the formulation of mission statements in their schools.

2.10 Accountability and its impact on service delivery

The Constitution of Botswana is the supreme law of the country and it offers a number of internal accountability structures in the functioning of three divisions of government that is the executive, Parliament and Judiciary, which deliver checks and balances (Olanrewaju, Darbo, Fajana & Kaunda, 2009). There are also a set of national guiding principles of Democracy, Development, Self-reliance, Unity and Botho that strengthen the practice of governance (Olanrewaju, et al., 2009 p. 2 & Vision 2036). There are various forms of accountability structures, such as the three branches mentioned above and, in addition to the three branches there is the political accountability, administrative accountability and financial management

accountability. In this study, I discuss the administrative accountability, which is when public officials within the administration of government are answerable for the responsible, efficient and effective performance for the duties assigned to them, for decision making and distribution of resources (Blind, 2011; Lindberg, 2009; Van Wart & Dicke, 2016). There are four types of administration accountability: traditional accountability, managerial accountability, process accountability and programme accountability (Joshi, 2010) as summarised below:

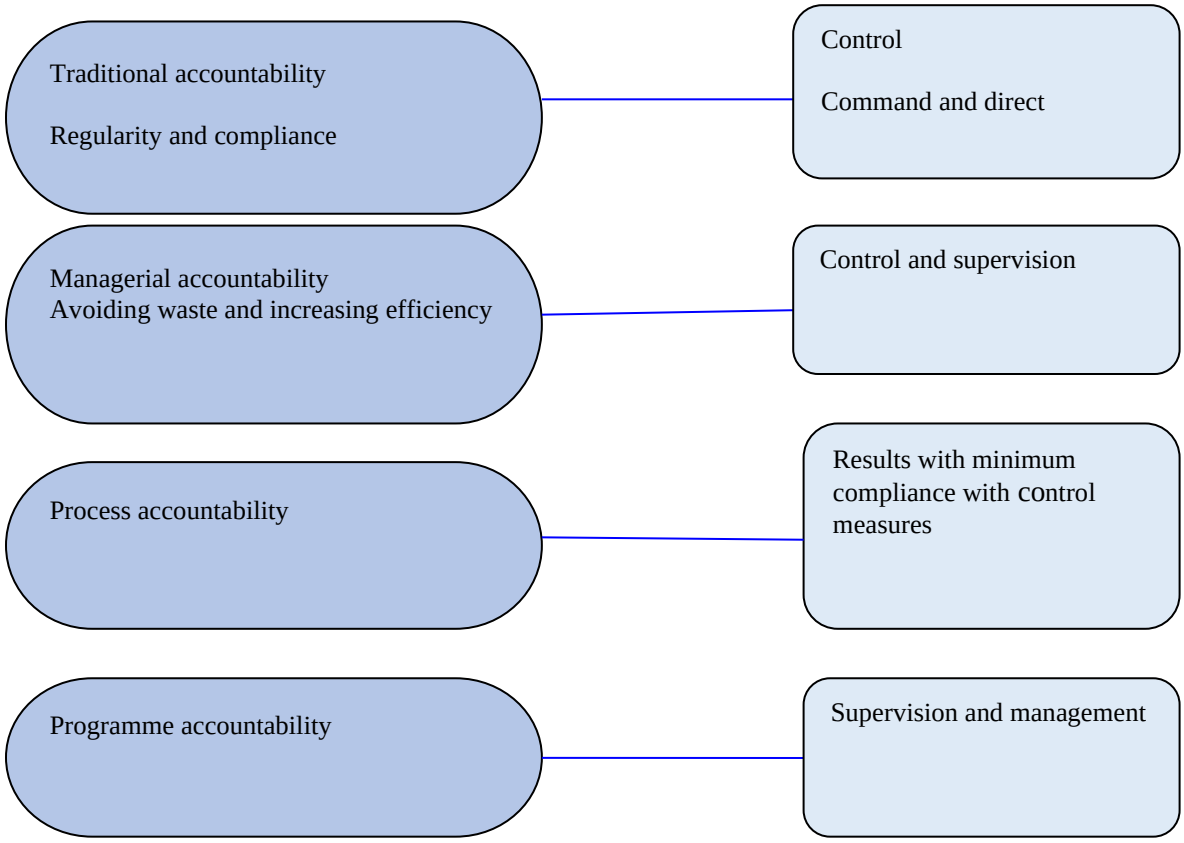

FIGURE 1: Accountability And Types Of Bureaucratic Power. Source: Joshi (2010)

Accountability is viewed as one of the critical mechanisms of service delivery (Joshi, 2010). The key idea on accountability is that service providers ought to have incentives to answer to the needs and expectation of the beneficiaries. Joshi (2010) states accountability plays a significant role in improving service delivery and that failing to account for performance can be attributed to continuous poor service delivery. However, some professionals contend that seeing service delivery as the failure of accountability provides a limited basic agent viewpoint, while the extensive failure of public service delivery is better understood as a sequence of combined action

challenges (World Bank, 2003). Jelmin (2012) asserts that current formal accountability structures are not working properly in several countries owing to weak mandates, capacity limitations or fundamental political practices such as corruption. He further argues that prescribed plan of action must be put in place to enforce and continuity of accountability structures (Jelmin, 2012).

The discussion to determine the benefits of top-own versus bottom-up accountability is supporting service performance and is prevalent in the literature on service performance. Research points to the success or failure of service delivery systems is linked to the level of top-down discipline and motivation, whether the framework for provision echoes a coherent vision and the forms of business performance disciplines in place (Mcloughin & Batley, 2012). These concepts helped me to understand how accountability can improve service delivery in the education sector in Botswana.

2.11 The role of competition in service delivery

Competition was first presented as an instructional aid by a Roman teacher called Marcus Verrius Flaccus. He donated books as prizes to students, who performed extremely well in their schoolwork, to motivate them. One Italian scholar, Battissa Guarini, has established that competition can inspire students to put extra effort in their work and he recommends that teachers must encourage students to compete among themselves and that they must desist from punishing students for not performing well (Verhoeff, 1997). However, competition is an extremely argumentative matter among education theorists, as demonstrated by their different viewpoints as to whether competition must be encouraged or not. One theory claims that competition is responsible for the formation of every part of culture and, if it is imparted to students at an early age by infusing it in the curriculum, it can assist students in future. Another theory views competition as something that is considered not useful for any culture and that cooperation must be encouraged and not competition. Some educators state that competition can discourage some students and yet they can still contribute meaningfully in their community later in life. Educators who favour competition sees it as a transformation from the normal curriculum, while others perceive it as something that, when utilised effectively, can motivate students to improve their academic performance and provide students feedback and that competition outcomes should be used to assess students (Verhoeff, 1997).

Whitehurst (2017) posits that there are two kinds of competition: formal and informal. The author states that formal competition involves the use of rules and regulations, while informal does not. The author further states that even though informal competition is not guided by rules and regulations it still plays a significant part as well. Educational service providers are also encouraged to compete formally among themselves, as competition is a vital element for success (Kalenskaya, Gafurov & Novenkova, 2013). The authors further contend that, when teachers provide excellent service, the customers will probably be more satisfied, and the school might have low dropout rate. In the same vein, Whitehurst (2017) states that, when schools compete among themselves, it offers parents the opportunity to select schools where they want their children to go to and this serves as a motivation to service providers to enhance their performance. Competition is also believed to do well when service users are knowledgeable (Besley & Ghatak, 2005). According to some promoters of school competition and vouchers, competition from private organisations can encourage public organisations to be more organised and to continue to fund their clients (Besley & Ghatak, 2005). Schools compete by selecting various types of curriculum and appealing to teachers who are well motivated to impart knowledge according to that curriculum (Besley & Ghatak, 2005 p. 149).

Conversly, some scholars argue that competition can cause a rift among employees and can result in fear, anxiety and disappointment. They further state that, to minimise anxiety, it is always best to inspire teamwork and not competition (Tucker, 2018). Similarly, Costa, Cunha, Oliveira, Sobreira and Sousa (2016) suggest that students should be taught in a way that encourages cooperation and collaboration. They argue this can be achieved by: giving students an opportunity to have a clearer understanding of their work expectations; allowing them to assess their performance; encouraging communication among themselves; encouraging teachers to provide timeous and/or constructive feedback; engaging them in their own learning and teachers to know the challenges that their students face so that they would be able to adjust their teaching in order to meet their needs. These observations about the role of competition in service delivery have helped me to unearth the conceptualisations, experiences and practices of the participants as they try to implement service delivery at various levels in the Ministry of Basic Education.

2.12 The role of monitoring and evaluation

Monitoring is described as a methodical continuous data production to assist organisational leadership to follow and measure the performance of the set objectives. It also supports them in managing risks, failures and successes (Young & Jones 2012). Evaluation, on the one hand, is used as a tool to establish whether the performance measures put in place are effective, are able to provide vital information on what is happening currently and also to identify the strengths and weaknesses of the project or programme design (Lamhauge, 2012). Similarly, Young and Jones (2012) posit that evaluation offers evidence to the leadership to be able to establish what is working or not and help in enhancing existing and new programmes and projects.

The Ministry of Basic Education states that it is crucial to have quality education statistics throughout the sector. To accomplish this, the ministry expects to intensify its monitoring and evaluation mechanisms in order to improve accountability. The key purposes of the monitoring and evaluation will be to measure progress achieved in the sector, reporting, publicising and communicating the outcomes and initiatives on time, analysis and/or interpreting the results and use them to inform policy and decision making (ETSSP, 2015-2020).

To monitor and manage change in public organisations is of paramount importance. This is emphasised by Mothusi (2008), who states that all stakeholders, such as government officials, politicians, parents and students, have a right to regular reports on how government programmes are doing, not only on information on expenditures and finished programme or project, but also information on the quality of service delivery on the programme or project. However, Mcloughin and Batley (2010) assert that, for monitoring and evaluation to achieve its intended purpose, bottom-up monitoring plays a significant role in enhancing service delivery compared to the traditional top-down, which is established to be unproductive. The authors further argue that such issues are extremely dependent on the context.

Monitoring and evaluation assume that being transparent, setting targets, measuring outputs, outcomes or impact or continuously assessing the achievement of completed performance tasks, identifying the causes of the problems and developing realistic and practical solutions are crucial to improving service delivery (Botlhale, 2015). This observation confirms the findings of the

study conducted by Courtney (2008), which showed that monitoring and evaluation were associated with enhanced teaching and learning in primary schools. Policy evaluation is a fundamental part of ensuring that public services are effectively provided especially where mission statements are too weak or not aligned. People who fully interact with customers cannot be directly held accountable by beneficiaries (Besley & Ghatak, 2005). These researchers further assert that one significant technique of evaluation in education is the use of randomised interventions (Besley & Ghatak, 2005). They argue that these can be utlised to evaluate the effect of policy intervention. They state that interventions, such as incentives, have been used to motivate teachers in order to improve absenteeism and performance previously (Besley & Ghatak, 2005).

Botswana has long taken the initiative to monitor and evaluate policies, projects and programmes, as evidenced by interventions such as the establishment of a standing Committee on Project Implementation (SCOPI) and the establishment of Project Monitoring Unit and the Development of a Project Monitoring System (NDP 10). However, these interventions have demonstrated some weaknesses, as evidenced in the UNESCO report, which does not list Botswana among countries that are mentioned as having effective and efficient system to monitor and evaluate performance (UNESCO, 2016). The Education agenda 2030 comprises various themes, such as quality, gender, adult literacy, youth and skills, early childhood care and education, inequality and governance. These emerging new challenges, ever since the Dakar Global Education Forum, necessitate new profound ways of reporting what is currently been done and achieved in the education sector. The Agenda 2030 needs a vigorous evidence-based monitoring and evaluation system, if it is to effectively deal with the demands coming from the challenges and developing needs indicated above (UNESCO, 2016). The Botswana government, especially the education sector, would benefit from adopting the UNESCO monitoring and evaluation initiative that has four stages of development: (a) “the introduction of a well-established system of reporting programmes and initiatives”; (b) “the availability of quality and reliable data”; (c) “the efficient coordination among departments and stakeholders at all levels” (d) “the availability of necessary infrastructure and capacity for implementing the improved system” (UNESCO, 2016 p. 6). Borrowing from NDP 10 and ETSSP (2015) the basic education

sector in Botswana has reporting mechanisisms in place to report progress of policies, projects and/or programmes. However, it needs to strengthen the control system by prioritising the development and implementation of a monitoring and evaluation strategy which takes into consideration the Education Agenda 2030 themes and the monitoring and evaluation initiative in order to address the weaknesses in the existing initiatives.

2.13 The role of work ethics

Unethical behaviour in the public service has adversely impacted the quality of service delivery in various government departments (Nirmala, 2010). Ethical concerns comprise conflict of interest, gaps between skills that employees possess and the demands of their jobs or the job market and employees not committed to providing quality service (Nirmala, 2010). Similarly, Sebudubudu (2014) highlights that the public sector is predisposed to numerous cases of unethical practices, where it is stated that various cases are of complex white collar offence and senior private business leaders, political and senior government officers who participate in deals that involve their own families, notwithstanding the fact that Botswana is believed to have a somewhat robust and working well governance and that it has established well known structures such as the Independent Commission Against Corruption (ICAC) and Directorate on Corruption and Economic Crime (DCEC) (Gabriel, 2013). With this understanding, I argue that, good governance that is refered to in Botswana, does not match the performance of the country regarding work ethic rankings of the workforce, as confirmed by the five-year trend analysis which demonstrates that work ethic in the work place continues to decline and these rankings are surprising given the numerous policy reforms outlined in Chapter One that are aimed at addressing poor service delivery in the country. It is believed that improving work ethics might lever up service delivery. However, service delivery does not seem to improve in spite of various policy reforms put in place by the Botswana government and this is evidenced by the declining learning outcomes. This then calls for new ways of doing things and also do a critical analysis of the existing governance structures would help come up with context-specific strategies that will help close the gaps of unethical practices. Getting my cues from Kanyane (2004) professionalism is important in the basic education sector if it is to achieve objectives, standards and/or ethics of the profesion and to the benefit of the service-users. Therefore, it is critical that intensify in building capacity of the workforce and awareness of correct ethical behaviour.

The former President of Botswana, Sir Ketumile Masire, has raised concerns about the 'culture of laxity' that triumphed in the public service (Ohno, 2011 & Kitaw, 2011). Ndung'u (2014) posits that this is a disturbing development for Botswana to be branded as having a terribly lax work ethic. Researchers in this area relate this to culture as it includes, among others, attitudes, beliefs and values, of which can strongly affect one's life and work (Ndung'u, 2014). In an effort to resolve this issue, the Botswana National Productivity Centre initiated a campaign against poor work ethic in 2013 (Keaketswe, 2014). The author further states that the major purpose of the campaign was to inspire and encourage enhanced productivity in the public service. Qualities of good work ethic comprise dependability, honesty and integrity, accountability, time consciousness and attitudes among others (Keaketswe, 2014). Qualities such as honesty and integrity, accountability, good work ethic, are wanting in the Botswana public service (Keaketswe, 2014; World Economic Forum, 2014).

As stated, poor work ethic and inefficiencies in education and training have led to labour productivity deteriorating for the past two decades. If this declining productivity is not dealt with effectively and urgently, it may weaken the country's capacity to perform at its optimum level (Ministry of Finance, 2017). Botswana is said not to be able to compete for foreign direct investment, nor can its products compete internationally, if it does not enhance its productivity (Budget Speech, 2014). It is believed that this may affect the country's aspiration of becoming a high-income country (Ministry of Finance, 2017). Therefore, to enhance workforce productivity, the government of Botswana will remain committed to developing strategies and initiatives that are aimed towards resolving poor work ethic and inefficiencies in education. Among the suggested strategies, the government will formulate a competency-based curriculum, which will guarantee employees are equipped with appropriate skills and aptitudes (Ministry of Finance, 2017 & Vision 2036). This is believed to produce a well-rounded learner with all the appropriate soft skills and hard skills to enable them to be highly productive and to be able to compete internationally (Ministry of Finance, 2017). A smart work ethic will also be infused in the curriculum, so that people could be taught work ethic at a young age. This is believed to produce well rounded professionals, who can successfully provide services that exceed customers 'needs

and expectations. Attempts will also be made to encourage excellence, high levels of work ethic, professionalism and integrity to support service delivery system in the country (Ministry of Finance, 2017).

2.14 A model for service delivery

The four main elements for effective service delivery system are: service culture, employee engagement, service quality and customer experience (Anderson & Ankerstjeme, 2014).

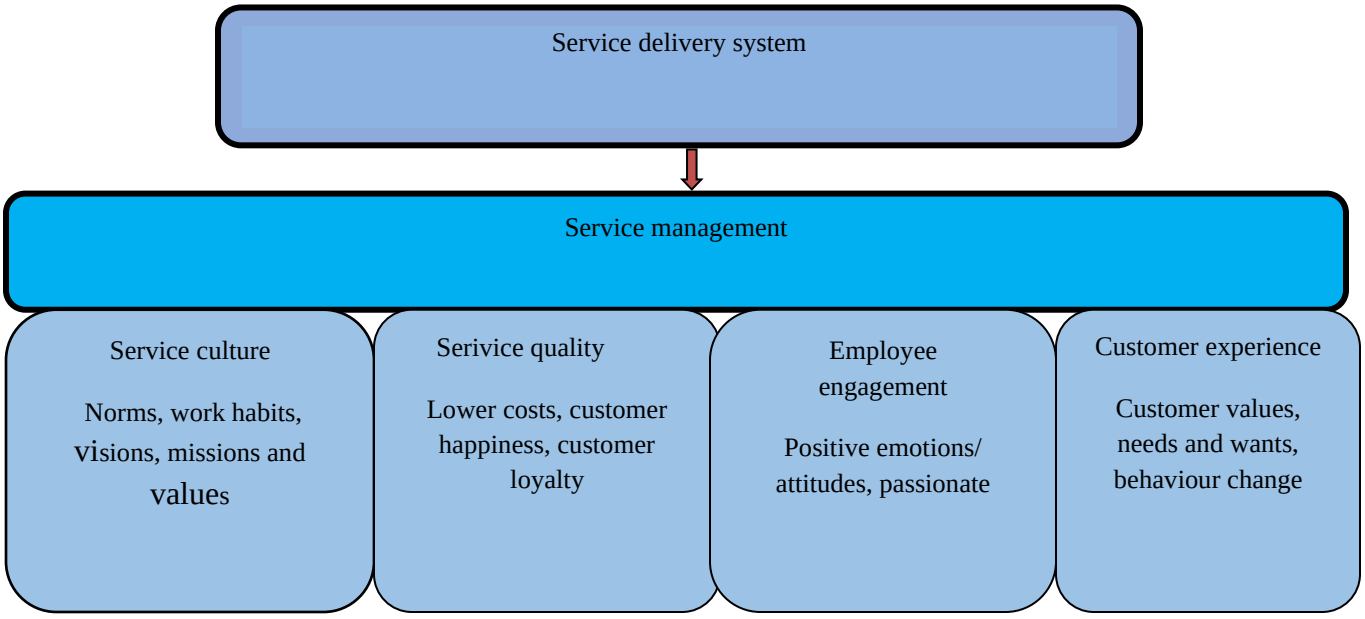

Figure 2: Service Delivery System - Service Management Model- Adapted from Iss Group (2014)

2.14.1 Development and maintainance of Service Culture

Service culture is defined as the shared cultural element of distinct service experience (Helkkula, Russo Spena, Mele, Improta & Kelleher, 2015) and is constructed on components of leadership principles, norms, work habits and vision, mission and values (Anderson & Ankerstjeme, 2014). It is the duty of the senior leadership to offer direction and intention for the organisation. This can be achieved by constantly crafting and sharing an influential vision and a set of values for the organisation. Vision is where the organisation desires to go in the long-term (Anderson & Ankerstjeme, 2014); delivers strategic direction (Darbi, 2012); and what you want your organisation to turn into (Grusenmeyer, 2009). Mission is the organisation purpose for existence. It is the organisation's purpose articulated as an action. It elucidates who we are, what

we offer and what is the meaning of our existence (Anderson & Ankerstjeme, 2014; Darbi, 2012). Values are what bring people together and produce shared culture along the way (Anderson & Ankerstjeme, 2014); the principles and standards that develop our character, attitudes and beliefs; and guides our behaviour (Grusenmeyer, 2009). The grouping of the vision, mission and values accentuate the culture of the organisation and eventually what the employees recognise as truth inside the organisation (Anderson & Ankerstjeme, 2014). By crafting shared vision, mission and values in the organisation you produce an alignment, so that everybody is making progress towards the same aim (Anderson & Ankerstjeme, 2014). The vision, mission and values must be constantly communicated by the senior leadership, so that workers can understand them and be incorporated into, and accepted by, the individuals who must provide services on a daily basis. Strategy, processes and human resources policies can only increase service quality to a certain extent. What remains will depend on the leadership and culture and this is what causes great service organisations provide excellent service. If the organisation is only task-orientated, it may end up having disgruntled employees. Therefore, it is critical that a balance is created between processes, culture and leadership (Anderson & Ankerstjeme, 2014).

Leadership and culture play a substantial role more than ever before in the sense that, when vision, mission and values of the service organisation are cascaded to all structures of the organisations and well-articulated to the employees who provide service, then they will all have a general aim to work towards and realise it (Anderson & Ankerstjeme, 2014).

Various studies indicate that a successful service culture and robust and expressive leadership principles will result in enhanced productivity, customer engagement and employee engagement (Anderson & Ankerstjeme, 2014). Therefore, it is vital that the organisation must employ and train leaders, based on the fundamental tenets of the organisation to protect service leaders becoming uninformed and disconnected from the purpose and values of the organisation and from the service attitude of service providers (Anderson & Ankerstjeme, 2014). The organisation must continuously develop leaders who fully understand the vision of the organisation, are enthusiastic about living the values and purpose of the organisation and deliver on its promise to its clients (Anderson & Ankerstjeme, 2014). To support this idea, it is important that the organization involves leaders in conducting needs assessment of the leaders themselves and of

the organization. An organisation should undoubtedly delineate some rules and regulations to live by and some principles to guide and direct the leadership, so as to achieve the anticipated outcomes or as a roadmap to assist leaders negotiate the journey to creating service excellence. Leadership principles can provide direction for choosing and developing all employees' classifications, including talent and current leaders in an effort to accomplish sustainable success (Anderson & Ankerstjeme, 2014). However, I believe this can be effective if a skills audit is done so that the organisation can know where the gaps are and align duties to the skills and the competencies of the employees and so that the training is relevant in order to close the performance gaps, enhance service and add value to the organisation.

In a study conducted by Hellkula et al. (2015), it was found that service culture influences how people interpret their service experiences of using that service. Findings also demonstrate that the current service culture also influences expected service experience and that customers' unreal innovative ideas for an ideal service were strongly associated with the current culture. The authors further argue that, even though culture has little attention in current service and value research, it unlocks opportunities for comprehending how customers interpret their service and value experiences relative to anticipated experiences, as well as their needs and expectations for upcoming service experiences (Helkkula et al., 2015).

2.14.2 Employee Engagement and its impact on service delivery

Employee engagement is defined as enthusiastically providing an emotional and intellectual commitment to the organisation (Osborne & Hammoud, 2017). Employee engagement includes employee attitude activities, purpose-driven leadership and human resource processes (Anderson & Ankerstjeme, 2014; Osborne & Hammoud, 2017). Employees who are engaged are passionate about service delivery (Azzarello, Debruyne & Mottura, 2012). Organisations with highly engaged employees are noted to having lower turnover rates and higher retention (Ahmetoglu, Harding, Akhtar & Chamorro-Premuzic, 2015). However, the advantages stated above are not easy to accomplish. According to a study conducted by Bain and company in 2010, 34% of employees in North America and 19% in Europe said they would recommend a friend or relative to work at their organisation. Leaders who engage employees perform things in a different

manner from other leaders. They frequently receive feedback from customers and utilise that to transform or re-engineer business processes in a manner that will equip employees with skills and competencies and lead to improved service delivery (Azzarello et al., 2012). In organisations where the leadership engages employees, they actively take part in decision making within the decision framework that has easy to understand guidelines, employees are given the freedom to work independently and set their own timelines but are still made to account for their day-to-day working decisions. Organisations also take a systematic approach by ensuring that policies and processeses are inclusive and/or manage diversity and focus on a few key ares (Azzarello, et al., 2012; Kaufman, Markey, Burton & Azzarello, 2013). Research conducted by Bain and Company in 2010 shows that effective decision making has a strong relationship with employees that are highly engaged. The research has also shown that an organisation that creates and maintains high levels of support receive trust and enthusiasm of employees (Azzarello, et al., 2012).

2.14.3 Provision of Service Quality

Service quality is a ranked concept comprising of various sub-dimensions (Ladhari, 2008). It has developed into a key aspect that has drawn practitioners', managers' and researchers' interest - due to its significant influence on the way the business performs, lower costs, customer happiness, customer loyalty and profitability, which includes strategies, processes and performance management systems. The study by Seth and Deshmuk (2006 p. 946) attempted to review nineteen service models for the sustainability/need for modification in the present environment. The review of the nineteen service models demonstrated several factors, debates, strengths and weaknesses relating to the models. It is recognised that the models place emphasis on only one link that is either marketer to consumer or front-line employees to supporting employees. On the one hand, researchers have constantly shown positive correlation of inward service with business performance and the service quality delivered to the customer. The study also established major service quality elements that must be enhanced. They are: "clear market and customer focus; motivated employees; clear comprehension of the constructs of service quality affecting the same; robust measurement and feedback system; effective implementation system and efficient customer care system". Another study conducted by Brown and Mazzarol (2009) intended to offer easy to understand guidelines as to what are the sturdiest drivers of

student satisfaction in a university setting. It considered the significance of image to student satisfaction and loyalty within the higher education. The findings suggest that students' loyalty is anticipated by students, which is in turn anticipated by the supposed image of the host university. While the supposed quality of human-ware, such as people and processes, and hardware, such as infrastructure and intangible service features, has an influence on supposed value, this was found to be a weak indeterminate (Brown & Mazzarol, 2009). The strategy and process design are central to the creation of the general service management model. Assisting the client to realise their mission and support them in the quest of their organisational purpose must be the basis of any service provider collaboration (Brown & Mazzarol, 2009).

2.14.4 Customer Experience as a source of service satisfaction

There are many definitions of customer experience. Allen, Reichheld and Hamilton (2005) define customer experience as the practice of crafting and responding to meet or exceed customer needs and expectations and thus increasing customer satisfaction and loyalty. On the one hand, Le Roux and Van Rensburg (2014) see customer experience as a whole fresh element of commodities, products and services and are also of the view that the building of excellent customer experience appears to become one of the significant objectives in business. Nasution, Sembada, Miliani, Resti and Prawono (2014) suggest customer experience is strictly personal and implies the customers' participation at various points, such as rational, emotional, sensorial, physical and spiritual.

Le Roux and Van Rensburg (2014) discuss Frow and Payne's customer experience framework and state that the framework comprises five interrelating layers: customer values, needs and wants; experiential marketing strategy; customer experience stages; accumulated customer experience and customer behaviour change. Le Roux and Van Rensburg (2014) posit that, at various levels of service meeting, people frequently exhibit diverse and distinctive needs and wants. The authors further state that, for value to be delivered, organisations should make sure the customers are happy by delivering quality products and services.

2.14.4.1 Experiential marketing strategy

Organisations should attempt to create complete packages of experiential marketing strategy, comprising various incentives intended to be the point of communication between customers and the organisation. Strategies that are aimed at meeting the values and needs of customers will assist and entice customers to connect and be engaged with the product or service and delivering exceptional emotional and physical experiences, thus guaranteeing satisfactory customer experience (Le Roux & Van Rensburg, 2014).

2.14.4.2 Customer experience and accumulated experiences

This level includes interaction between a customer and a retailer at different levels of customer participation. This stimulus interact with the customer is believed to offer six different responses which are construed as customer experience, described as sensorial/physical, emotional/affective, cognitive, pragmatic and rational (Le Roux & Van Rensburg, 2014). These communications and customer participation gradually lead to an accumulation of knowledge, value and supposed quality in every phase of the experience process resulting in a strongpossibility of customers creating an emotional bond with what is being offered. The amalgamation of customer experiences during the consumption process and whether or not replication consumption will then create the layer of accumulated customer experience (Le Roux & Van Rensburg, 2014).

2.14.4.3 Customer behaviour change

Customer behaviour in the setting of customer experience framework occurs when a customer selects to participate in the creation of attitude or behaviour that has a connection to purchasing, or consuming a product, services, ideas or experiences in a manner that satisfies a need. The collected experience the customer has congregated through their communication with the service provider importantly exerts influence on the customer's decision making. The readiness of the customer to buy or purchase goods or services may be related to the interaction that the customer may have had with the components of marketing strategy before, during and after consumption stage. The analysis of positive or negative experiences is more noticeable or detected at this layer than in other layers (Le Roux & Van Rensburg, 2014).

A study conducted by Jones and Sasser reached two conclusions. First, only highly satisfied and happy customers, for example on the 5 on the 5-point scale, can be recognised as truly loyal. Second, customers who are just happy for example a 4 on the 5-point scale are only marginally more loyal than customers who are thoroughly dissatisfied, for example 1 on a 5-point scale. Another measurement tool, the Net Promoter Score (NPS), which was suggested by Reichheld, includes asking one question: How probable is that you would endorse our organisationto a friend or colleague? The NPS is calculated by taking the share of customers' promoters, respondents highly likely to recommend the organisation to others, scores 9-10 on a 10-point scale and subtracting the share of customers who are distracters, scoring 0-6 on a 10-point scale. The NPS represents a calculation of advocacy: when the organisation has a substantially higher NPS than the competition, it is likely to grow at a much faster rate than its competitors (Le Roux & Van Rensburg, 2014).

In another study conducted by Bain and Company in New York using 362 firms further clarifies the importance of involving services users. The study shows that 80% of the firms felt they delivered outstanding experience to their customers. But when customers were questioned about their own perceptions, it was found that only 8% of the firms were perceived to be delivering an outstanding experience (Borowski, 2015). According to Frow and Payne (2007) and Toporek (2016) this suggests a huge delivery gap in perceptions between organisations and customers. The authors further state that the gap is real as it informs organisational leaders, consultants, trainers and the like that maybe the lens that they are using to assess the experiences of service users might not be the best one. Toporek further states that the 80/8 statistic can be a way of telling the leaders and significant others that the organisational thinking and customers' thinking are not aligned. It can be used as an incentive to inspire leaders to invest in investigating any possible delivery gaps.

There are various service delivery models and frameworks that have been recommended in the literature and some of them are quantitative service delivery survey (QSDS); public expenditure tracking survey (PETS); expenditure service delivery survey (ESDS); contracting out model (COM); direct labour model (DLM); competitive tendering model (CTM); collaborative venture model (CVM); and own right service provision model (ORSPM) (United Nations Economic

Forum for Africa (UNECA) 2007). These models were suggested in an effort to enhance service delivery. They place a special value on the matter of finance and do not consider other variables such as service delivery processes and service users (UNECA, 2007). UNECA (2007) observes that one of the limitations in the use of these models is that they do not recognise that mismanagement of funds and technical challenges keep on restraining the capability of ministries, departments and agencies. The service management model (SMM) is adopted for the analysis of data in this study, as it looks beyond financial considerations and considers variables, such as stakeholders, value addition, service delivery processes, experience and knowledge of the service user and service user expectations in dealing with service delivery issues. This model can be adopted by public service organisations, including schools, in order to improve service delivery as practitioner literature shows that it has been found to be more successful in improving service delivery than all the other models that have been discussed above (Anderson & Ankerstjeme, 2014).

2.15 The school manager's leadership style and its impact on service delivery

SchooI leadership is described as a process of influencing, inspiring and supporting the capacities and vitalities of teachers, students and all stakeholders in order to improve the students' academic achievement (Gregory, Hanushek & Rivkin, 2013). On the other hand, Smith and Riley (2012) view leadership as a method that can be used to develop a strong vision, mission, values, aims and objectives, implementation plans and monitoring and evaluation tools.

Meanwhile, Kondlo (2014) asserts that it is vital to build leadership styles and performance measures, as these may possibly assist to compare leaders; distinguish between good leaders and great leaders. Kondlo (2014) further states that it is essential to develop an initial set of standards (with level 1 indicating the lowest level of leadership achievement and level 5 indicating the highest level of achievement that a human being can aspire to) that would classify leaders according to the degree of their inspiration, their associations, their capabilities and their support of the education sector (Kondlo, 2014 p.72-73). Leadership style can encourage others to accomplish organisational aims and objectives and is reliant on the skills, knowledge, competencies and attitudes of people leading organisations (Rabindarang, Bing & Khoo, 2014). Leadership styles are the tactics utilised to motivate followers. Leadership is not a 'one size fits

all' occurrence, and styles must be chosen and transformed to fit organisations, circumstances, groups and people. It is thus valuable to have a comprehensive knowledge of the various styles as this type of knowledge strengthens the existing tools to lead successfully. There are numerous leadership styles, such as autocratic, bureaucratic, charismatic, democratic/participative, Laissez-faire and transactional (Amanchukwul, Stanley & Ololube, 2015).

For purposes of this study, I will discuss the democratic, autocratic and situational leadership styles. Currently, leadership styles are increasingly becoming an interesting, but thought-provoking, topic of study in the arena of management and many researchers regard leadership style as a vital variable in influencing employees to do their duties. Consequently, leadership style has also been correlated to heightened organisational performance (Yahaya & Ebrahim, 2015).

A democratic leadership style is considered to involve other people in the decision-making process. This style inspires people to be enthusiastic in their work and encourages teamwork, which results in improved decision making, thus leads to enhanced performance (Lamb, 2013). Similarly, Yahaya and Ebrahim (2015) state that democratic leaders engage employees in the decision-making process, even though they make the final decisions. These researchers further state that this style supports creativity, innovation and team members are extremely involved thus leads to motivated staff. However, the authors warn that this style can be time consuming and adversely impact efficiency. They argue this needs employees who have knowledge and skills to contribute meaningfully to the organisation.

In contrast, autocratic leadership is regarded as the extreme type of transactional leadership, where leaders are said to give orders employees and they are not supposed to question anything. Staff and team members are not always involved in policy formulation and decision-making process, even if this is to advantage of the organisation (Amanchukwu1, Stanley & Ololube, 2015). The value of autocratic leadership is that it is unbelievably efficient and effective. Decisions have to be made speedily and the work to put those decisions into practice can commence instantly. In terms of disadvantages, most employees do not like being treated in this

manner. Autocratic leadership is frequently best utilised when there is a in an organisation, when decisions must be made fast and without opposition (Amanchukwu1, Stanley & Ololube, 2015).

Situational leadership was developed after the trait-based leadership. What motivated its development was that social scientists in the past were of the view that time was vital in producing a leader. Psychologists believed that there is no leader that has the same traits as others. This then calls for leaders to be innovative, alter their behaviours and leadership styles according to their employees' commitment and handle situations differently, as every situation has its own attributes (Ghazzawi, El Shoughari & El Osta, 2017). Similarly, Djati (2014) describes situational leadership as an amalgamation of task behaviours, employee commitment and realtion behaviour. It is believed that there is a relationship between the success of situational leadership style and the application of these three components to the situation (Ghazzawi, El Shoughari & El Osta, 2017).

However, Eacott and Asunga (2014) posit that, when it comes to the performance of the organisation, quality of leadership is of utmost importance. Similarly, Rabindarang, Bing and Khoo, (2014) state that leadership is a significant feature of an organisation to attain the vision, aims and objectives of the organisation. Borowing from Eacott and Asunga (2014) it is critical to pay significant attention to the training and development of school leaders, so that government initiatives geared towards developing the best education system that will compete globally can be achieved. School leaders can no longer afford to be simply good managers, but to be leaders of schools as learning organisations where they have to deal with diverse learners, cultures and acknowledge that learners learn in many ways under various contexts (Eacott & Asunga, 2014). They should also be leaders of schools that will prepare learners by giving them knowledge and skills that may probably meet their diverse needs and expectations in the 21st century, accept innovation and eventually improve learner performance (OECD, 2016). Effective school leadership is gradually seen as crucial to large scale reform and to enhance educational results (Mathews, Moorman & Nusche, 2007). Effective leadership at all levels in a school is essential to make certain that teaching and learning are dependably of high quality and that reforms are effectively implemented (Mathews, et.al. 2007; Rabindarang, Bing & Khoo, 2014; Ysgolion, 2012).

Excellent leadership in schools needs to pay particular attention to things that are of great importance, crafting clear achievable expectations for learners and building the correct culture for improvement (Ysgolion, 2012). Further, the variety of knowledge and skills that successful school leaders require nowadays is complex and intimidating: curricular, pedagogical, student and adult learning - besides management and financial skills, capabilities to deal with group dynamics, interpersonal relations and communication (Mathews, 2007 & United Nations International Children's Emergency Fund, 2009). A study conducted by Nohria and Khurana (2010), in the United States of America, demonstrated that successful leaders of innovation are aware of what needs to be done, they just do not know exactly how to do it. They say that further research on the implementation of services is required. Kets De Vries, Ramo and Korotov (2009) assert that it is of necessity that the current leadership leads from a different place, should move away from their comfort zones and try to tolerate or master discomfort, learning to accept uncertainty and training their teams properly. In another study conducted by UNESCO (2013), it was found that most school heads were nondemocratic, suppressing the freedom of expression of their subordinates, having power over organisational processes, exhibited top-down, approach and bureaucratic leadership (UNESCO, 2013). Some studies, conducted by Lightfoot in 2014; Al Balushi et al., 2014 and Ghamrawi 2010, 2011 reveal that school leaders in private schools showed democratic participative leadership styles, but there was little evidence which show their effectiveness and efficiency. School leaders did not show instructional leadership despite the fact that they had been teachers previously. It was also found that school leaders were not distributing allotted responsibilities and empowering their teams (UNESCO, 2013). For leadership to distribute allocated tasks and empower their teams, they need to trust their employees. Johnson (2018) states that it is assumed trust can hold together team members; encourage good team spirit and effective communication. The author further states that organisations that have developed high-trust culture make superior decisions, are more effective and efficient, are able to accomplish desired results and that they act in an ethical manner by satisfying their moral duties, safeguarding the rights and interests of their employees.

In a study conducted in Thailand by Limsila and Oguhlalana (2008), it was found that Thai subordinates have a sturdy need to improve their skills and competencies and how they feel

about themselves and life in general. This, it is argued, might elucidate why the favoured leadership style in Thailand is the one that will permit innovation and creativity among subordinates. Thai people desire leaders who have an intense interest in their employees' needs by coaching and mentoring them to prepare them into future leaders. They desire leaders who would place their employees' interest first and distribute risks among team members. The leadership style that is favoured or leading in Thailand is the transformational leadership style. I agree with Limsila and Oguhlalana (2008), that this style is linked with improved quality of service, creativity and employee satisfaction vis-a-vis job effectiveness, happiness, extra effort and being committed to work. However, I am of the opnion that if leaders can use it with other styles according the situation or task at hand, it would be more beneficial.

School heads/principals and inspectors across Africa have been found to offer inadequate support to teachers (Bainton, Barrett, & Tickly, 2016). Other studies of effective leadership in Africa have found that school leadership frequently stresses compliance rather than the support for teachers. It has also been found that if school leadership could direct their effortsin accentuating good instructional practice would contribute significantly in enhancing academic performance (World Bank, 2012). It has also been established that skilful leadership is able to turnaround school performance (World Bank, 2012 p. 40). This finding is supported by De Grauwe (2007) who posit that there is not a single documented case of a school turning around performance in the absence of skilful leadership. With this understanding, it is critical that organisations develop their leaders' knowledge, skills and competences so that they would be able to improve service delivery. Bainton, Barrett and Tickly (2016) have recognised that in a number of cases school leaders use bureaucratic standards, which lead to corrective measures for reviewing teachers instead of establishing teachers who are experiencing challenges and offer constructive feedback and honest development opportunities. For many countries, developing school leadership is not a priority, procedures for developing education leaders at school level to influence, develop high expectations for teaching and mentoring are missing (Bainton et al., 2016).

In Botswana, there are no policies requiring school leaders to be holders of leadership qualifications or even education degrees until recently when levels of operations (LOO) policy guidelines were introduced in July 2013. This is the document that elevated all school heads

salaries to D1 for junior and senior secondary schools and D2 for primary schools. All school leaders were assimilated regardless of their qualifications, for example all school leadership with Primary Teachers' Certificate (PTC), diploma and degree in education (Primary and Secondary), Bachelor degrees in subjects and others with diploma and degree in Educational Management progressed to D2 and D1 respectively (LOO, 2013). These policy guidelines specified that assimilation was a personal right and it further states that anyone who applies for positions of school head should have a minimum qualification of a bachelor's degree; and those who are applying for deputy school head should have a minimum of diploma. The document does not specify that it should be degree or diploma in leadership or educational management (LOO, 2013). However, there have been concerns within the Ministry of Basic Education, as evidenced in National Development Plan 10, when it states that the quality of teachers is very important to the quality of education and school heads and teachers with Primary Teachers' Certificate were all taken for further studies (Ministry of Finance, 2009 p. 98).

2.16 Governance and its role in service delivery

Good governance is indispensable in the basic education sector because it can develop organisational performance in the delivery of education services and it can enlighten policy makers and programme managers about which performance aspects must be enhanced (Lewis & Pettersson, 2009). Borrowing from the authors that good governance in education systems actively encourages effective service delivery if appropriate criteria, inducements, information and accountability structures are offered. Consequently, this leads to improved level of key education outputs, such as staff retention, and can also lead to improved academic results. However, I am of the view that leaders should go beyond these basic things and do a systemic change where all relevant stakeholders are engaged, give employees autonomy. These variables are also linked to increased service delivery and staff retention, but they also feel valued, feel as part of organisation and would go an extra mile in their work.

Botswana has been ranked in the top 25 percent of several indices internationally by the World Bank, United Nations Economic Commission for Africa and Transparency international. In most cases, the country would be leading in the African continent (World Bank in Botswana, 2017).

This high ranking is associated to timeous provision of resources, good and careful management of the economy and prudent resource management, effective national development planning, devoted leadership, discipline sufficient organisational architecture and administrative functioning in-built checks and balances, enhanced technology and respect for the law and judicial system (World Bank in Botswana, 2017). However, there are challenges in the aspect of human capability. The country has been found to have good policies, but does not have individuals with relevant skills, as evidenced by lack of skills in the fields of legal draftsmen in the Attorney General Chambers, corruption investigators in the Directorate on Corruption and Economic Crime (DCEC) and procurement analysts at Public Procurement and Asset Disposal Board (PPADB).The HIV/AIDS pandemic has made the capacity problem worse (National Development Plan, 10 & World Bank in Botswana, 2017). The basic education sector is not an exception with inadequate skills in key areas, such as leadership, financial management and procurement analysts (National Development Plan 10 & World Bank in Botswana, 2017).

Botswana has also been ranked high on the Ibrahim index of African governance and in 2013 had a general score of 76.2%. In 2014, Botswana is ranked third, after Mauritius and Carbo Verde, on that same index and recorded the uppermost of any African country for safety, the rule of law and accountability. On the transparency International corruption perception index, the country had an overall score of 64 and ranked first on the continent and 31 out of 175 countries and territories. On the latest fragile States Index of 2015, Botswana ranked 122 out of 178 countries and, with a score of 62.8%, was grouped with South Africa among the low-warning countries (World Bank in Botswana, 2017).Botswana education expenditure is among the highest in the world at about 9% of GDP and comprises the delivery of almost universal free primary education. But the sector has not accomplished the much-anticipated outcome, as evidenced by the sector not being able to produce a skilful workforce (Ministry of Finance, 2009 & World Bank in Botswana, 2017). Unemployment has stayed at nearly 17.8% therefore, Botswana's income inequality is one of the highest in the world. As stated above, the HIV/AIDS has further aggravated the adult prevalence rate and it continues to be in the same position, at 22%, leading to health and education results below those of other middle-income countries (Ministry of Finance, 2009 & World Bank in Botswana, 2017).

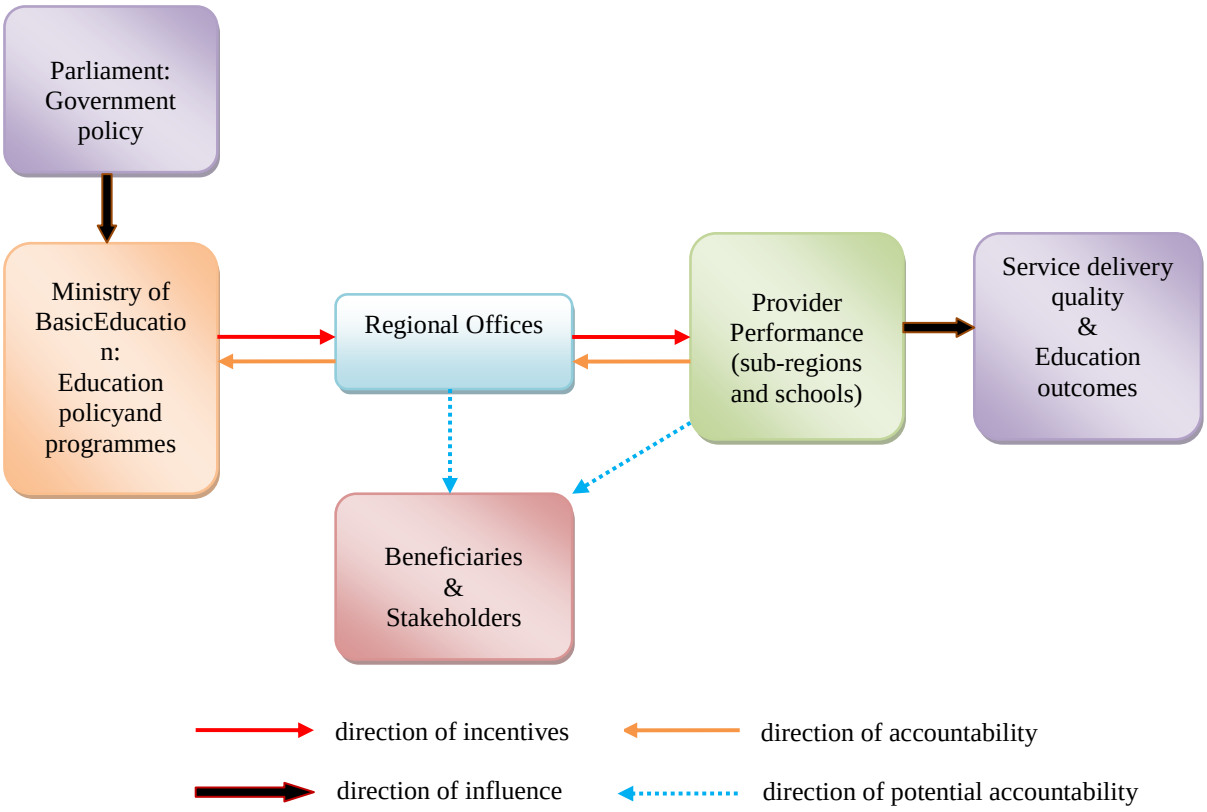

FIGURE 3: Overview of the governance process. Adapted from: Lewis and Pettersson (2009)

2.17 Employees' resistance to change and its impact on service delivery

Restructuring can start only with the promotion of honest conversation at a school (Campbell, 2012). This is often problematic to accomplish, as many teachers and leaders are resistant to any perceived change initiative and are reluctant to speak openly and honestly about problems (Campbell, 2012). Teachers are frequently blamed for holding on to the traditional ways of doing things and resistance to change (Campbell, 2012). Many education policy developers can come up with numerous examples of well-meaning reforms that were resisted by the teachers and unions previously (Campbell, 2012), but teachers argue that reforms are regularly forced on them by the leadership without formally engaging them in the discussion, or at least showing respect for the professional wisdom and experience of the teachers themselves (Van Damme, 2014).

No transformation can achieve the desired results if people being requested to do it do not understand its importance (Williamson & Blackburn, 2010; Zimmerman, 2006). Transforming

mind-sets is certainly not easy and people who are to make change happen must be willing to think and see change as pleasant, helpful and capable of managing it effectively as change generally brings a lot of pressure (Kets De Vries, et.al., 2009). This observation is confirmed by Mothusi (2008) who notes that Lewin's Model of Change shows that "human change whether at the group or individual level, was a profound psychological process that involved painful unlearning without loss of ego, identity and difficult learning as one cognitively attempted to restructure one's thoughts, perceptions, feelings and attitudes (p. 2). To support this, Education leaders should have in-service training and coaching for employees on mind-sets and consult widely with them when policy reforms are introduced so that they would be buy-in from them.

Maslow's hierarchy of needs posits that people encounter life in five phases and it has been established to be a valuable approach to think about people's feelings (Williamson & Blackburn, 2010). However, there are critics to Maslow's hierarchy of needs who argue that it has been found that it does not motivate people completely particularly those who have self-actualised (Williamson & Blackburn, 2010). This matter has been researched widely and the findings show that, for any transformation to be effective, teachers must be permitted to contribute meaningfully to the change process (Davernport, 2005) and relationships must be enhanced (Knight, 2009). Change agents ought to deliver quality coaching (Cornett & Knight, 2009) and it is vital that there be effective communication among change agents and teachers (Goldsmith & Reiter, 2007).

2.18 Performance based rewards

Performance based rewards are essential in any organisation and should be managed successfully. Reward is regarded as a human resource management policy which its main purpose is to recognise the work performed by employees to meet their contractual commitments (Ismail & Abd Razak, 2017). Similarly, Salah (2016) states that, in any organisation, employees believe to be rewarded for their performance and that, for employees to feel they are appreciated, they must be rewarded justly, impartially and reliably. The author further states this leads to motivated employees who will then decide to achieve strategic objectives through enhancing their output and success levels.

A performance based-reward system (PBRS), as stated above, is one of the reforms that the Botswana government introduced after performance management system to try to enhance the quality of service. The key purpose of this reform is to motivate employees through various incentives (Perry & Hondeghem, 2008). The reseachers further state that the specification of this system is informed by a variety of theories together with the goal-setting theory. Theories of motivation, according to Camelleri (2007), can be classified according to content and process theories. Content theories offer intrinsic motivation and Maslow's hierarchy of needs is an illustration of content theories. It extends from human needs to growth and self-actualisation (Camelleri, 2007). Process theories are involved with how and why people select a specific path. Examples of process theories are expectancy theory and goal-setting theory (Boardman & Sundquist, 2009). The reseachers further state that these theories are appropriate for all government employees. Expectancy theory assumes that a person's work behaviour will be decided by what they believe to be the outcome of their behaviour (Boardman & Sundquist, 2009). Using expectancy theory in this context gives an impression that government employees will be highly motivated to make certain that their department or agency's service delivery is enhanced (Boardman & Sundquist, 2009).

Goal setting-theory posits that employees get highly motivated when clearly defined but thought-provoking objectives are crafted and they are personally determined and trust in their capability to attain those objectives (Latham & Locke, 2006). Research has shown that allocating performance functions that have well articulated specific objectives are likely to motivate employees to enhance their performance (Perry, Mesch, & Paarlberg, 2006). Employee objectives should have targets and standards for considering the achievement or failure which will assist in establishing the preferred performance outputs and deliver a standard against the preferred performance levels and allow for changes in performance where needed (Perry et al., 2006). It is therefore essential that employees come up with objectives that are specific, measurable, achievable, realistic, time bound and are broken down into milestones or activities. Such measures must also be decided and agreed upon with employees (Perry et al., 2006). However, Gibbs, Merchant, Van Der Stede and Vargus (2009) state that performance measurement is probably the most complex task in the creation and implementation of

inducement schemes such as performance-based reward system. In a study that was conducted in Botswana 15 departments using content analysis criteria and dimensions of goal clarity, performance targets and role allocation, the findings of the study show that the objectives did not have goal clarity, performance targets and/or role allocations (Verbeeten, 2008). This suggests that unclear and difficult to understand performance objectives could have negatively impacted employees' performance (Kealesitse, O'Mahony, Lloyd-walker & Polonsky, 2013). This also suggests that unclear and contradictory nature of public sector objectives could have delayed implementation of government goal–setting initiatives such as performance-based reward system (Kealesitse et al., 2013). Therefore, it is critical to continuously train leaders particularly in the basic education sector to determine objectives that are customer focused, so that that they are in accordance with the demands of goal-setting theory (Kealisitse et al., 2013). Pay-for-performance schemes, such as performance-based reward systems, are likely to have a substantial negative result on government's employees' intrinsic motivation (Weibel et al., 2009). These researchers further state that the negative effect on motivation could result in unsatisfactory employee performance, which might cause performance-based reward systems not achieving the desired impact in enhancing provision of service in the public sector.

2.19 Inspection and its impact on service delivery

School inspection is utilised in many countries as a tool or control measure to monitor performance in schools (De Wolf & Janssen, 2007). The authors state that, when schools are not performing well or do not meet the set standards, stringent measures, such as rigorous supervision and possibly closing of a school, are taken against the school in an effort to make it add value or improve its performance. The aim of these strict measures is to make schools comply with inspection standards (De Wolf & Janssen, 2007).

A study conducted by UNESCO in 2017 on school inspection challenges in Bangladesh, India, Cambodia (lower middle-income group), Uganda and Tanzania (from lower income group) and South Africa (from the middle-income group) shows that these countries have common challenges (Mobarak, 2017). In Bangladesh, India and Cambodia, it was found that lack of

human resource was a major challenge for effective inspection. In Cambodia, shortage of employees was at 28% while that of transport was at 29.8%. Similarly, in Uganda they had shortage of human and financial resources. Tanzania, like other countries, was challenged with human and financial resources, but school inspection also had challenges of office accommodation and clerical services. Lack of crucial resources also delays inspectors from executing inspectoral functions and to write comprehensive reports. South Africa did not have a shortage of resources, but what came out clearly from the findings was that teachers disliked inspection, they take it as a fault-finding mission and that it failed to enhance school improvement (Mobarak, 2017). In addition, lack of the desire of inspectors to frequently visit schools, as well as the lack of their capability to show schools the actual challenges they have also contributes to teachers not seeing the value in inspection. There is also no effective communication between the school leadership and inspectors. What this means is that, teachers' negative assumptions towards inspectors, as well as inspectors' lack of professional trends and behaviour to constructively assess the schools, obstruct the working of the inspection processes. Consequently, this impedes their ability to perform inspectoral functions to enhance school results through reinforcing joint accountability system between schools and the inspectorate. Accountability is, instead, observed as also contended by a final product of inspection rather than a means to enhanced school results (Mobarak, 2017).

The findings from a study conducted by Kuiper (2014) show that Sub-regional officers hardly visit schools. The researcher claims that they mostly visit the schools when the examinations results are released so that School heads could account for low academic performance. The reseacher further argues that visits should take place frequently not just when results come out. The irregular visits by the Principal Education Officers are associated with a shortage of employees and the researcher states that it seems de-centralisation has not actually happened and contends it will not happen until proper staffing, training and resourcing are delivered at regional level. The inspectors are also responsible for keeping operations running smoothly at primary and secondary schools. These numerous roles of school inspector's affects quality assurance and evaluation function (Ogarnisation & Methods, 2008).

Teachers also claim that inspectors at times do not visit schools even if they are requested to do so (Kajubu, 2015). Organisation and Methods (2008 p.68) states that Principal Education Officers (Inspectorate) supervise school heads and that it is essential for inspectors to frequently visit schools as these visits allow them the chance to find out the strengths and weaknesses of a school and offer both verbal and written feedback specifying how a school could address gaps identified. By giving feedback, inspectors can influence school policy, and in some countries, the written reports are shared with other significant stakeholders in education (De Wolf & Janssen, 2007). Klerks (2012) asserts that there is no evidence to back the claim that school inspection causes school performance to improve. The researcher further asserts that there are certain features of school inspection that are believed to have a link with improved academic achievement of students and that there is also evidence which suggests that practically there is complex interaction between the various features of school inspection and the inspector; the school with its students; and teachers and leadership. A study, by Dedering and Muller (2011) with 468 school principals of Primary and Secondary schools, found that feedback given by inspectors plays a significant role in offering teachers with knowledge that they are deficient in. The study also found that 85% of principals stated that both verbal and written feedback played a significant function in enhancing school performance. In addition, there is evidence that suggest schools are mostly happy with school inspection. Conversely, a study by Luginbul, Webbink and De Wolf (2009) found that inspections do not add any value on student performance. However, the researchers have warned that the findings could be related to selectivity bias.

2.20 Gaps identified from the reviewed literature

Gap 1: The analysis of the two constructs (pre-vocational preparation strategy and the behaviourist model) of the RNPE policy by Tabulawa, (2009) concludes that it will be difficult to achieve a self-programmed and/or well rounded learner, which the researcher claims is linked to policy makers who are not skilled. This conclusion does not appear to be reflected in another research and it is a gap that needs to be filled.

Gap 2: Literature has also incated that top-down approach in implementing service delivery is a challenge, it leads to people resisting new reforms or refusing to implement policies. Literature also says a bottom up approach is the preferred one as there is buy-in of policies. However,

Mthetwa, (2012) suggests the use a centrist/hybrid approach (use of both top-up and bottom-up approaches). However, literature does not state clearly how it works and how it would be the preferred approach. What literature says is that the centrist approach seeks to overcome the divide between the two approaches and that it can be *inferred* that the approach embraces both the central steering process (a trait of top-down) and the autonomy (a trait of bottom-up). This is the gap that needs to be explored.

Gap 3: Lack of capacity building for policy makers and policy implementers.

Gap 4: Lack of joint accountability system (due to poor communication between inspectors and school leadership), was identified as gap from literature that needs to be closed.

Gap 5: The service management system model by Anderson and Ankerstjeme (2014) talks more about employee engagagement and less about service-users and other significant stakeholders' engagement and yet service-users are at the core of organisational success regarding service delivery. This is the gap that literature has shown which needs to be closed.

Gap 6: Toporek (2016); Frow and Payne (2007); state that the 80/8 statistic that is reported in the Bain and Company study suggests there is a huge delivery gap in perceptions between organisations and customers. Borrowing from the authors, this is a gap that needs to be investigated.

2.21 Examining the relationship among literature review, purpose of the study and research questions

Here I demonstrate how my research questions link to literature that I have discussed and how they have helped me to address purpose of study and/or problem statement and research questions, The four concepts that guided the review of literature provided insights on how service delivery in education is viewed at international, continental (African) and National levels

The broad research question that guided me was: *What are the conceptualisations, experiences and practices of Principal Education Officers, School heads and teachers regarding service delivery in the basic education sector in Botswana*? The question was divided into four specific - research questions:

- How do the Principal Education Officers, School heads and teachers conceptualise service delivery in the basic education sector?

- How do Principal Education Officers, School heads and teachers ensure that there is effective and efficient service delivery at various levels in the Ministry of Basic Education?
- How do Principal Education Officers, School heads and teachers describe the challenges they experience during the implementation of service delivery in the basic education sector?
- How do Principal Education Officers, School heads and teachers suggest the Ministry of Basic Education should approach the perceived challenges of service decline in the basic education sector?

I drew from the four concepts that guided my literature review: (a) policy landscape; (b) key issues in service delivery: (c) how a school manager's leadership style can impact on service delivery and (d) how citizens engage with public policy in a democracy. I viewed service delivery as a tool that education leaders and teachers could use to improve learner performance, as well as a tool that learners could use to construct their own learning. *My study therefore focused on how the participants conceptualise service delivery*. My first question sought: *How do the Principal Education Officers, School heads and teachers conceptualise service delivery in the basic education sector*. With this question, I wanted to know the participants' understanding of service of service delivery. Related literature revealed that there is no common definition of service delivery. What this means is that it can be understood differently, maybe according to the work the person is doing or their job descriptions. It has also revealed that it has a lot of assumptions, policies and attitudes (Harber, 2009). Literature, however, failed to indicate what could be done, so that people could have a universal understanding of service delivery. The assumption is that, having many definitions of the concept may lead to people working in silos, which is assumed might affect relationships which are considered significant to the provision of quality service service which leads to customer satisfaction.

Question two: *How do Principal Education Officers, School heads and teachers ensure that there is effective and efficient service delivery at various levels in the Ministry of Basic*

Education? Sought to unearth the practices of education officials (leaders and teachers) regarding the implementation of policy reforms aimed at improving service delivery. Literature revealed that leadership is key in delivering effective and efficient service delivery. Leadership style has been found to impact positively on service and therefore, it is significant for leaders to have knowledge and understanding of the various leadership styles so that they could use them according to the situation. Governace has also been shown to be indispensable in the basic education sector especially if structures such as accounatability, incentives/motivation and resources are put in place as they are linked to improved performance. Monitoring and evaluationof policies, programmes and plans have been shown as key to effective and efficient service delivery. However, literature says it should be a bottom-up one so that there can be buy-in from policy implementers.

Question three: *How do Principal Education Officers, School heads and teachers describe the challenges they experience during the implementation of service delivery in the basic education sector?* Literature shows that public officials are reluctant to implement policy (s) which makes it difficult for policy reforms aimed at improving service delivery to achieve the desired impact. This resistance to policy implementation is related to the differences on professionals' experiences, lack of skills and competencies to understand their roles regarding policy implementation. Literature shows correlation between capacity building and improved performance. Krane and Marshall (2015) state that policy should be obeyed by all citizens, as policies are legally and lawfully binding. This literature shows that there is a gap between policy formulation and policy implementation which needs be closed if effective and efficient service delivery is to be achieved at all levels of the Ministry of Basic Education. Literature shows that inspection of schools still remains a challenge in most countries. The challenges differ according to context. Staff resistance to change, lack of motivation and lack of timeous provision of resources were common challenges that were shown in the literature reviewed.

Question four: *How do Principal Education Officers, School heads and teachers suggest the Ministry of Basic Education should approach the perceived challenges of service decline in the basic education sector?* Literature shows how challenges that are experienced by education officials when implementing policy reforms aimed at improving service delivery can be addressed. It shows the use of context-specific multi pronged solutions such as in-service

training, rewarding effort and performance and providing resources on time, investing in primary education and improving school infrastructure can help address the challenges.

Chapter summary

This chapter reviewed literature on service delivery from international, continental and national perspectives. The literature review helped me to understand more about the topic and of what has already been researched on it and what the key issues are. It also helped me to understand the main theories in the subject area and how they have been applied and developed in different contexts, as well as the main criticisms that have been made of work on the topic. The review also helped me to be aware of and interpret what is already known and be able to point out where there are contradictions and gaps are in existing knowledge. The structure of the literature review dealtwith the facets of service delivery,such as policy landscape, key issues in service delivery (missions, accountability, the role of competition in service delivery, monitoring and evaluation, work ethics and a service delivery model), how a school manager's leadership style can impact on service delivery, governance and why teachers were resistant to change. The next chapter presents the theoretical frameworks of the study.

CHAPTER THREE

THEORETICAL FRAMEWORKS

3.1. Introduction

The previous chapter reviewed literature on service delivery in the basic education sector internationally, continentally and nationally. This chapter presents the theoretical frameworks of the study which are the Public Service Dominant Theory (PSDT) (Osborne, Rader & Nasi, 2013) and Expectancy Theory (Vroom, 1964).

The Public Service Dominant Theory is a service delivery system theory and has seven propositions and these propositions are summarised as the SERVICE framework. The Expectancy Theory by Vroom (1964) is a motivation theory and it has three categories which are expectancy, instrumentality and valance. These theories complemented each other where they had short comings. For the purposes of this study, I chose these theories, as I believed they were the most suitable for this type of study. Therefore, for this study, service delivery was discussed and analysed in line with these chosen theoretical frameworks.

3.2 Public Service Dominant Theory (The 'SERVICE' Framework)

The idea to change from New Public Management (NPM) theory to Public Service Dominant Theory was developed by Osborne, Rader and Nasi (2013) who published a New Public Management (NPM) theory, which according to them, has some weaknesses and has led to unreliable outcomes in implementation and it has been found to be far from developing the foundation for sustainable public sector organisations (PSOs). Radnor and Barnes (2007) and McLaughling, Osborne and Chew (2009) posit that this entire NPM theory has essentially weakened the public service organisations' sustainability by supporting a short term, reflective style that does not allow creativity and innovation to the delivery of public services (Radnor & Barnes 2007; McLaughlin et al., 2009). It is argued that it is indispensable for PSOs to go beyond the routine approach and take a collaborative and Public Service Dominant approach that gives exceptional prominence to three elements of establishing relationships throughout the public service delivery system; appreciating that sustainability stems from the change of customer knowledge and professional consideration of the public service delivery process, which

is based upon the indisputable co-production with service users (Radnor & Barnes, 2007; McLaughling, et al., 2009).

In order to tackle the inaccuracies, the following points have to be taken into consideration:
Firstly, for public service organisations (PSOs) to continue to be efficient, effective and sustainable, they require to be part of multifaceted public service delivery systems where their vision, mission, main objectives are a prerequisite to the successful collaboration of relationships within these systems with policy formulators, other public service organisations, customers, citizens and certainly a variety of service system fundamentals and stakeholders. Gronroos (2007) argues that public services are not generated within interorganisational linkages alone, but somewhat are manufactured within public service systems. It is the interface of these challenging service systems that is the fundamental to effective public service delivery, not just the control of webs of public service organisations (Gronroos, 2007)

Secondly, the new public governance (NPG) model contends that public service organisations are not essentially generating the intended productsbut to some extent are providing intangible services that need consideration to the proceduresof service delivery and to interactions with consumers and not merely to service design. Gronroos (1998) has established this search for the 'missingproduct' as a mutually shared error of failing service organisations and this is similarly fitting to PSOs as they endeavour to grow sustainable business models for the twenty-first century.

Thirdly, a significant matter here is the function of employees in service delivery. For various service organisations, employees are considered one of the most expensive costs especially when it comes to delivery of service. PSOs have resorted to rationalising the organisation in an effort to cut costs. This has been found to be a possible counter-production approach by most service theories (Osborne et al., 2013). Norman (2000) claims that cutting employees expenses, without taking into consideration the processes of delivery, can badly upset the worth of the service, which ultimately affects their sustainability in a negative way. The author further contends that service organisations should ensure they recruit employees with the requisite skills and/or competencies in order to protect and improve the quality of the service delivered, so that they continue to remain sustainable.

Fourthly, the core function of public service delivery has been considered as something to be allowed by public authorities, where the customer is commonly seen as not having a role to play in the process and is largely viewed as a client of public service oganisations. Numerous efforts have been made to actively involve service users in the delivery of service through co-production. However, the vital matter is not how to make the service user produce services in collaboration with other stakeholders, but how to aggressively engage them with the existing co-production within the public service delivery process in order to enhance service quality and to come up with innovation tactics that will enhance future service delivery (Alford, 2014).

Osborne et al., (2013) argue that any existing changes in practices have been made compulsory by product dominant styles, which have resulted in the ineptness of some services. To answer to these inadequacies, the authors have recommended a service-dominant approach by emphasising the significant difference between production and consumption of products and services. As a result, for any products, production, acquiring and consumptions are three several processes (Osborne et al., 2013). For example, a manufacturer produces a washing machine in the factory, then a client procures it at shop and, when it is delivered to their home, he/she starts to utilise it. Regarding services, the most essential part of production, acquiring and consumptions happen at the same time. Another example is: a teacher delivers the educational experience, which is usedconcurrently by students. According to Osborne et al. (2013), in every service there is a constituent of co-production, as service users can influence the outcomes of the service. In the case of the washing machine, the customers cannot directly impact the parameters of the manufactured washing machine since they are not involved in the making process. However, during teaching and learning, the student may engage with the teacher to influence the result of this educational experience. Therefore, the subject of co-production and effective collaboration between provider and consumers becomes critical in public services-dominant approach (Osborne et al., 2013).

3.2.1 Applying Public Service Dominant Theory to the public service organisation

Osborne et al. (2013) outline numerous suggestions of service-dominant approach on dealing with public services. The performance management should pay attention on the results attained by consumers, as most of the public services are intended for consumer's advantage, which makes them a main participant in the formulation of policy and service delivery. Consequently,

since consumers/users have the power to influence the results of a service through coproduction, they should be involved in the development of a strategy and its execution and/or operational management of services to better appreciate their needs and demandsregarding the services and possible rewards of the service. If service users are not involved in these processes, it could be taken as disregarding on purpose one of the important elements of making an impact on the outcome (Osborne et al., 2013).

This study aims to customise Public Service Dominant Theory, which is usually used in the business or corporate world to the basic education sector in order to address the challenges that the basic education sector is facing and to also to create new knowledge on the phenomenon under investigation. Public Service Dominant Theory emphasises that the core of public sector activities are services, not products and that the service's effectiveness is dependent on the cooperation and interaction of all organisations and other significant stakeholders within a service delivery system (Osborne et al., 2013). What this suggests is that all public service organisations should not work in silos, but work collaboratively in order to enhance service delivery.It is also of paramount importance to encourage co-production among professionals and service users who are also citizens on the justification of the public context rather than the individual performance of the service deliverers (Gronroos, 2007). Public Service-Dominant Theory considers co-production as an unquestionable component of services that envisages continuous and reiterated inter-action between the organisation and the user during the delivery process (Osborne et al., 2013). Co- production should not be seen as something to complement the delivery process but should be seen as a main feature that has to be managed for public services to be effective and achieve the desired impact (Osborne et al., 2013). What this means is that service users must be considered as part of the production force. For example, in a school learning changes from a knowledge transfer approach to a knowledge co-production approach where students are responsible for their own learning and no longer look up to teachers to produce knowledge and transmitit to them (Hiedemann, Nasi & Saporito, 2016). In addition to co-production being a key constituent of services, the Public Service Dominant Theory also emphasises three elements: building relationships across the public service delivery system; understanding that sustainability originates from the transformation of user knowledge and

professional understanding of the public service delivery process and being grounded upon the undisputable co-production within the service users (Osborne et al., 2013).

This theory has the following seven propositions:

Proposition 1: System: Public services are not just organisations, but systems and should be governed as such. The fundamental precept of Public Service Dominant Theory is that Public service organisations are only part of the systems that provide public services. Other crucial components that promote sustainability in systems include among other things service users, their families and significant others, local societies, business and non-governmental organisations and, hard and soft technologies. Therefore, it is critical that sustainable PSOs must embrace these service systems and learn how they relate with other components for sustainability within these systems and to also add to sustainable service systems (Lovelock & Wirtz, 2006). Technologies, such as service blueprinting used for innovation and/or identifying problems associated with operational efficiency, are accessible for such general and process-oriented business models (Lovelock & Wirtz, 2006). These technologies are being used in other sectors of education, such as higher education. However, their likelihood to make an impact to the sustainability of PSOs and that of public services is yet to be established (Baranova, Morrison & Mutton 2010; Radnor et al., 2014). This service system viewpoint is the foundation of the framework of sustainable business practice for public services (Osborne et al., 2015).

Proposition 2: Engagement: Sustainability in the short-term is of paramount importance for individual Public Sector Organisations (PSOs), but, if they are to address the issue of organisational sustainability, continue to add to public service systems and retain staff and managers' employment, then they have to avoid working in silos so that they can be sustainable for a long time (McLaughlin et al., 2009). The researchers further state that working in silos by PSOs is a limitation of NPM and this has resulted in innovation risks getting difficult to address because the risks are not shared. It is critical to note that sustainability of individual PSOs is a vital element of a framework and it must be the final goal for sustainable service system. What the first and second propositions of the public service dominant theory are advocating for is that organisational and service system sustainability must be inseparable and that PSOs cannot work in isolation of the whole service system. A crucial role played by Public Service Dominant

Theory is that organisational service system and sustainability are inseparable. What this means is that the success of public service organisations is dependent upon the implementation of the whole service system and one of the pivotal components that these service systems need sustainable service organisations. Propositions one and two contend that public service organisations need to be sustainable and also be aware that service sustainability is only conceivable when it is rooted within sustainable public systems (McLaughlin et al., 2009).

Proposition 3: Sustainable PSOs are reliant on building long-term relationships throughout the service systems, rather than seeking short term transactional value (Osborne et al., 2013). McLaughing, Osborne and Chew (2009) argue that public service marketing practice has been subjugated by transactional models of marketing and further contend that they need to move away from the transactional view and willingly accept relationship marketing that acknowledges sustainable competitive advantage progressively needs collective effort and not having organisations compete against each other and that relationships are frequently the treasured resource of any kind of an organisation.

Trust is believed to be the cornerstone of relationship marketing (RM) and it provides the foundation for shared commitment that "reduces the uncertainties associated with opportunistic behaviours" within an unpredictable atmosphere (Osborne et al., 2014 p. 326). The researchers further argue that governance of outward–based relationships is at the centre of a business model for PSOs (Osborne, 2006). An emphasis on relational capital makes it clear that the fundamental aspect to effective relationship management is to find them at personal level, where the employees of a PSO fully engage with policy makers, the employees of other PSOs and service users (Radnor & Osborne, 2013). Employing a method like this is vital to creating sustainable business logic (Osborne et al., 2014).

Proposition 4: Inward efficiency is essential for single public sector organisations but will not yield sustainable public service systems. They must have an external not internal looking effort on (public) Value (McLaughlin et al., 2009 & McGuire, 2012). This proposition is a consequence of propositions 1and 2 and it sets out to explore their associations for managerial practice within PSOs. Such a technique can make PSOs more efficient by enhancing inward efficiency, but, at the same time, failing to arrest public service effectiveness, because it

does not position itself to public value as stated by its outward service-users or deliberated within the democratic political entity. Such a flawed technique led to very efficient, but forever PSOs (Jas & Skelcher, 2005) in the sense that they systematically failed to tackle the subject of producing public value for service-users (Gainer & Stoker, 2009). It is important to improve and make meaning of inward efficiency to solve the issue of organisational sustainability. However, this only produces long-term sustainability for PSOs and public service systems when it is founded upon an inward service-user of public services.

Propositon 5: Innovation: Osborne and Brown (2011); Djellal, Gallouj and Miles (2013) argue that, for innovation to make a significant difference to sustainable PSOs and public service systems, it has to keep away from the product-dominant limitations that have suppressed its influence to such sustainability in the past. Progressively, though, the business sector whose main aim is to make profit has come to realise that collaboration and innovation are a more effective way to profitable sustainability and predominantly in the service sector where several service organisations can work together within a service system (Bishop & associates, 2008). The costs and risks of innovation are not only shared, but also bring together the resources and knowledge of various organisations to improve innovative potential (Von Hippel, 2006). There are three situations for this. First, as already expressed, it requires being outwardly engrossed to enhance value to the existence of service users rather than concentrating only to the inward efficiency. Second, the service user and co-production are necessary to be at the core of the process if innovation is to be sincerely concerned with service effectiveness (Verma & Jayasimha, 2014). Finally, governance, rather than management, is the principle of innovation in complex collaborative service systems. Innovation is an integrally risky process. A lot of innovations fail, as the evidence shows (Verma & Jayasimha, 2014). If it is to add to sustainable business logic for public services, then dealing with these risks and their governance is critical. Taking the initiative to engage with the process, innovation can offer a tangible contribution to sustainable PSOs. This can be done through incremental innovation, the evolutionary innovation, expansionary innovation and the creation of genuinely new forms of public services that address newly identified needs in innovative means. Public sector organisations place the needs of services at the core of public service and orientates PSOs to be

outwardly focused upon these needs, not as a means to accomplish efficiency and effectiveness by making sure that risks are tackled at all levels of the organisation (Osborne et al., 2015)

Proposition 6: Co-production is a source of both effective performance and innovation in public services. It puts the service users at the core of public service delivery system to get the best out of value added to their lives, attempts to harness their knowledge to enhance current public services (Osborne et al., 2015). Co-production is at the core of public services delivery and is the basis for both effective performance and of innovation in public services (Osborne & Strokosch, 2013). Co-production is an important and innate process of collaboration between any service organisation and its service users during the delivery of a service (Gummesson, 2007). From a Public Service Dominant Theory perspective, it is not possible to elude co-production of public services. The question to ask now is how to aggressively involve and work with it to ensure sustainability of PSOs and public service systems (Osborne & Strokosch, 2013). The authors further state that co-production is not always a positive process and if its existing reality is mismanaged it can result in negative effects for external public value and public service effectiveness. Osborne et al., (2013) summarises co-production as the moment of truth of service delivery. Service organisations can only promise a definite service and/or experience. The existing reality is reliant on such co-production. Public services, such as education, are evidently examples where co-production is highly practised, with a view to the fact that consumption and production happen at the same time during face to face interaction between the service provider and the service user.

Proposition 7: Experience***:*** A significant resource for PSOs is knowledge and using it for delivering service experience (Osborne et al., 2015). If public service systems are to be truly sustainable and remain relevant in the twenty-first century and beyond (Guthrie, Ball, A., & Farneti, 2010) they need to grow, seize the opportunity to use the significant resource of knowledge to maintain and provide effective service experience (Lusch & Vargo, 2014). PSOs need to know that service performance is produced when service user expectations meet with the reality of their service experience, which defines both their satisfaction with the service experience and the performance and the results of this service encounter. The process of service

delivery is about the change of knowledge into such a service experience. For public services, the fundamentals of such knowledge are technical knowledge of public service professionals, the sticky knowledge of service users and the background knowledge of other important stakeholders in the public service delivery system (Osborne et al., 2013). A viable business model of PSOs have to direct their attention to how to collect these different forms of knowledge, weigh them against each other and transform them into service outcomes for their end users. This function has been made both easier and more difficult by the introduction of digital technology. This presents the potential to better access to a broader range of knowledge sources; however, such access also presents a challenge with regards to selecting and assessing these sources of information against each other (Dunleavy, Margetts, Bastow & Tinkler, 2006).

Lusch and Vargo (2014) contend that sustainability of any business model is determined by transformation of knowledge. A sustainable business model is therefore not in agreement with the regulation of the unit costs and internal efficiencies of a production process, but rather with the use of "specialised skills" and where knowledge is the essential resource. Regarding this procedure, the service user is, in most cases, the co-producer of value in that there is no existing value for a service until it is used, 'experience and perception are essential to service value determination' (Lusch & Vargo 2006, p. 44). A public service-dominant model of sustainable business practice is therefore the one that puts the use and transformation of knowledge and skills at the core of public service delivery to accomplish service experience, rather than the design of units of production and their related costs.

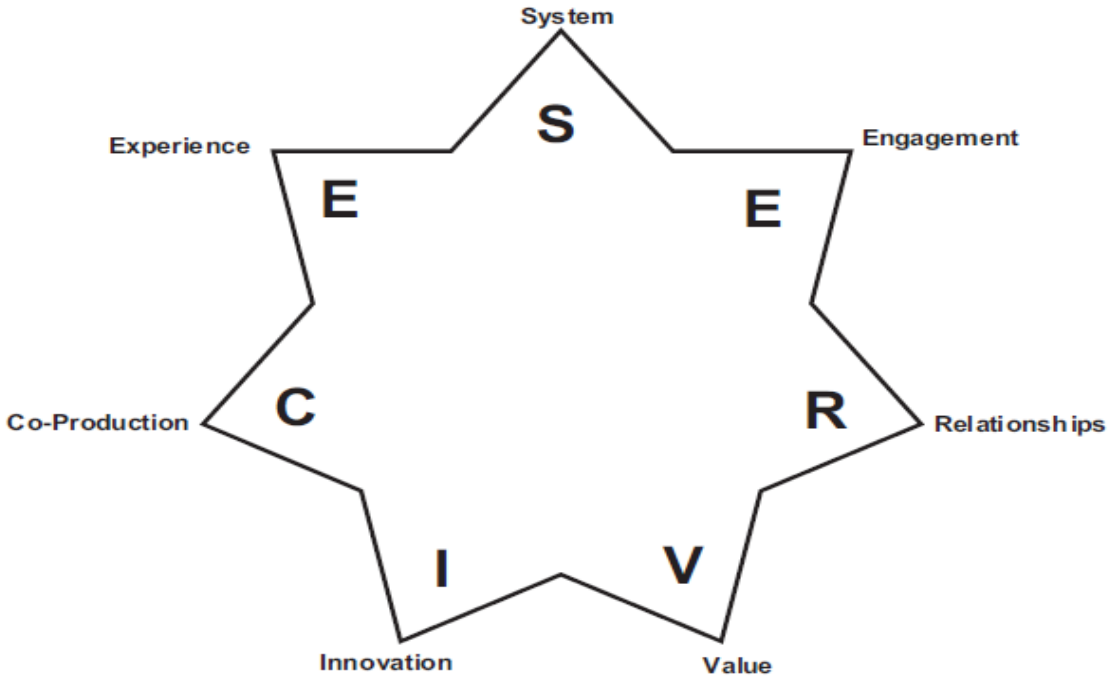

Figure 4: These seven propositions have been summarised as A Seven-Pointed 'Service' Star: Source: Osborne et al. (2015).

The Public Service Dominant Theory is fairly new. Its limitations have not been established (Osborne et al., 2015). The authors further suggest that more empirical testing be done to perfect its constituents, test its strengths and weaknesses and to come up with strategies to assess their effect.

Guthrie et al. (2010) contend that there are three cross-cutting factors that can be used together with the seven propositions, stated above as the basis for sustainable public service in the 21st century. These are information and communication technology (ICT) and digital technology; strategic planning for PSOs and/or network governance and risk governance within multidimensional public service systems (Guthrie, et al., 2010). The authors further argue that this knowledge requires to be put into practice to support and strengthen an effective approach to a public service-dominant sustainable business theory for public service organisations.

I used this theory for my study, because the propositions will guide me how to actively involve stakeholders in public policy and public service delivery processes at all phases of a (public)

service lifecycle; how to communicate and engage with service users; how to inspire service users and providers' to change their behaviour ; how to manage work with its implications for effective service delivery; and how organisations can be proactive in trying to find out, comprehend and fulfill future needs, rather than react to current or existing needs. Being proactive helps employees deliver both efficient and effective public services (Osborne, et al., 2013). However, Foo, Asenova, Bailey and Hood (2011) posit that this theory experiences many challenges in the public service than in the business sector and they argue that these difficult situations ought not to be used as a basis to keep away from using the public service-dominant theory. Osborne et al. (2013) similarly argue that a public service dominant theory is appropriate for such complexities, rather than the theory that deals with compliance and administrative activities and further state that it is critical to embrace, rather than minimize, the complications that public service organisations encounter in accomplishing sustainability, as well as enlightening to people as to what this might mean in the context of public service systems. The public service-dominant theory also covers issues such as knowledge transformation and value creation for any kind of business (Lusch & Vargo, 2014).

In addition, the Public Service Dominant Theory helped me understand why reforms put in place to improve service delivery have not achieved the desired impact, as it guided me in comprehending the phenomenon when experiences and meaning are drawn out from participants (Creswell, 2013). The use of the public service dominant theory in the education sector should contribute to new and useful knowledge on the phenomenon being explored as it is results-based (Pitt, 2008). This theory helped me make meaning of proceedings and it alsoassisted me to answer pertinent questionsand come up with findings that will provide insights to service providers and users to transform and/or positively impact service delivery in the basic education sector (Merriam, 2009 & Pitt, 2008).

3.3 Expectancy Theory

This theory was conceptualised by Vroom in 1964. Salman (2005) states that Vroom's Expectancy theory is one of the theories that is fundamental to the notion of performance management as there is a belief that performance is dependent on the expectations relating to future dealings. Likewise, Estes and Polnick (2012) state that Expectancy Theory is the theory

that has high regard for motivating employees to improve performance in the workplace. Similarly, Salman (2005) states that this theory motivates employees to perform at their best as they set targets for themselves with the expectation that, when they achieve them, they will be rewarded.

According to the Expectancy theory (Vroom, 1964), people deliberately decide on developments of action, founded upon opinions, attitudes and beliefs, as a result of what they want to improve their happiness and avoid hurt. Porter and Lawler (1968) suggest that effort is influenced by the expectations that the results may be achieved, and the amount of value put on the result on an individual's mind. Thus, an individual's attitude concerning the transformation and following behaviour come from a process by which the alleged results of a transformation are likened to the individual's goals and values. Expectancy theory envisages that resistance will develop if any of the following circumstances hold: (1) the individual has expectations that a link between a change in behaviour and performance is unclear; (2) that the relationship between performance and result is unclear; and (3) the results have undesirable value to the individual.

The Expectancy theory is critical among leadership styles, as a leader's style can consequently inspire staff motivation and job satisfaction, administrative effectiveness, communication and organisational commitment (Ekaterini, 2010). Leaders can use the Expectancy Theory to accomplish the goals they have set for themselves by equipping themselves with essential tools to make an impact on the behaviours of the people they supervise (Oanh, 2016). Similarly, Parijat and Bagga (2014) state that Expectancy Theory can be used as a benchmark to develop a work setting, climate and culture, which would result in enhancing motivational levels of employees by recognising the categories that can motivate or demotivate employees.

3.3.1 Categories of the Expectancy Theory

Expectancy theory is characterised as a process theory of motivation because it highlights individual opinions of the setting and following collaborations emanating as a result of individual expectations theory (Redmond, 2009). Expectancy theory is entrenched on the idea that people choose one behavioural option over others (Redmond, 2009). The author further states the notion with this theory is that people are interested in doing something because they

take it that their actions will lead to their anticipated result. The theory states that individuals have various groups of objectives and can be motivated, if they trust that there is a positive relationship between efforts and performance, favourable performance will result in a desirable reward and thatthe reward will fulfil a desired need.

The aspiration to fulfil the need is increased to make the effort meaningful (Lawler, Porter & Vroom, 2009). Latham (2014), on the one hand, indicates that one of the core competencies of leadership is workplace motivation as, according to Chen and Fang (2008), there is a relationship between work motivation, performance and outcomes and that this relationship can, and has, helped leaders create motivational programmes in the workplace. Vroom (1964) found that motivation only does not determine employees' performance, but it is also dependent on aspects, such as personality, skills, knowledge, experience and abilities. These factors resonate well with what Crawford and Mills (2011) state that organisational leaders must come up with strategies that will take full advantage of knowledge, skill, abilities and help achieve enhanced performance.

Carton, Murphy and Clark (2015) suggest that employees are accountable for creating the quality of products and services of an organisation. Carton et al. (2015) further suggest that the quality of service delivered by employees denotes (a) employee commitment, (b) participation, (c) motivation, (d) compensation, (e) performance and (f) job satisfaction.

Estes and Polnick (2012) assert that three categories of Vroom's expectancy theory namely: valance, instrumentality and expectancy can individually inspire individual's motivation, but, when used together, these categories can have an influential effect, they yield the motivational force (MF). Motivation forces = Expectancy x Instrumentality x Valence (Estes & Polnick, 2012).

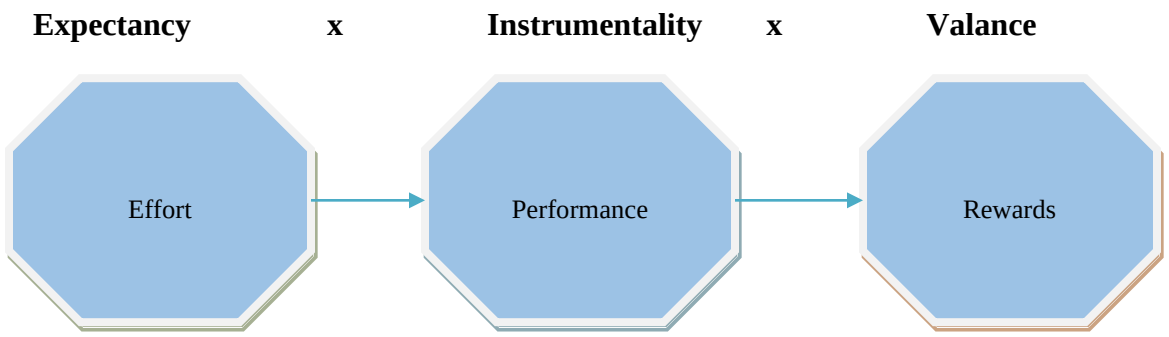

Figure 5: Categories of Expectancy Theory: Source: Estes and Polnick (2012)

(a) Will an employee's effort lead to high performance?	(b) Will an employee's effort lead to high results?	(c) Do employees find results desirable?

Estes and Polnick (2012) further describe the perspectives as follows:

Expectancy (E)

Expectancy states that workers have various expectations and levels of confidence about what they are doing. It is the belief that exerting more effort into one's work will lead to improved performance. That if I work harder, this will produce better results. This, however, is dependent on having the right available resources, such as raw materials and time; employees having the right skills and/or competencies to perform the job; and getting the necessary support from the leadership to get the job done (Estes & Polnick, 2012).

Instrumentality (I)

Instrumentality is the conviction that, if a person achieves performance expectations, they will get a better reward. It is the perception that one will essentially be given what they aspire to get, even if it has been pledged by a leader (Hayyat, 2012 & Banks-Hall, 2017). The authors further state that, if an individual works well, he/she will be rewarded for the valued result and they argue that this is reliant on the following: (a) do employees have knowledge and understanding of the policies and rewards that are administered (Hayyat, 2012 & Banks-Hall, 2017); (b) do employees have trust in their leaders who have a final say on who receives what outcome, for example trust occurs when employees have assurance from their leaders. Employees place a high

probability, accepting as true that what leadership states it will do is related to a person's performance which receives acknowledgment through a reward (Parijat & Bagga, 2014); (c) do leaders share information on who gets what outcome (Banks- Hall, 2017).

Valance (V)

Valance is the prominence or emotional perspectives employees have with regard to rewards (Estes & Polnick, 2012): how valuable is the reward or the seriousness of the want of an employee for extrinsic rewards (i.e. money, promotion, time-off, benefits), or intrinsic rewards (such as satisfaction) (Banks- Hall, 2017; Oanh, 2016; Estes & Polnick, 2012). For example, if an employee places more value on money as a reward, then being told to take leave days will not have any effect the employee motivation which might ultimately lead to disgruntlement of employees.

These three perceptions work together to form an individual's motivational force to work towards achieving pleasure instead of pain (Estes & Polnick, 2012). District and school leaders might find that, by understanding all these three perceptions, they can use the information gained to align both employee values and workplace performance towards organisational goals (Glaser, Stam & Takeuchi, 2016). Leaders can also apply Expectancy Theory to comprehend what arouses employees' interests to improve performance in their organisations and how individual employees make decisive choices regarding various behavioural alternatives (Parijat & Bagga, 2014).

Generally, expectancy theory is a useful model that elucidates how people realistically work out the best way, depth and determination of effort. It has been verified in a number of circumstances and envisages employee motivation in diverse cultures. However, there are people who criticise the way the theory has been tried/tested. Another apprehension is that expectancy theory disregards the part played by emotions on employee effort and behaviour. The category of valence of Expectancy Theory addresses some of this emotional process but not adequately (McShane & Steen, 2012).

To understand why reforms put in place to improve service delivery are met with passive resistance or neglect by people who are to implement them, I found Vroom's Expectancy Theory

(1964) to be useful in this study. This theory helped me to understand how employees were prepared to attach high value to rewards and why employees have low value for rewards and why employees have negative value for rewards.

This theory guided me in understanding the phenomena when experiences and meaning are elicited from participants (Creswell, 2013). It is envisaged that it will work well with a case study and social constructivism and thus improve service delivery. Second: The theoretical lens will be transformative perspective (transformative-advocacy lens) that will shape the types of questions asked, informs how data will be generated and analysed and provides the call of action or change (Creswell, 2013). This lens will also guide the researcher as to what issues are important to examine and the people who need to be studied (Creswell, 2013).

I used this theory because it is supported by academic scholars who propose that leaders must work together to correct business functions which have been identified to hinder performance in organisations (Welch & Bjorkman, 2015). It has been established that this theory is one of the best practical solutions which leaders can employ to improve the implementation of organisational strategy (Bigler & Williams, 2013), which I believe when applied to the basic education sector can help improve service delivery.

The Expectancy Theory has helped me to understand how employees are prepared to attach high value for rewards and why employees have low value for rewards; why employees have low perceived probability and why employees have negative value for rewards. This theory has also helped me to understand that leaders in every organisation must ensure that employees have the necessary abilities and traits before they expect desired results from them and that employees should not struggle for results when they do not have the necessary skills, competencies and resources needed to perform the task. This theory has also made me understand that when reward based/motivation policies are formulated, skills, competencies and traits should be considered for them to be meaningful to the employees. This theory has made me understand how Principal Education Officers, School Heads and teachers can be well motivated to exploit/maximise their talents, competencies and contribution to the Ministry of Basic Education. Finally, this theory has helped to understand that the Performance Based Reward System (PBRS) is not really addressing what was intended to achieve with it.

In addition to the reasons stated on how the theories helped me in my study, it was also envisaged that these theories would work well with a case study and social constructivism and thus improve service delivery. The theoretical lenses were useful in bringing about change and they helped to shape the kind of questions asked, informed how data should be generated and analysed and offered actions to be taken to effect change (Creswell, 2013). The lenses guided me as to what issues were significant to look at and the people who needed to be studied.

The Public Service Dominant Theory, as stated above, is quite new in the business/corporate world and I do not know whether it can be considered the best theory, but it may well be an appealing theory for leaders in the basic education sector in Botswana who want to rethink addressing their service delivery challenges. Vroom's Expectancy Theory on the other hand has been thoroughly put to the test and has gotten powerful support (John, 2007).

3.4 Chapter summary

In this chapter, I started by discussing how the Public Service Dominant Theory came into play in improving service delivery in the public service organisations, discussed its seven propositions and how it helped me to answer pertinent questions. I then proceeded to discussing the three perceptions of Vroom's Expectancy Theory: valance, instrumentality and expectancy and how they can separately or jointly influence an individual's motivation.

I used two theories in order to better analyse and understand the phenomenon of service delivery in the basic education sector. Whatever is lacking in one theory will complement the other and ensure that the weaknesses of each theory may be overcome by the strengths of the other theory. The next chapter presents the research design and methodology employed throughout this study.

CHAPTER FOUR

RESEARCH METHODOLOGY

4.1 Introduction

Chapter three presented and discussed the theoretical frameworks adopted in this study. Research methodology is a systematic way of answering research questions and is said to motivate the selection of methods (Crotty, 2009 & Kothari, 2009). There are three types of methodologies that are commonly used in research, namely quantitative, qualitative and the mixed methods (Basit, 2010; Creswell, 2007). Methods that are favoured by qualitative researchers are inductive, developing and are formed by the researcher's capability in generating data and analysing data (Creswell, 2012). In this chapter, the discussion focuses on the research paradigm, the qualitative approach, the research design, selection of sites, population and sampling, the methods used to generate data such as semi-structured interviews, questionnaires and documents reviews. Finally, I conclude the chapter by presenting issues of trustworthiness, ethical considerations and limitations of the study.

4.2 Constructivist Research Paradigm

This study used the social constructivist research paradigm as a lense to focus this study. Cohen, Manion and Morrison (2011) state that social constructivism paradigm views knowledge as value laden, influenced by the researcher and by the setting in which they are rooted. Constructivism, compared to positivism, has a concern for the individual therefore taking into consideration the subjective sphere of human experience as a vital component in the constructivism paradigm (Cohen, et al., 2011). This paradigm accepts that reality is socially constructed and the meanings are wide-ranging and several, leading the researcher to look for the difficulty of views rather than constricting meanings into a few categories or ideas. It argues that various people may bring different conceptual frameworks to a situation grounded on their lived experiences and this has a bearing on how individuals react in a situation. Creswell (2014) argues that there is no one true reality, nor can one assume that the experiences that people have had will overlap to a large extent. Rather, individuals construct reality according to the ideas most suitable to their personal experiences. Therefore, the researcher must try to comprehend the difficult and often various truths from the viewpoints of the participants. The acknowledgement of the existence of these several truths makes social constructivists uphold that previously asked questions asked in a

study are likely change or be modified, as these multiple realities are revealed or reconstructed during the process of conducting research (Cohen, et al., 2011).

Cohen et al. (2011) assert that, to conserve the integrity of the phenomena being examined, the researcher has to get inside of the person and to understand from within. This affords a chance for reciprocated inspiration and permits the researcher to observe through the eyes of the participants. This necessitates that the researcher should utilise the approaches that get them closer to the participants using techniques such as in-depth observation, life histories, interviews, videos and pictures. Thus, constructivist researchers regularly address the processes of communication between individuals (Cohen, et al., 2011). They also place a particular emphasis on the certain surroundings in which people live and work to understand the historical and cultural settings of the participants (Creswell, 2007 & 2014). Researchers recognise that their own backgrounds shape their conceptualisation and they position themselves in the research to recognise how their interpretation flows from their personal, cultural and historical experiences (Creswell, 2007 & 2014). The researcher's intention is to make sense of (or interpret) the meanings others have about the world (Creswell, 2007 & 2014). Rather than beginning with a theory (as in post-positivism), researcher produces or inductively constructs a theory or pattern of meaning (Creswell, 2014).

This paradigm uses smaller numbers and it involves in-depth analysis of human behaviour and perceptions, accepting differences as well as similarities (Basit, 2010). This paradigm does not generalise the findings, but it interprets social reality as viewed by research participants (Basit, 2010). Data generated in constructivism research is rich data which is usually qualitative (Thani, 2011) and this enabled me to understand the meaning of what service delivery is to participants and their feelings or experiences about it. Brown (2015) argues that, if the social world is subject to constructivist ontological and epistemological considerations, then acts of praxis, such as teaching and policy making, must also work in ways corresponding to those considerations. The author further states that policies differ in the achievement of their aims, some policies will unavoidably reverberate with some individuals more than others. They will make them respond in the ways preferred or envisioned by the policy makers. It is, therefore, important to strengthen the effectiveness of policies in order to achieve the required results (Brown, 2015). Data

generated through the lens of a constructivist helped me to understand why policy reforms that were introduced to improve service delivery in the basic education sector have failed to achieve the desired impact. This paradigm resonates well with a case study and a methodological approach adopted for my research.

Qualitative researchers operate under different epistemological, ontological, axiological and methodological assumptions from quantitative researchers (Atenio, 2009). For example, many qualitative researchers are of the view that to comprehend the phenomenon entirely is to study it in its natural setting or context. For some qualitative researchers they are of the opinion that to completely get what is going on around the world we live in is to be engrossed in the phenomenon (Atenio, 2009). Qualitative researchers do not believe in quantification, as opposed to quantitative researchers. They see it as limited in nature, looking at one small portion of reality that cannot be divided without losing the importance of the whole problem (Atenio, 2009). I chose to use qualitative paradigms which lie primarily at the level of epistemological and ontological assumptions rather that at the level of data.

4.2.1 Ontology of a paradigm

Ontology relates to the nature of reality and its characteristics (Kivuna & Kuyini, 2017). Ontology is concerned with what is said to happen in the world, that which can be spoken about. A branch of philosophy which expresses the nature and structure of the world, ontology also stipulates the nature of truth that is to be examined and what can be known about it (Cohen, et al., 2011). Many qualitative researchers embrace the the idea that there are multiple realities (relativist ontology), as do the participants being researched and the readers of a qualitative study. I conducted this study with the aim to report multiple-realities and/or truths. This study used a multiple case study and I reported how participants viewed their experiences regarding service delivery. I demonstrated multiple realities by using excerpts (verbatim) as evidenced in the presentation of findings and discussion chapters. Because qualitative multiple case study approach values subjectivity, ontology helped me understand participants' meanings as they experience them in the world they live in (Engle, 2008). This relativist stance helped me to value each participant's experience in context and not as right or wrong. In this study, ontology helped me understand how things really are and how things really work in the basic education sector and it also helped me to make sense or understand my participants' realities.

4.2.2 Epistemology of a paradigm

Epistemology is used to describe how we come to know something; how we know the truth or reality. What counts as knowledge within the world we live in? It is concerned with the very bases of knowledge: its nature, forms, how it can be acquired, interpreted to get a deeper understanding of the phenomenon under investigation and how it can be communicated to other people (Cooksey & McDonald (2011). With the epimestemological assumption, conducting a qualitative study means that there should be a relationship between the knower and what can be known. The researcher should spend time as much as possible with the participants being studied (Kivuna & Kuyini, 2017). Thus, subjective evidence is brought together based on the views of each individual. This is how knowledge is known, through the subjective experiences of individuals (Punch, 2005).

Therefore, it is significant to conduct research in the 'field', where the participants live and work. These are significant contexts for understanding what the participants are saying. In the words of Cooksey and McDonald (2011) epistemology refers to how people come to know about something, how they know the truth or reality, and what counts as knowledge within the world. Epistemeological beliefs are that reality is co-constructed between the researcher and the participants and shaped by individual experiences. De Vries (2004) states that in epistemological research, the researcher must confirm that the research topic and questions are applicable to case research. With this understanding, I ensured that the research topic and questions were appropriate to qualitative multiple-case research. The purpose of the study was to explore the conseptualisation and experiences of participants about the phenomenon of service delivery in the basic education sector. This phenomenon had to be explored in the natural setting, as stated this helped me to understand what the participants were saying. This study used social contructivist research paradigm as stated, I tried to make sense or understand the meanings of the participants placed on service delivery.

Epistemology helped me to understand that I had to spend time with the participants in their natural settings. My study is exploratory in nature, therefore, this helped me to create knowledge by interacting with the participants in the research sites. Borrowing from Kivuna and Kuyini (2017) I got to know my participants well and know what they know. I got to know firsthand information from them through semi-structured interviews. The researcher has to ask questions

such as how do I know what I know? How I know the truth? What counts as knowledge? (Cooksey & McDonald, 2011). In an attempt to come up with answers to the questions, researchers can draw from four sources of knowledge. Those sources are intuitive knowledge, authoritative knowledge, logical knowledge, and empirical knowledge (Kivuna & Kuyini, 2017). There are many forms of knowledge that researchers rely on such as beliefs, faith, and intuition, then the epistemological basis of your research is intuitive knowledge. If you rely on data gathered from people in the know, books, leaders in organisations, then your epistemology is grounded on authoritative knowledge. If you put emphasis on reason as the surest path to knowing the truth, then this approach is called rationalist epistemology or logical knowledge. On the other hand, if you put emphasis on the understanding that knowledge is best derived from sense experiences, and demonstrable, objective facts, then your approach leans towards empirical epistemology. In this study, epistemology was grounded on authoritative knowledge because I had to generate data from people who had experienced service delivery in the workplace, books and leaders in sub-regional office and schools.

Epistemology is important because, it helps you to establish the faith you put in your data. It affects how you will go about uncovering knowledge in the social context that you will investigate. In this study, epistemology helped me to understand that I had to spend time at the field with the participants, to gather authorative knowledge from people knowledgeable in the phenomenon being explored (such as district officials, leaders in schools and teachers). It helped me to evaluate the worth of the research and the credibility of the findings. It also guided me in how I uncovered knowledge in the social context that I explored. As stated, my position is within the constructivist frame, which highlights the exploration of meanings and the importance of understanding individuals' viewpoints (subjectivist epistemology) in the context of conditions and circumstances of their lives (Ritchie, Lewis, Nicholls & Ormston, 2013). This stance of epistemology helped me to explore the subjective realities of participants and to use both inductive and deductive approaches to analyse and interpret my data.

4.3 Research design

A research design is a reseachers' plan, blueprint or a kind of investigationthat provides a clearly defined direction for processes in a research design plan and procedures of how one intends conducting one's research and spans the decisions from broad assumptions to detailed methods

of data collection and analysis (Creswell, 2014; McMillan & Schumacher, 2014; Schensul, 2012). Research designs that are frequently used in qualitative research are grounded theory, ethnography, narrative research, phenomenology and a case study (Creswell, 2014). This study used a multiple case study. There are numerous meanings of case studies as a research design. Suryani (2008) describes a case study as a way to intensely note the features of individual unit such as a person, a group or a community, to examine different phenomena relative to that unit of study. Yin (2009) states that a case study is an empirical enquiry that explores a current phenomenon in depth and within its real-life context, particularly when the precincts between phenomenon and context are not clear and states that it is significant that the inquirer makes sure that the issue of interest is well investigated and that the crux of the phenomenon is shown.

Yazan (2015) states a case study research design consists of five constituents: research questions; its intentions, if any; its unit (s) of exploration; the reason connecting the data to the intentions; and the standards for making meaning of the outcomes. While designing the inquiry, the researcher has to see to it that these constituents work together reffectively over time and are accurate. Furthermore, Yazan (2015) and Creswell (2012) describe a case study as a bounded system, which means the case is alienated out of research with regards to time, place or some physical boundaries. Hamilton (2011), in the same vein, states that a bounded system, when thoroughly evaluated, observed and analysed, can be supportive in capturing crucial constituents of a case. In addition, the following information describes a case study:

> Explores a real-life, contemporary bounded system (a case) or multiple bounded systems (cases) over time, through detailed, indepth data collection involving multiple sources of information… and reports a case description and case themes (Creswell, 2013, p. 97).

Baxter and Jack (2008) state that when a study includes more than one single case a multiple case study is needed. The authors further state that in a multiple case study, the researcher studies multiple cases to understand the similarities and differences between the cases. In Addition, Eistenhardt and Graebner (2007) state that evidence generated from a multiple case is considered credible and it allows a wider exploring of research questionsand theory. Taking advice through Baxter and Jack (2008); Creswell (2013); Eistenhardt and Graebner (2007) I chose to use a multiple case study research design because it is considered credible. It helped me

to gain a comprehensive understanding of the research participants. I also found it to be a the vital strategy for answering research questions; gives a means of exploring difficult social units comprising of several variables of possible significance in comprehending the phenomenon; secured in real-life situations, a multiple case study results in a rich and whole account of the phenomenon; it gives deep understanding and clearly explains meanings and experiences; and it plays a pivotal role in moving forward a field's knowledge.

My study utilises the qualitative approach for reasons justified below:

4.4 Qualitative research type

This is an approach for exploring and understanding the meaning individuals or groups ascribe to a social or human problem (Creswell, 2013). Similarly, Basit (2010) posits that in a qualitative methodology, the researcher often makes knowledge claims based mainly on multiple meanings of individual experiences and these meanings are socially and historically constructed. The process of research involves emerging questions and procedures, data typically generated in the participant's setting, data analysis inductively building from particulars to general themes, and the researcher making interpretations of the meaning of the data (Creswell, 2014). To support this, I chose to use qualitative research because in this method researchers tend to gather data in their natural settings that is in the field at the site where participants experience the issue or problem under study. I visited the participants at the place where they experience the issue of service delivery such as their offices and schools to gather information personally. I created knowledge through interaction with the participants in their natural settings and this helped me to generate meaning and make sense of it. Creswell (2013) states that the researcher as a key instrument is responsible for generating data herself/himself through examining documents, observing behaviour or interviewing participants (Creswell, 2013, Marshall & Rossman, 2011). With this understanding, I ensured I appropriate methods such as semi-structured interviews, documents review and questionnaires. Using multiple sources for generating data helped me to collect detailed information for my study (Yin, 2009, 2014). This study gathered enough data through triangulation to support credibility.

The qualitative approach allowed me to use both inductive and deductive data analysis while it allows for qualitative researchers to build their patterns, categories and themes from the bottom up. In line with Creswell (2013), Marshall & Rossman (2011) I developed codes, sub-themes and themes for my study using both inductive and deductive data analysis. This approach also allows the researcher to keep a focus on learning the meaning that the participants hold about the problem or issue, not the meaning that the researcher brings to the research or that writers express in the literature (Creswell, 2013; Marshall & Rossman, 2011). In addition, qualitative research allows the researcher to reflect about her/his role in the study and as well as her/his personal background, culture and experiences and how these hold potential for shaping her/his interpretations of the themes they advance and the meaning they ascribe to the data (Creswell, 2013; Marshall & Rossman, 2011). For this study the researcher, through the lens of a constructivism, was able to understand what service delivery meant to participants and their feelings or experiences about it. This approach allowed me to obtain more in-depth information about how participants perceive service delivery in the basic education sector.

This approach also permits the researcher to concentrate on studying the meaning that the participants have about the phenomenon, not the meaning that the researcher takes along to the research, or that scholars convey in the literature (Creswell, 2013; Marshall & Rossman, 2011). In addition, qualitative research allows the researcher to reflect about her/his role in the study as well as her/his personal background, culture and experiences and how these can influence her/his understandings of the themes they move forward and the sense they credit to the data (Creswell, 2013; Marshall & Rossman, 2011).

4.5 Research methods

4.5.1 Selection of the research site

The study took place in Gaborone education district in Botswana and the sites were determined by the researcher with the approval of the Ministry of Basic Education officials. Cases were described and compared to offer understandings. Creswell (2012) suggests that to get comprehensive insights requires that only a few cases be considered, because, for each case studied, the researcher has limited time to dedicate to studying the extent of any one case. The use of the Gaborone education district offered me the opportunity to investigate issues of service

delivery in a district that is different from the others, because it is in the capital city of the country and it is assumed it has good infrastructure, equipment and human resources available to deliver quality service. One education district office and six schools were used to generate data: two primary schools, two junior secondary schools and two senior secondary schools in Gaborone District in Botswana. Pseudonyms were used for the six schools to protect their identities and were as follows: Motingwa Primary School; Sesana Primary School; Khudu Junior Secondary School; Thoti Junior Secondary School; Ipapatso Senior Secondary School; and Moologa Senior Secondary School.

4.5.2 Selection of the research population

Purposive sampling was used for this study. According to (Basit, 2010) the researcher chooses a sample centred around his/her experience or knowledge of the group to be selected. Similarly, Labree (2009) posits that purposive sampling is when cases for a study such as individuals, institutions, cultures and events are chosen because they have access to rich information and can shed light on the topic under investigation. However, there are some critiques, such as Palinkas, Horwitz, Green, Wisdom, Duan and Hoagwood (2015), who have reservations about utilising only participants who have access to rich information, as they believe this may possibly limit the capturing of the understandings, experience and actions of others who are in the system, thus constraining the extent and the ability to understand the system.

For this study, a purposive sample of six Principal Education Officers, who are inspectors aged between 30-55 years; six School heads aged between 30-55 years; and teachers from two primary, junior and senior secondary schools aged between 25-50 years, in one education district in Botswana participated in this study. I had assumed these participants would provide in-depth information as they are knowledgeable and have experienced the phenomenon under investigation. They have served for many years (10 and more years) and they are supervisors as well. For example, Principal Education Officers supervise School heads, school heads supervise teachers and some teachers are supervisors at department level. I also assumed these participants would be readily and gladly giving information or their experience in a truthful and honourable way (Creswell, 2007).

Pseudonyms were used to protect the participants' identities and were as follows:

Table 4: The research participants

Principal Education Officers (Inspectors)	Names of schools	School heads	Teachers
Ms Rapelang	Motingwa Primary School	Ms Oteng	Mr Rorisang and Ms Mosutlhane
Mr Mothobi	Sesana Primary Scool	Mr Rakae	Ms Ratanang and Ms Koketso
Mr Agisanang	Khudu Junior Secondary School	Ms Mosweu	Ms Segolame and Ms Sebokolodi
Mr Yaone	Thothu Junior Secondary School	Mr Tau	Mr Tontobane and Mr Kealeboga
	Ipapatso Senior Secondary School	Ms Tafila	Ms Bakwena and Mr Atamelang
	Moologa Senior Secondary School	Mr Tshipi	Ms Bolele and Mr Retologang
Total = 22			

4.6 Data generation procedures

Data generation is a process of collecting and assessing information on variables of importance, in a reputable systematic process that allows one to respond to stated research questions and can impact the outcomes in a meaningful way (McMillan & Gogia, 2014). Creswell (2007) states that data generation in a case study is extensive, drawing on various sources of information, such as observations, interviews, documents and audio-visual materials. Similarly, Yin (2009) proposes six kinds of information to generate information from for a case study: documents, archival records, interviews, direct observations, participant-observation and physical artifacts. Marshall (2006) agrees with Yin (2009), but states that qualitative researchers favour four methods for gathering data, namely: observing directly, interviewing in-depth and analysing documents and material culture. Based on the above information, three data generation methods were used for this study: interviews, questionnaires and documents reviews.

4.6.1 Interviewing

Interviews are ways of generating through face-to-face interaction between two people using a set of pre-planned key and emerging questions (Thomas, 2010). Cohen et al. (2011), outline interview as a situation, where two or more individuals share their thoughts on the same topic of

common interest to produce knowledge. They further state that knowledge is created amongst participants to produce data and that there should be an agreement about this knowledge. Interviews assist participants, interviewers or interviewees to make sense of their deliberations from their own opinion (Cohen, et al., 2011).

For this study, the key research question was: *What are the conceptualisations, experiences and practices of Principal Education Officers, School heads and teachers regarding service delivery in the basic education sector in Botswana?* To get insights into the phenomenon under investigation, depending on the need and design, interviews can be unstructured, structured and semi-structured interviews with individuals, or may be focus-group interviews (Creswell, 2007). I decided to use semi-structured interviews. I designed an interview protocol with semi-structured questions. The interview questions which were asked the participants were also guided by the specific research questions. When the design of the questions was finalised, the interviews were piloted. Thereafter, the interview questions were refined. The face-to-face interviews were conducted for a three-month period. Each interview laste for an hour, to establish rapport, build trust, and to identify nonverbal cues, that warranted further questioning. All interviews were conducted in English. I had a mixture of male and female interviewees. All interviews were conducted at the participants' workplace in their offices. Participants who did not have offices, we used the staffroom after hours. The first few minutes of the interview were used to discuss the reasons for conducting the research and what I hoped to achieve. This discussion helped me to explain informed consent, confidentiality, anonymity, voluntary participation and the option to withdrawat any time and/or not to answer some questions. I also asked to record the interviews and explained that this was to help me focus on the actual interview, instead of writing copious notes. I also assured them of the security and confidentiality of the recordings. Participants were given the ethics clearance from the University of Witwatersrand and permission letter from the Ministry of Basic Education in Botswana. The interviews were concluded within the stipulated time.

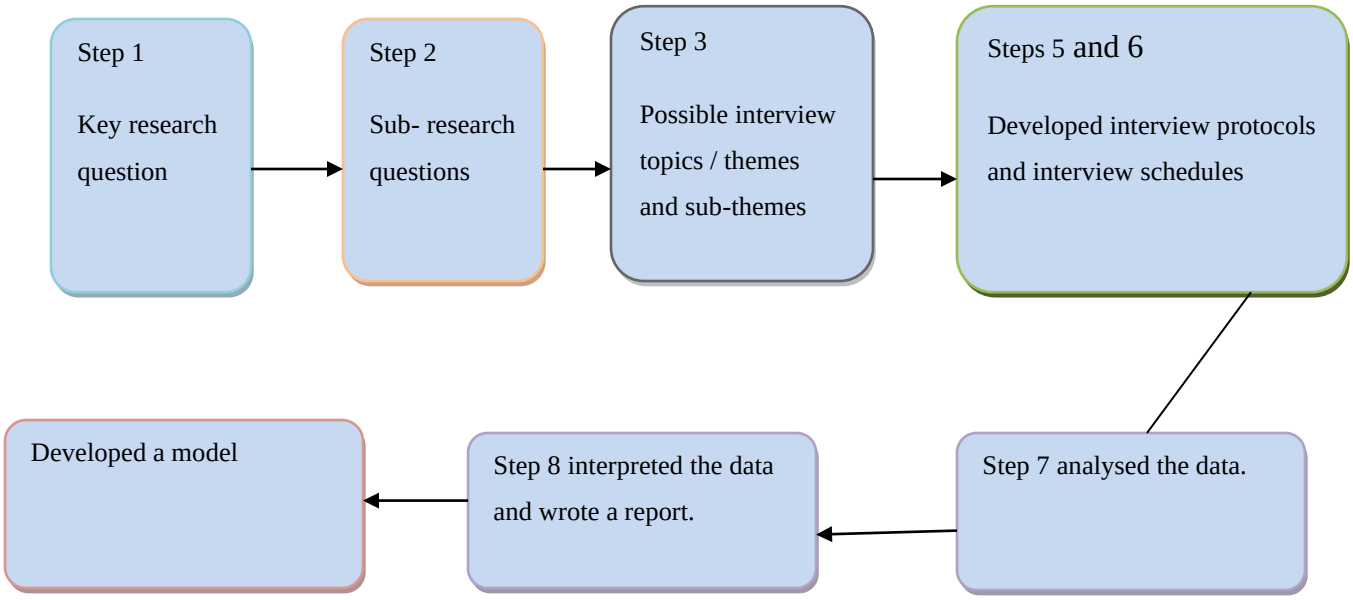

Figure: 6 Planning, preparation, procedure and conducting for qualitative interviews: Adapted from Lodico, Spaulding and Voegtle (2010)

4.6.2 Questionnairre distribution

In this study, I used a questionnaire to complement or illuminate interviews and also for triangulation. Qualitative research may make use of questionnaires to generate data when it is insuperably difficult to interview every participant or for reasons of triangulation (Cohen, et al., 2011). Questionnaires commonly comprise of open- ended or closed-ended questions or things that assess facts, attitudes, or values (Cohen, et al., 2011). Closed-ended questions force an answer, score fast and can be assessed without difficulty. Open-ended questions permit the participant to offer an all-encompassing answer (Gall, et al., 2007). However, it should be taken into consideration that one open-ended question can deliver various types of answers. This therefore demands that questions are asked in a manner that will guide participants into certain channels without really proposing answers (Bird, 2009).

The questionnaires were self-administered, and this was completed in my presence. This assisted me to explain any questions or doubts that participants had. It guaranteed good completion rate and all questionnaires were completed promptly and at one time (Cohen, et al., 2011). The authors also recognise that, even though there are advantages to the researcher's being there throughout the administration of questionnaires, there are also disadvantages as this might force

the researcher to adhere to the agreed times and places and this may possibly lead to the researcher incurring extra costs due to travelling extensively. I chose to use questionnaire to illuminate the qualitative method and it yielded data that I was not able to get from interviews.

In Botswana, there are seven standards (one to seven) in a primary school. Two teachers per standard were purposively chosen and this gave me 21 teachers per school x two, which added up to 28 teachers in total who answered the questionnaires. For junior secondary schools, there are three forms (one to three) and three teachers per form were purposively chosen and this added up to 9 teachers per school and this gave me a total of 18 teachers who answered the questionnaires. Senior secondary schools have two forms (4 to 5) and 3 teachers were used per form and it added up to 6 x two teachers and this gave me a total of 12 teachers to answer the questionnaire. The overall number of teachers who were given questionnaires was 58.

4.6.3 Review of Institutional documents

Document reviews is a methodical way for assessing documents, both printed and electronic material (Corbin & Strauss, 2008; Rapley, 2007). Corbin and Strauss (2008), further state that when the researcher is performing documents review, he or she should show the ability to categorise relevant information and to detach it from the one that is irrelevant. Documents review, like other analytical qualitative methods, demands data to be studied and interpreted in order to find meaning, get insight and make empirical sense (Bowen, 2009). The author further asserts that the analytical procedure involves making judgement, choosing, assessing and synthesizing data included in the documents. Documents that may be used for methodical assessment as part of a study may comprise advertisements, agendas, attendance registers and minutes of meetings, policies, savingrams and directives.

When researching service delivery in a public organisation, documents are a crucial source of information, as it will assist minimise memory bias of the interview participants and it is a method of acquiring information about decisions made by previous leaders. Although documents offer rich data, there is a disadvantage to them. Documents can deliver insufficient detail, can be challenging to regain and there can be bias in exercising judgment (Bowen, 2009).

When researchers examine documents, they should scrutinize the data thoroughly and be careful when using them in their studies. Researchers must attempt to make sense of the document and

its input to the topics being explored and not just lift the words or passages. The researcher has to make an effort to determine the significance of the document to the statement of the problem and purpose and also to find out whether the text matter of the document is in line with the theoretical framework of the study. The authenticity, credibility, accuracy and representativeness of the chosen documents ought to be decided (Bowen, 2009; Corbin & Strauss, 2008; Rapley, 2007).

I had chosen to use documents reviews for triangulation in an attempt to provide evidence that will breed credibility. For the purposes of this study, documents that were reviewed were policies and or frameworks, manuals, reports, minutes that are pertinent to service delivery and only those that speak to Ministry of Basic Education. These documents were in four classes: policy documents, procurement documents, strategy documents and academic documents - and these documents were not more than two years old, except for policy documents, some of which were more than ten years old.

4.6.3.1 Policy documents that guide the implementation of service delivery

These documents included performance management system framework, performance-based reward system framework, customer service standard framework, decentaralisation policy, organisation and methods policy, school improvement manual, Revised National Policy on Education (RNPE) of 1994. All policy documents were accessed from the sub-regional office and school libraries. The review of these policies was critical in my study because it helped me back up claims made by the participants.

4.6.3.2 Strategic planning documents for provision of service

These documents among others included the five-year strategic plan, the annual performance plans for the regional education office and schools, performance agreements (PAs), performance development plans (PDPs) and performance reports.

4.6.3.3 Procurement documents

Procurement documents were accessed through the regional and schools supplies offices.

4.6.3.4 Professional records

These documents included scheme books and or preparation books, departmental meetings minutes and parents-teacher association (PTA) meetings minutes, class register, learners writing

exercise books and classroom displays. These records are important as they informed the researcher if there was provision of service in schools and to know if there was absenteeism of both teachers and students. It is how much a student or teacher is absent that really matters.

4.7 Data analysis procedures

In the context of case studies, "data analysis consists of examining, categorising, tabulating, testing, or otherwise recombining evidence to draw empirically based conclusions" (Yin, 2009, p. 126). Merriam (2009) defines data analysis as a process of minimising data, classifying groups and connections, generating themes and to provide well-thought out, reflective conclusions.

Thematic analysis, informed by the constructivist approach, was utilised to analyse my interview transcripts, questionnaires and relevant documents associated with service delivery in the schools and in the Ministry of Basic Education. Thematic analysis is a method for establishing, interpreting and generating themes within data. It slightly organises and explains your data set in detail. However, it regularly goes beyond this and interprets different features of the research focus (Braun & Clarke, 2006; Owen, 2013). Thematic analysis varies from other analytic approaches in that it tries to describe patterns across qualitative data, such as thematic discourse analysis, thematic decomposition analysis, interpretative phenomenological analysis and grounded theory (Braun & Clarke, 2006), but it is about getting an in-depth understanding of people's everyday experience of truth, in great detail about the phenomenon under investigation (Braun & Clarke, 2006).

Six phases of thematic analysis process ought not to be seen as a linear model, where one cannot progress to the subsequent phase without finishing the preceding phase (correctly); rather the process allows one to rethink of the phases of analysis until the task is completed (Braun & Clarke, 2006).

As part of familiarisation with the data, the researcher has to involve himself or herself deeply and get personally accustomed with the data, reading and re-reading the data and listening to audio-recorded data more than once. Coding includes producing concise labels for essential characteristics of the data of relevance to the main research question guiding the analysis. Codes capture both a semantic and conceptual reading of the data (Braun & Clarke, 2013). The researcher codes every data piece and finishes this phase by organising all their codes and

pertinent data excerpts, looking for themes: A theme is a logical and significant pattern in the data and it is relevant to the research question (Clarke & Braun, 2013). I searched through for themes and generated them and completed this process by organising all the coded data appropriate to each theme, revising themes that emerged, assessed that the themes were grounded both in the coded excerpts and the full dataset. I reflected on whether the themes told a significant and persuasive story about the data.

Defining and naming themes needed me to conduct and write a comprehensive analysis of each theme, recognising the significance of each and creating a succinct, effective and informative name for each theme. Report writing is the most significant component of the analytic process in thematic analysis. Writing a report includes interlacing the analytic narrative and data excerpts to convey to the reader a coherent and convincing story about the data and analysing it in relation to current literature (Clarke & Braun, 2013).

What was distinctive about thematic analysis was that it acknowledges that analysis takes place at an intuitive level. It was through the process of immersion in data and taking into consideration the connections and interconnections between codes, ideas and themes that an ‘aha’ moment occurs (Savin-Baden & Major, 2013). These data analysis phases were utilised to analyse data for this study. Phase 1: familiarising yourself with your data. The familiarisation process began with the transcription of the data from the audio recordings to a word document. I generated codes when transcribing as I read through a hard copy of the transcript several times, with excerpts of importance highlighted and initial views written and reassessed. Phase 2: generating initial codes. After I had finished transcribing all twenty-two interviews, I then read through the transcripts looking for aspects in the text that were related to the research questions. Each interview transcript was coded line-by-line, in words, phrases and sentences and the extracts of texts were given a code. This process was repeated, as when codes generated in one transcript the researcher re-read transcript across the data set for relevant text relating to the new code. Many codes were generated at this stage. Codes that did not relate to the research questions and/or objectives of the study were dropped and only that significantly related to them were kept. Phase 3: searching for themes. After the data set had been read, re-read, coded and re-coded all of the codes that were generated were grouped according to similarities and differences to form

potential hierarchical themes. Phase 4: reviewing the themes. During this phase, I read through the generated themes together with the coded text excerpts repeatedly again generated to ensure that the themes were rooted in the codes. I also read through the themes and codes, to determine that the themes were established in the original data. Using personal judgement, I read the transcripts with the codes that were generated many times to check if they were speaking to each other. Any mistakes identified were corrected and thematic maps were created. Phase 5: defining and naming the themes. The themes were re-examined and re-read numerous times to ensure that the story being told was credible. This assisted in naming themes and I then created thematic maps of data. The thematic maps were used to establish the relationships among themes in order to merge or split them. A few changes were made until final themes were generated. Phase 6: producing the report. The last phase of thematic analysis included the final analysis and writeup of the findings. Themes and sub-themes were presented in graphic representation to help tell the story of the data. Participants' quotations were incorporated as examples, with the data linked to the research questions, literature and theoretical framework (Braun & Clarke, 2006).

4.8 Ensuring trustworthiness

Trustworthiness is the standard that is used by qualitative researchers to satisfy the criteria of (a) credibility, (b) transferability, (c) confirmability and (d) dependability (Baxter & Jack, 2008; Creswell, 2007; Loh, 2013). Qualitative research must show truth value to the findings (Erlingsson & Brysiewicz, 2013). Validity in qualitative research has been substituted by terms, such as credibility (internal validity) and transferability (external validity), while reliability has been substituted by dependability and objectivity has been substituted by confirmability (Loh, 2013). The trustworthiness of this study was ensured by providing raw data such as interview quotations. Explaining the methodological stages also strengthens the trustworthiness of this study. Utilising research participants as experts to corroborate the credibility of the conclusions can also guarantee trustworthiness. This is known as member checking. However, it should be remembered that research consumers are responsible for verifying the trustworthiness of the findings and conclusions (Erlingsson & Brysiewicz, 2013).

This study adopted the framework that was developed by Lincoln and Guba (1985), which shows approaches for ensuring credibility, transferability, dependability and confirmability (Baxter & Jack, 2008; Creswell, 2007; Loh, 2013). Credibility refers to the truth of the findings. This can

be accomplished by developing and maintaining relationships with the participants and getting to know them well, by using multiple sources, conducting an intense examination and member checking (Bowen, 2009; Guidon, Diehl & MacDonald, 2011).

Transferability means demonstrating that the findings can be applied to other contexts. This can be shown by seeing to it that the researcher offers thick descriptions of the phenomenon or experience and not to generalise from other situations or settings, as this is not relevant to qualitative research (Bowen, 2009). Confirmability is a degree of neutrality, or the level to which the findings of a study are formed by the participants and not researcher bias, motivation or interest. This can be attained by an audit trail, by researcher acknowledging his/her own biases and utilising various sources of evidence (Bowen, 2009 & Guidon, et al., 2011). Dependability is revealing that the findings are consistent and could be several times in the same way. This can be conducted by ensuring that the procedures within the research have been comprehensively reported, so that they could be reproduced by other researchers (Erlingsson & Brysiewicz, 2012). Peer scrutiny is also crucial in assisting to reduce irregularities and attain clear and logical documentation (Erlingsson & Brysiewicz, 2012). However, Loh (2013) states that there are some disagreements by Hammersley and Atkinson (2007), Silverman (2006) and Silverman and Marvasti (2008), over Lincoln and Guba's (1985) trustworthiness framework as the yardstick with which to measure and guarantee quality. Loh (2013) argues that in this same work they cited, Seale (1999) recommends the procedures delineated by Lincoln and Guba (1985) as valuable for qualitative researchers to know about, and integrate into their work, where applicable. Loh (2013) further argues that the larger qualitative researchers recognise their work as significant and highly influential and it is grounded on this acknowledgement of the qualitative research community that I adopt to use Lincoln and Guba's (1985) framework.

For the researcher to operationalise the terms in Lincoln and Guba's (1985) framework, it is proposed that techniques such as prolonged engagement in the field and triangulation be used (Creswell, 2007). Taking my cues from Baxter and Jack (2008) and Bowen (2009) I ensured that questions were clearly written, purposeful sampling strategies appropriate for the multiple case studies were applied, data were generated and managed systematically, and that the data was analysed correctly. I also planned for opportunities to have intense exposure to the phenomenon

under study, so that I could build rapport with the participants. The purpose of doing interviews (semi-structured), documents review, and questionnaires was for triangulation.

4.9 Ethical issues

Ethics are the moral principles that govern the behaviour, a branch of philosophy that focuses on complex questions of morality which often lack clear answers such as what is right and wrong or what is evil and good that a particular group accepts (Savin-Baden & Major, 2013). The authors further define ethics as obligations that should be fulfilled out of choice and should not be forced on anyone by codes or regulations. Having said this, Basit (2010) posits that ethical considerations are extremely important in educational research and researchers should ensure that research is conducted in an ethical manner because educational researchers face ethical pressures such as political and institutional pressures. In some cases, these external pressures may threaten the independence of the researcher to choose the topic, appropriate research methods to be used. The author further suggests that researchers should make their choices on the basis of moral and ethical reasoning and this must be kept in mind throughout the study, that is: at the design stage, in gaining access to the sample, in collecting and analysing data, in writing up the report and in disseminating the research findings. However, it should be acknowledged that decisions regarding research ethics can be very difficult and frustrating for educational researchers and, to overcome this, ethical theories such as utilitarian, deontology and virtue ethics (Brooks, te Riele & Maguire, 2014). The first two provide ethics principles and guidelines, while virtue ethics is considered a useful alternative theory for thinking about research ethics in ways that are less common in formalised codes (Brooks, Te Riele & Maguire, 2014). The authors further argue that it is valuable for education researchers to have a well informed personal ethical perspective to support their decision making and ethical principles or guidelines to help address all ethical dilemmas researchers may encounter.

For this study, I first sought ethical clearance from the University of Witwatersrand, School of Education Research Ethics Committee. Second, permission to access Regional Education Office and Schools in Gaborone, Botswana was obtained from the Permanent Secretary in the Ministry of Basic Education and the Director–Regional Operations. Permission to interview teachers and administer questionnaires was asked from the Chief Education Officer and School heads. The proposed research took place after both permissions to access and ethics clearance had been

obtained. After getting permission to access schools and offices, I had meetings with the participants. In these meetings I emphasised that participation was voluntary for all participants, the purpose of the research was communicated, and participants were assured of anonymity, privacy and confidentiality. Confidentiality and privacy were taken care of using consent forms at the outset of the research and this helped to build trust with the participants. The data are kept under lock and key in my office at the University of the Witwatersrand (Wits) and in my supervisor's office at Wits. I also ensured that I acted within a culture of concern and respect for the participants. For anonimity, I removed identifiers from the data and made sure that whatever was removed from the data did not distort the original meaning of the findings. For example, names were replaced with pseudonyms, which were chosen by the participants themselves, and addresses and names of schools were deleted from the file once they were no longer needed. Creswell (2012), states that, in some qualitative studies, to protect the anonymity of the participants, one may need to develop a composite picture of the group rather than focus on any single individual. For this study, I used a composite picture rather than focus on individual schools because my study used a small number of schools and one district.

This study was of minimal risk to the participants and that the probability and magnitude of harm or discomfort anticipated in the research would not be greater than any ordinarily encountered in daily life or during the performance of routine work. However, during the research the participants' needs took precedence over the actual process of the research (Punch, 2006). While the participation of the study depended upon the willingness of individuals to participate, if at any time such participation placed an individual at risk or caused undue stress, participation would not have been pursued (Punch, 2006).

4.10 Limitations of study

Limitations are shortcomings, conditions, influences, weaknesses or constraints that cannot be controlled by the researcher (Simon, 2011). Labree (2009) similarly defines limitations as the characteristics of the design that can have an impact and/or influence on the interpretation of the research findings.

Although rich, thick description of analysis of a phenomenon was required, I did not have the time and money to devote to such an undertaking and this could result in a lengthy, too detailed

or too involved final product for busy policy makers and practitioners to read (Stake, 2005 & Zaidah, 2007). To address this issue, I decided how much to make the report a story, how much description of the research to include in the report. Labree (2009) also agrees that the analysis of data in qualitative research can be complex, time consuming and expensive hence the need for training and experience for this type of research. Stake (2005) also agrees that qualitative research is limited by the sensitivity and integrity of the investigator, especially that the researcher is the primary instrument of data generation and analysis. To overcome the issue, I trained myself by reading extensively and by watching videos on how to conduct interviews before I went to the field. The absence of systematic procedures for case study research is also a limitation (Yin, 2009). This, according to Yin (2009), can be achieved by clarifying and developing methodological techniques and epistemological grounding. I had to stay in a neutral position in reporting the facts, or at least triangulate the data to ensure that the claims were supported (Stake, 2005). Another limitation involves the issue of trustworthiness (Blanche, et al., 2006; Merriam, 2009 & Zaidah, 2007).

This study used different sources of evidence (triangulation) to ensure trustworthiness. Triangulation provides qualitative research with a likelihood of overcoming the biases or weaknesses of single method approaches (Yin, 2009). I used different methods of data generation, such as semi-structured interviews, questionnaires and document reviews to overcome this. Generalisation is also a possible limitation in my study and it was dealt with by using multi-case study approach, so that the findings could clarify whether there was similarity or a pattern among research sites (Labree, 2009; Simon, 2011). Qualitative research usually involves relatively small numbers of participants and this can result in academic researchers or practitioners and policy makers not taking it seriously and it would be difficult to find significant relationships from the data (Labree, 2009). This study used purposeful sampling to address the issue and multiple sources of evidence to adequately support claims of having achieved valid conclusions. Suryani (2008) asserts that participants' rights may be a limitation and it was a limitation for my study. To address this issue, I ensured that the participants' identities and data were kept privately, and I also made sure that I was ready if the participants refused to answer certain questions.

4.11 The pilot phase

A pilot study comprises the management of a study to a small group of people who will help the researcher to decide if there are defects, boundaries, or other flaws within the interview design and will offer him or her to make required changes before the implementation of the study, thus establishing the trustworthiness of the study (Kvale, 2007). To support this, I conducted a pilot test was conducted with three participants that had similar interests as those that participated in the implemented study. I conducted a pilot study to assist me with the refinement of research questions. Lodico et al. (2010) assert that, if the researcher carefully creates the interview questions to measure up the sub- research questions, then the study should be credible. The pilot study was critical to this study because it helped me know which interview questions were not easy to understand and I rephrased them to make them clear to the interviewees. To a large degree, the pilot study answered the research questions. This was a key indicator for a successful outcome for my research.

4.12 Chapter summary

This chapter has discussed the research paradigm, research design and methodology used in the study, including procedures, participants, data generation methods, data analysis, issues of trustworthiness, ethical considerations and limitations of the study. The chapter also briefly explained how research and interview questions, that were not properly constructed, could affect the results of the study, how large data from multiple sources and data generation techniques would be handled. The following chapter presents and analyses of data from the field.

CHAPTER FIVE

PARTICIPANTS' CONTEXT-SPECIFIC CONCEPTUALISATION OF SERVICE DELIVERY AND PARTICIPANTS' EXPERIENCES WITH SERVICE PROVISION AND DELIVERY

5.1 Introduction

The previous chapter discussed the research design and methodology of the study. This chapter presents and discusses the data generated from the field. The methods used to generate data were semi-structured interviews, documents review and questionnaires from one sub-regional (District) education office as stated in the research design and methodology chapter. The participants were four Principal Education Officers, six School heads and twelve teachers. Due to the voluminous nature of the data generated, the data analysis section is subdivided into three chapters, namely Chapter Five, Six and Seven. Chapter Five presents the conceptualisation of service delivery from all the research participants and the experiences and practices of service delivery in the researched schools and the district. Chapter Six presents challenges of service delivery and how the participants navigate them while Chapter Seven presents and evaluative analysis of emerging themes.

The discussion of the findings ensues assisted by the lens of the literature reviewed in Chapter Three and Theoretical frameworks discussed in Chapter Three (i.e. Public Service Dominant Theory and the Expectancy Theory). The data analysis framework discussed in the research design and methodology chapter also guided the discussion. The data is presented through the major themes that emerged from the data. Further, in order to maintain focus, create cohesion and remind the reader of the broad critical questions which were presented in the introductory chapter, the research questions guiding this study are re-stated below:

5.1.1 Broad research question

What are the conceptualisations, experiences and practices of Principal Education Officers, School heads and teachers regarding service delivery in the basic education sector in Botswana?

5.1.2 Specific-research questions

In pursuit of the above main question, this research project was guided by the following sub-questions:

(a) How do the Principal Education Officers, School heads and teachers conceptualise service delivery in the basic education sector?
(b) How do Principal Education Officers, School heads and teachers ensure that there is effective and efficient service delivery at various levels in the Ministry of Basic Education?
(c) How do Principal Education Officers, School heads and teachers describe the challenges they experience during the implementation of service delivery in the basic education sector?
(d) How do Principal Education Officers, School heads and teachers suggest the Ministry of Basic Education should address the perceived challenges of service decline in the basic education sector?

Further, in presenting the data, I wanted to ensure that the voices of the participants were not lost. To this end, *verbatim* quotations are used throughout in the data presentation and discussion. Pertinent findings were analysed through thematic analysis as discussed in the research design and methodology.

5. 2 Discussion of findings

The following responses were elicited from the various participants from one sub-regional (District) education office comprised: four Principal Education officers, six School heads and twelve teachers. As indicated in the previous chapter, pseudonyms were used to protect their identities.

5.2.2 Context - specific conceptualisation of service delivery

In this chapter, theme one and its sub-themes, provision of quality service and customer satisfaction will be discussed. All participants' conceptualisation of the term "service delivery" was framed according to their context or the level of operation. The findings of the study revealed that there were both commonalities and differences in the participants' conceptualisation of what is termed 'service delivery' in education. All participants' conceptualisation of the term 'service delivery' was framed according to their context or the level of operation. The theme is discussed in detail next under sub-themes such as provision of quality service and customer satisfaction.

5.2.2.1 Provision of quality service

The following quotations from Principal Education Officers (PEOs), School heads and teachers demonstrate how they understood the concept of service delivery with regards to provision of quality service. Most participants' findings indicated some commonalities and differences in the participants' conceptualisation of service delivery with regards to the provision of quality service. The differences were not surprising as stated, the participants were defining service delivery according to their contexts. The PEOs were defining service delivery from the inspection perspective, School heads were looking at it from the perspective of leadership, teaching and learning and teachers were looking at service delivery from the perspective of teaching. For example, all Principal Education Officers revealed much commonality, for example, they stated that service delivery is the provision of inspectoral functions to the schools such as follow-up inspections, implementation of recommendations made by inspectors and delivering service as expected by the employer. This is what one of them said:

> Ms Rapelang: *Service delivery is monitoring and evaluation, is doing inspection and follow-up inspections, addressing identified needs and ensuring performance improvement.*

The School heads and teachers were also asked what they understood about the concept of service delivery. To a considerable extent, the views of the teachers were similar to those of the school heads. Most participants revealed much commonality, for example participants stated that service delivery is the provision of quality service to stakeholders according to their expectations/needs. This is what one of the school heads said service delivery is:

> Ms Mosweu said: *It means discharging the function of teaching and learning effectively because teaching and learning is the core business of the school.*

In a closely related understanding of service delivery, Ms Bolele, teacher from Moologa Senior Secondary School said:

> Ms Bolele: It means to be able to perform your assigned duties as the employer expects, being productive and being able to cover all objectives that you are expected to achieve by the end of the expected time and it also includes the expected time. So basically, it means to be able to cover the

> syllabus for that particular subject and being able to assess students and being able to give feedback to students on time.

What is coming from the findings suggests that participants consider the performance of duties according to their job description or being able to achieve the set objectives as the provision of quality service. They did not even mention the role the customers play in the provision of service to them and the service standards when they defined service delivery. The question to ask is: *do the participants really understand quality service?* Maybe or maybe not.

5.2.2.2 Customer satisfaction

The findings show that most of the participants when it came to the understanding of service delivery regarding customer satisfaction, felt it was delivering service according to one's job description or employers' expectations that will make customers happy. The following quotations from Principal Education Officers, School heads and teachers demonstrate how they understood the concept of service delivery regarding customer satisfaction.

Mr Yaone stated that service delivery is about delivering what is expected of him; however, he also brought in the dimension of satisfying customers to the definition of the concept. He said: "It means working according to what your work requires and satisfying our customers".

Similarly, Mr Tau from Thoti Junior Secondary School said service delivery was:

> Mr Tau*: Is providing service at the right time efficiently and to the required standard and to the satisfaction of the customer.*

To a considerable extent, the views of the teachers were similar to those of the school heads regarding their understanding of service delivery. Mr Realeboga, teacher from Thoti Junior Secondary School stated that the issue of service delivery is about whether the service that he offers to clients is effective and if it makes customers happy. He said:

> Mr Realeboga: *Service delivery is what I offer and how I offer it, is it effective and to see if my clients are happy with the services that I have provided to them.*

What is comimg from the findings is the provision of service efficiently and effectively within a timeframe that will lead to customer satisfaction. A customer's role is also not mentioned under the sub-theme.

As stated above, most participants' findings indicate that there were some commonalities and differences in the participants' conceptualisation of service delivery. The differences were not surprising, as the participants were defining service delivery according to their contexts. For example, the Principal Education Officers were defining service delivery from the inspection perspective, while the School heads were looking at it from the perspective of school leadership and management of teaching and learning while the teachers were looking at it from the perspective of teaching and learning in their classrooms.

The research findings seem to suggest that Principal Education Officers conceptualised service delivery as very important in the daily running of the schools they managed. Ms Rapelang considered monitoring and evaluation an essential part of service delivery but added that addressing identified needs to improve the performance of schools is also of paramount importance. Mr Mothobi agreed that implementation of the inspectors' recommendations by the schools could improve performance significantly. Both Mr Agisanang and Mr Yaone agreed that service delivery was performing the duties according to one's job description, but Mr Agisanang stated that it should be taken into consideration that service provided is of quality while Mr Yaone added that service provided should satisfy customers. This suggests that Ms Rapelang and Mr Mothobi were of the view that, if quality service is to be realised, then inspection should be viewed as a core function for both inspectors and schools.

Likewise, school heads' findings, as stated above, had commonalities and differences. Mr Mosweu, Ms Oteng and Ms Tafila posited that service delivery was about delivering service to the stakeholders. Mr Tshipi concurred with them but added the dimension of quality service. Mr Rakae stated that service delivery was about teaching and learning and saw them as the core business of the school. Mr Tafila and Mr Tau viewed service delivery as satisfying the customer.Mr Tau showed a similar conceptualisation like the rest of the School heads, however, he mentioned components of providing service at the right time, efficiently and to the required standard, which other participants did not have. This suggests that Mr Tau believed, for service

delivery to achieve the desired impact, employees must adhere to the set standards and be efficient when providing a service to customers. This suggests that Mr Tau had an advanced conceptualisation of service delivery when compared to his counterparts.

Similarly, the teachers' findings also had similarities and differences. Mr Rorisang, Ms Koketso and Ms Segolame stated that service delivery is about teaching and learning. Ms Mosutlhane, Ms Ratanang and Mr Tontobane stated that service delivery is about rendering service to stakeholders, but Ms Mosutlhane added a component of time, while Mr Tontobane added that time and quality are of paramount importance in discharging service to stakeholders.Mr Realeboga and Mr Retologang stated that service delivery is about making customers happy, while Mr Atamelang and Ms Bolele stated that service delivery is about teaching and learning and ensuring compliance with the syllabus. Ms Mosutlhane, Ms Sebokolodi, Mr Tontobane and Ms Bolele are the only ones who added an aspect of time to their definitions. These findings also suggest that teachers do not take time into consideration when they discharge service to the customers.

The findings suggest that all research participants conceptualised service delivery as very critical in the delivery of their mandates, even though the participants had similarities and differences. As evidenced by the above quotations, five participants from the researched schools talked about provision of service in relation to time, while others had similar definitions of service delivery without the time factor. The time factor mentioned by the five participants suggests that they did not only provide service, they were cognisant that time was a critical factor in the provision of a service. The findings further suggest that some participants, when they deliver service to the stakeholders, they did not take time into consideration and this might result in employees providing inefficient, or delayed, service, which could lead to unhappy customers. It is inconceivable that the participants could implement something they did not understand or understood differently.

I was also given access to review documents from the researched sites. I reviewed bursars and administration officers' documents, especially those that related to customer service standards, such as payment of teachers' allowances, response to mails, payment of suppliers and others from the sub-regional office. I found that about fifteen people (teachers and school heads) were

owed money on mileage, transfer allowance, packing and subsistence allowances from as far back as January 2016 to the time of the documents review which was 18 September 2017. There were also some officers who still had not retired imprest and the documents showed that the administration officers were going to prepare casualty returns so that the money could be recovered from their salaries, suggesting that there was no compliance to customer service standards.

I also perused minutes of senior mangement meetings (SMT) and staff meetings, attendance register and students' exercise books. Findings from the senior management meeting minutes refuted Mr Tau's (from Thoti Junior Secodary School) conceptualisation of service delivery. One senior management team member from Thoti Junior Secondary School said: "Some teachers did not return marked scripts on time".

This finding is surprising, because Mr Tau is the only school head who mentioned the time factor in his definition of service delivery. What this suggests is that what the school head said differs with what is practised in his school. What Ms Sebokolodi from Khudu Junior Secondary School said was corroborated by what I found in the senior management team minutes. She said:

> Ms Sebokolodi: *Even parents, they know, are aware that some students could get marks late or without their work, like papers, you know, we see marks on their reports, but students are not given feedback.*

The customer service reports have turnaround around times, which indicate when a service (s) should be provided. What I found was that the officers in schools, who were dealing with the payment of suppliers, did not count the number of days taken to pay suppliers from the day the invoice was submitted to supplies office. The officers counted days taken from the day the payment voucher was submitted to the bursars' office to the day the payment was made either by electronic funds transfer or cheque. For example, in the customer service reports that I analysed, suppliers submitted invoices on the 28/04/17 at the supplies office; then the invoice would be submitted to the accounts office on 08/05/17 for preparation of payment voucher; then it would be submitted for authorisation of payment on 08/05/17 and submitted to the accounting unit on 08/05/17. Payment was made on 16/05/17 and the officer would write that number of days to make a payment is eight days, because he/she would be counting the days the payment voucher

was submitted to his/her office. The administration officer from the sub-region explained to me that the days taken to make a payment are counted from the day the invoice is submitted to supplies office. From the example given it shows that the number of days taken to make a payment is sixteen days and not eight days. Most of the customer service reports indicated that supplies were paid within target (below ten days), when, in fact, the number of days were not correctly calculated. These findings suggest that administration officers and bursars in schools are not well trained to prepare the customer service reports. Where days exceeded the target of ten days, the justification given by the bursars and administration officers for the delay of payment of suppliers was that at times the invoices submitted by suppliers are wrong due to calculations, bank details and government purchase order (GPO) not written properly.

The casualty returns also showed that there were some employees who were not paid their allowances, such as overtime, leave concessions and terminal benefits on time. For example, in Khudu Junior Secondary School, there were teachers who requested to work overtime on 19/06/17 and work was done on 24-25/06/17. Preparation for payment was done on 1st September 2017. It was clarified to me by the bursar that the payment might be paid with the end of September or October 2017 salary. In this school, it was mentioned that preparation of casualty returns for overtime is done by a teacher who has classes, because there is no administration officer, hence the justification for the delay. It was also clarified that it is not the bursar's duty to prepare casualty returns, their job is only to make payments. In Ipapatso Senior Secondary School, one teacher took ten months to be paid overtime allowance, worked overtime on 10/01/17 and it was explained that the teacher will get payment end of October 2017. Still in the same school, another teacher took five months to be paid overtime allowance, worked in May 2017 and payment will also be in October 2017. In this school, there is more than one administration officer and there is also a bursar, but it still took ten months for teachers to be paid their overtime allowances. In Moologa Senior Secondary School, there were also teachers who were not paid their overtime allowance. For example, one requested to do overtime on 18/05/2017, work was done on 20-28/05/2017, submitted forms for payment on 18/06/2017, date for preparation of casualty returns by administration officer was on 25/07/2017 and it was anticipated that the teacher would be paid end of August 2017. Another teacher in the same school requested to do overtime on 08/06/2017, work was done on 08/06/2017 and preparation

for casualty returns was on 25/07/2017. The teacher was also supposed to be paid end of August 2017. Still in Moologa Secondary School, there was a teacher who acted from 12/06/2017 to 13/07/2017. It was reported that preparation for casualty returns was done on 08/08/17 and it was anticipated payment will be made end of September 2017. The explanation for the delay in this school was that teachers took a long time to submit their allowance claim forms for payment. This suggests there was no compliance to set standards. It was also reported that there were some teachers in this school who forfeited their overtime because there is a directive that states that employees should not work more that fourteen hours per week and if they had worked for more than fourteen hours they would only claim for the permitted hours.

As stated, participants were also given a questionnarre to answer: when participants were asked questions related to compliance to service standards, such as are suppliers paid on time? Most of the participants were non-committal. The study further reveals that most participants disagreed that they get paid allowances, such as overtime, leave concession and subsistence on time. When asked if temporary teachers were paid on time, most of the participants neither agreed nor disagreed, whether mail was responded to within target most of the participants remained non-committal to their responses. On imprest application and imprest retirement, the study also shows that most of the participants remained non-committal to their responses.

The question was asked about the extent to which the inspection results are used to improve service delivery in the school. The results reflect that the majority of the participants argued that there is minimal improvement attributed to the inspections conducted, while eleven out of fifty-two contended that there is no implementation of inspection results. On the other hand, the same number of participants is of the view that the inspections had led to improved service delivery.

The findings from the questionnaire data corroborated what was found from the documents review, the results reflect that, when respondents were asked questions related to compliance to service standards such as when asked if they get paid allowances such as overtime, leave concession and subsistence on time, the majority of the participants disagreed suggesting that there is no efficiency in the turnaround time for allowances and other benefits. The results further reveal that most of the participants could neither agree nor disagree, when asked if suppliers and

temporary teachers were paid on time. This suggests that the participants lacked enough information to form an opinion on the topic, or they did not know anything about payments of suppliers in their school, which further suggests that there is no effective communication among school heads, teachers and non-teaching who deal with service delivery issues such as payment of allowances. in the schools. Furthermore, the results from the questionnaire refuted the findings from the interviews and documents review, as evidenced by the majority of the participants who argued that there was minimal improvement attributed to the inspections conducted, because, when teachers were asked if inspection results improved service delivery, the results revealed that majority of participants argued that there was minimal improvement attributed to the inspections conducted. This finding is not surprising, because Ms Rapelang (Principal Education Officer) said teachers have perceptions about inspections. She said:

> Ms Rapelang: *People have perceptions about inspections, people do not take inspection positively, they take it as a fault-finding mission.*

Ms Rapelang, Principal Education Officer, also concurred with the teachers when they said there is minimal improvement linked to inspections conducted when she said: "School performance can drop at times after inspection".

The findings from the Principal Education Officers corroborated with the findings from the documents that I analysed. Organisation and methods manual (2008) states the mandate of inspectorate: in order to effectively implement educational service delivery in the districts, the Ministry will decentralise some functions, such as inspectorate to ensure that national education standards are adhered to with a view to improve service delivery and to improve the quality of basic education. This would be done through the development of inspection policies and standards, coordination of the implementation of inspection policy, monitoring and evaluating the implementation school inspection policies, schools inspection, production and publishing of inspection reports, development of guidelines and procedures on self-evaluation liaison services. The School Inspectors Handbook (2005) similarly states that the mandate of the inspectorate is to establish, maintain and continually raise, standards of academic performance and professionalism within departmental and field operational institutions, while the inspection checklist (2014) states that inspectors should check if customer service standards are displayed

when they visit the schools, that a system has been established for monitoring customer service standards and procedures and that there is compliance with the set customer service standards. Thus, the voices of the Principal Education Officers were in line with the dictates of The Organisation and Methods (2008), School Inspectors' Handbook and Inspection checklist (2014). The findings of the questionnaire, in contrast, suggest that there is non-compliance to service standards, despite efforts made by the inspectorate of ensuring that schools comply with customer service standards and this could demotivate employees. This non-compliance of standards by schools is not surprising because, when respondents were asked questions related to compliance with service standards, the majority disagreed, suggesting that there is no efficiency in the turnaround time for allowances and other benefits. The results further reveal that most of the respondents could neither agree nor disagree when asked if suppliers are paid on time, if temporary teachers were paid on time etc. This suggests that there is no effective communication among members of staff in schools. This could also suggest that maybe the customer service standards timeframes are ambitious/not realistic and therefore officers are not able to meet them. When I reviewed documents as minutes, I came across information where bursars are now supposed to make weekly forecasts for all activities that are to be funded. The bursars claim that their main challenges in meeting targets emanate from the fact that people do not submit applications on time for forecasting. Another challenge that I came across is the one on temporary teachers, where it was stated that temporary teachers are not active every term, so they must be re-activated. This is said to delay the process, especially at the beginning of the term and this leads to temporary teachers being paid late around this time.

The findings from the school heads and teachers did not corroborate with the findings from the Botswana Customer Service Framework (2009). From the customer perspective, the framework states that the standards will help Public Service to provide efficient and consistent levels of service to its customers; inform customers about service delivery expectations; and solicit feedback from customers. From the internal focus, the framework will prioritise the elements that are important, allowing employees to focus their efforts and resources on achieving realistic improvements within a time-bounded period and also making employees account for the results and ensuring that there is compliance by employees to the standards (Botswana Customer Service Framework 2009). Most of the participants did not mention all the elements that are

mentioned in the framework, such as soliciting feedback from the customers, ensuring that there is compliance with standards etc. For example, five participants out of twenty-two had a component of time in their understanding of the term service delivery.

From school heads' findings, Mr Tau was the only participant whose understanding of the concept of service delivery covered both the customer and internal perspectives of the standards and that he was the only respondent who mentioned the time to be taken to provide a service. According to the Botswana Customer Service Framework (2009), time is of paramount importanc. It stipulates that ministries/departments should ensure that customers are seen without unnecessary delay by setting a target for attending to customers with and without appointments and that waiting time should be communicated.The customer service reports also refuted what school heads' understanding of the concept of service delivery is, because the reports show that that suppliers and teachers were not paid on time. This finding is not surprising, as most school heads did not have the time factor in their conceptualisation of the term 'service delivery', which suggests that school heads are not enforcing compliance to service standards in order to improve service delivery. This is evidenced by low academic results and not paying suppliers and employees within targets.

The teachers' conceptualisation of the term service delivery is not in line with what the framework states. There are four out of twelve teachers who mention the aspect of time in the above teachers' quotations of their understanding of the concept of service delivery. As mentioned above, the Botswana Customer Service Framework (2009) states that time is a critical component in the delivery of services. What the findings suggest is that some teachers, when they deliver service to the stakeholders, they do not take time into consideration. This is evidenced by senior management meeting (SMT) minutes from Thoti Junior Secondary School where one SMT member said: "Some teachers did not return marked scripts on time".

The findings of these four teachers covered both the customer focus and the internal focus of the Botswana Customers Service Standards Framework (2009) which states that employees should consider the time taken when providing a service to the customer. These four teachers' voices correlated with the voice of Mr Tau from Thoti Junior Secondary School. What was surprising was that findings from the staff meeting minutes showed that some teachers in Khudu Junior

Secondary School and Thoti Junior Secondary School did not give students feedback on time and at times the feedback was not given at all and yet they are the ones who mentioned the issue of time in their understanding of the concept of service delivery.

Viewing these findings from a literature perspective, it can be said there is no universally agreed definition of service delivery. Harber (2009) argues that service delivery is not a neutral phrase, but it contains a host of assumptions, policies, attitudes and promises, which are beginning to haunt the government which has built its promise entirely on improving service delivery. The participants of the research sites have given their understanding of service delivery according to their contexts and some of the meanings given are in line with the definition given by meteorological services above. Time is critical in the context of the basic education sector, as evidenced by the Botswana Customer Service Framework (2009), which stipulates that ministries/departments should ensure that customers are seen without unnecessary delay by setting a target for attending to customers with and without appointments and that waiting time should be communicated. Likewise, the Department of Basic Education service delivery standards are set to endeavour to meet the service delivery needs of both the internal and external customers within the specified time frames (Department of Basic Education Service Charter, 2014). In Botswana, there is evidence which suggests that the component of time when delivering service (s) to clients is not considered seriously. As Ohno (2011) and Kitaw (2011) state, there is a culture of laxity in the public service. Similarly, Dzimbiri (2008); Boipono, Tsomele & Mogadime (2014)and Tshukudu (2014) state that the Botswana public service has been perceived as slow and incompetent in discharging its duties and this has resulted in lack of proper planning, inefficiency in the management of resources, insensitivity of the public service to the needs of the public and the absence of strategic plans at ministry levels to facilitate effective implementation and review of the policy goals contained in the National Development Plans. This then correlates seventeen out of twenty-two research participants, who did not include the time factor, in their conceptulaisation of the term service delivery. As discussed in Chapter Three, the theoretical frameworks that underpin this study are Public Service Dominant Theory (Osborne, Radnor & Nasi, 2013) and Expectancy Theory (Vroom 1964). The Public Service Dominant Theory emphasises that the core of public sector activities are services, not

products. This refutes the finding from Ms Bakwena, who said: “Service delivery is to meet end-user with products.”

Co- production is one of the critical factors of the Public Servive Dominant Theory when it comes to service delivery. Co- production is supposed to be considered not an add-on of the delivery process, but rather a key aspect that has to be managed for public services to be effective (Osborne et al., 2013). What this means is that service users have to be considered as part of the production force. For example, in a school, learning shifts from a knowledge transfer approach to a knowledge co-production approach, where students construct their own learning and consider teachers as partners in the production of knowledge and are not seen as people who transfer it to them (Hiedemann, Nasi & Saporito, 2016). The idea of co-production also resonates well with the social constructivism paradigm that underpins this study. Freire (1993) argues that there is no fixed body of knowledge which can be transmitted from educators to learners to make a bank deposit.He believes leaners should construct their own knowledge through their personal experiences and also through interaction with others. Similarly, Dewey (1963) sees education coming as a result of the empowerment of the learner in a social situation. He believes that school is one form of community, which can help learners construct knowledge socially, where a learner becomes an active participant of a community and is able to collaborate with their own and others' thoughts and feelings.

From the findings, the participants’ understanding of the concept of service delivery is providing service to clients/stakeholders. What the findings suggest is that service users have no role to play in the delivery of service to them. This is further corroborated by Harber (2009), when he argues that service delivery is seen as a top-down approach, which suggests that people who want and need service provision should not do anything to get it, but should wait for it to be provided as it does not allow the contribution, involvement and guidance of its beneficiaries. Harber (2009) argues that, for service delivery to work and be sustainable, it should not be one way. The Expectancy theory on the other hand, assumes that an individual’s work behaviour will be determined by what they expect to be the result of their behaviour (Boardman & Sundquist, 2009). The findings show that some research participants stated that service delivery

is about improving performance and satisfying customers or making them happy and because this is what the employees are expecting, if they achieve it, they might get motivated. Boardman and Sundquist (2009) support that applying expectancy theory in this setting suggests that public service employees will be strongly motivated to ensure the effectiveness of their department or agency's service delivery. Salman (2005) similarly posits that the expectancy theory motivates workers to do their best, because workers set themselves targets and, when they achieve them, they get rewarded. The findings refute what the Expectancy theory states, because they suggest that there is non-compliance to set targets or standards in the researched sites.

5.3 Participants' experiences with service provision and delivery

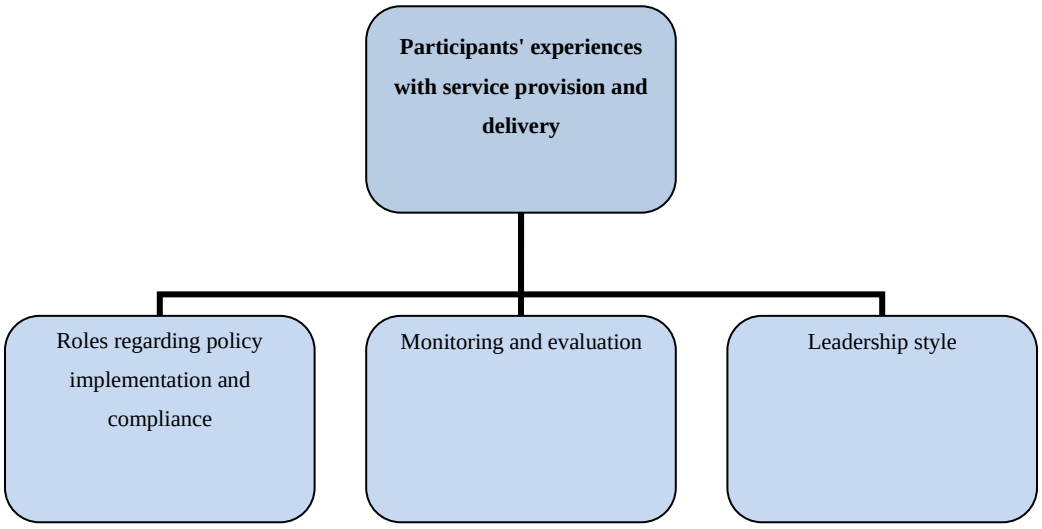

Figure 7: Theme 2 and sub-themes

The theme was called experiences, as it was characterised by various individual experiences the participants had at their levels of operation as they implemented service delivery. All participants expressed different experiences such as policies fail/die, old policies, lack of training on policies, lack of understanding of the curriculum and breakthrough to Setswana policies, lack of skill and knowledge to implement policies, some policies bring results and bring contentment to the

customers. A common experience that all participants experienced at their level of operation is policy reforms aimed at improving service delivery are not implemented effectively.
There were also three sub-themes that were identified (as shown in Figure 7) under the above stated theme and these will be discussed in detail according to the three sets of participants.
The following are excerpts from the participants about the experiences regarding implementation of policy reforms: This is what one of them said:

Other participants were not sure if they were implementing policy reforms correctly while some said there were inconsistencies regarding the review system.

> Mr Rakae: Sometimes we as the implementers we are not sure whether are we doing the right thing or are we following it to the latter. We meet challenges trying to execute what we had planned. But all and all at the end of the day we really strive to satisfy what we have agreed upon as a way of providing service to our customers.

Mr Tau said there some inconsistencies regarding PMS, he said it was not tailored to suit the teaching profession.

> Mr Tau: The PMS we are using here is not tailored for teaching per say. It is kind of a generic thing. Here and there we experience some difficulties more especially the period of implementation because its aligned to the financial year which starts from 31st March to 1st April but the academic year is from January to December that is one difficulty, secondly the review of teachers is not standardised-we don't have a review system that is tailor made for the teaching profession and as a result we have some inconsistencies in the sense that the performance of an individual teacher does not necessarily reflect the performance of an organisation as whole. For instance, an individual will get a higher mark which reflects that the person is a high performer, but at the end the organisation is getting very low results. You will find that there are several individuals in an organisation who are getting high scores for performance but at the end of it all the results of the school are low, that means there is no connection between the performance of an individual and that of the school.

The view expressed above suggests that MoBE should customise PMS to suit the school context. Training is also critical for people who conduct the performance reviews, both the supervisors and supervisees.

On the positive side, some participants said the policy reforms provided direction, they were a road map, helped them to remain focussed, which helped to achieve both organisational and personal objectives. This is what one of them said:

> Mr Tshipi: There is acceptance amongst majority of staff... The academic policy gives direction and we get motivated and it is easy to identify our milestones. The pastoral policy helps us to be organised, it enables decentralisation of power, and there is delegation, and this develops the staff and it is a way of engaging them and preparing them for higher positions.

Given the above narratives, capacity building for policy implementers is essential if policy reforms are to be implemented effectively and achieve the desired impact.

5.3.1 Participants' roles regarding policy implementation and compliance

When Principal Education Officers were asked about their roles when implementing policy reforms, they revealed mixed and sometimes contradictory experiences. However, there were some commonalities in the Principal Education Officers' responses. For example, they said their mandate was to check if schools were implementing and complying with policies and if what they were doing improved service delivery. The following excerpts from the participants demonstrated how they evaluated policy implementation and compliance regarding service delivery.

> Mr Mothobi: My role is to check if the schools are really implementing policies; to check with schools if they are improving in terms of performance because if these policies are implemented in the appropriate manner, the results should be improving.

Likewise, Mr Agisanang revealed that he perceived himself as key in ensuring that the people he supervised comply with the policy reforms. However, he contracdicted himself by saying that at times they do not comply to policies.

> Mr Agisanang: I see myself very key in that I have people that I supervise. I ensure that there is compliance to these policies. However, my experience is that at the initial stage of planning, we

> come up with plans with good intentions but when it comes to implementation, in most cases, we don't abide by what we have planned. There is that attitude and atmosphere whereby people are just relaxed in doing things. Even if when you try to do things, you see that people are not concerned with what is happening and why I should be the only one who keeps on pushing so hard.

This finding is surprising as Mr Agisanang is one of the senior officers of the sub-region and for him to say in most cases they do not abide by what they have planned, it suggests that people he supervises at the sub-regional office (PEOs11) and at schools (School heads) might not be implementing and complying with policies, especially when he says why should I be the only one who is pushing so hard. There is a sign of despair or disgruntlement. This could also be linked to what Ms Rapelang said about LOO, that it has mixed up things. Noone knows or understands their roles when it comes to policy implementation, who supervises who? This also suggests that students are denied a service if policies or plans are not fully implemented.

The school heads of the researched schools were also asked about their roles when implementing policy reforms, most of the participants' responses also showed commonalities. They said their roles were to implement policies and to ensure that the people they supervised also implemented and complied with policies. Most of them also agreed that the policy reforms provided direction, helped them to be focused and achieve both organisational and personal objectives. Howver, there were some of them who expressed about some policies being too old and PMS not aligned to the academic year.

> Ms Tafila: My role is to supervise and coordinate school activities and collect data and check how we do regarding compliance and where there is non-compliance which unsatisfactory, I must act and correct that. I must promote customer satisfaction.

This finding suggests a top-down approach which is punitive. Borrowing from Mthethwa (2012) and Ramboll (2016) state this approach is bound to fail as people are not empowered to understand their roles and there is no buy-in. People feel policies are imposed on them.

Mr Tshipi stated that his role was to build capacity of all stakeholders regading policy reforms aimed at improving service delivery.

> Mr Tshipi: It is to mentor, to educate those I supervise and to take them on board regarding these policies and explaining these policies and ensuring they are put into practice. All stakeholders like students and parents need to be taken on board regarding the policies

Teachers were also asked about their roles regarding the implementation and compliance of policies that were aimed at improving service delivery. Participants had mixed feelings about policy implementation and compliance. Some saw policy reforms as crucial in the achievement of organisational objectives and employee engagement.

> Ms Koketso: As a teacher I must implement policies fully because these are the innovations that help learners to perform well, so I must make sure that I implement them in my class.

Conversely, other teachers did not see policy implementation as their roles; they saw it as added workload. They felt policies were imposed on them and yet they did not benefit them as individuals, because they increased their workload.

> Mr Rorisang: Most of the policies that we have in the organisation, those policies end up being policies for the first time and later they become a norm. We do not follow them after some time time… There are some policies that bring conflict among stakeholders, some just die a natural death but you realise that we are forced to do it. Later, they are no longer being followed… But to us as individuals we are just doing it for the sake of doing it, we do not benefit anything from following them. Some policies are results- oriented, which is extra load to the teachers. We sacrifice our time to achieve quality results.

The above findings indicate that there were some commonalities and differences in the participants' roles in implementing and complying with policy reforms. The differences, in particular, were not surprising as the participants were reporting their roles in ensuring policy implementation and compliance according to their contexts.

The research findings suggest that all Principal Education Officers as monitoring and evaluation officers believed that, when schools implemented and adhered to policy reforms, they could improve service delivery. Mr Mothobi viewed policy implementation and compliance as critical to improving results. Ms Rapelang shared the same sentiments with Mr Mothobi about

performance improvement but further stated that it was critical to examine the relationship between policy and practice.

Likewise, the school heads' findings had commonalities and differences like those of Principal Education Officers. All the participants' findings seemed to suggest that they understood the critical role they played in implementing policies. Ms Oteng, Mr Rakae and Mr Tshipi viewed policies as critical in the execution of the organisational strategy. They stated that policies provided direction; they were a roadmap which guided them on the path to follow. Ms Mosweu and Ms Tafila showed similar conceptualisations to the rest of the school heads. However, Ms Mosweu added that she did not have any influence to amend or add to policies. This finding is surprising, because, when policies are formulated in Botswana, there is extensive consultation with stakeholders through kgotla meetings, institutional visits, workshops, interviews and usually school heads are represented in these consultative meetings. During the review process, stakeholders are also consulted to find out if during implementation they identified anything that required being changed.She further complained that the policies she was implementing were old and had to establish ways of incorporating emerging issues, which seemed to be contradictory because she said she was not mandated to amend policies. On the issue of policies being old, I think some policies like the Revised National Policy on Education of 1994 has twenty-four years and the Performance Management System (PMS) policy framework of 2002 has sixteen years. I think they are still relevant and applicable to the education system. However, it can be argued that they should have defined periods for review, so that they can cater for emerging issues as Ms Mosweu claims.

Mr Tau believed some policies such as the performance management system (PMS) were not tailored for teaching and that the review system was not aligned to the academic year. He said, as a result, they experienced inconsistencies where the performance of the teachers did not reflect the performance of the school. This finding suggests that people who were regarded as high performers were not actually producing results in their classes and this further suggests that wrong people were rewarded. Ms Segolame supported Mr Tau and said:

> Ms Segolame: Every term we have Performance Management System (PMS) reviews but I am not satisfied with the way they are done; I believe they are subjective and yet review marks are used to recommend people for promotion.

The teachers' findings also had their similarities and differences. Mr Rorisang, Ms Mosutlhane and Ms Ratanang were of the view that, as teachers, they were forced to implement policies and after some time these policies were not followed, they had failed, but Ms Mosutlhane added that the policies failed because time was not allocated properly. This finding that teachers were forced to implement policies is surprising, because it is mandatory for government employees, which teachers are, to implement policies. What the finding suggests is that maybe there is no consultation when new policies are introduced, which might result in not having buy-in from the or teachers feeling that policies are imposed on them.

Ms Koketso, Ms Segolame, Ms Sebokolodi, Mr Tontobane, Mr Kealeboga, Mr Atamelang and Retologang stated that their role was to implement and comply with policies. However, Ms Koketso added that policies were innovations that helped learners to perform, while Ms Segolame added that policies brought harmony to the school. Mr Kealeboga added that policies were good, but the clocking system revealed information that could work against teachers. Mr Atamelang added that people were not comfortable with the clocking system and Mr Retologang added that policies bring change to the organisation, but at times they came at a time when people were disgruntled and did not receive them well.

The above findings suggest that all participants faced common and different experiences when they implemented and complied with policies that were aimed at improving service delivery. The findings further suggest that it is mandatory for institutions to implement policies and comply with them if they were to achieve the desired impact. The findings further suggest that Principal Education Officers and school heads used a top-down approach, and this could be attributed to policies failing, because there was no ownership or buy-in from the teachers. These findings were not surprising, because the Principal Education Officers, as monitoring and evaluation officers, enforced policy implementation on School heads and they, in turn, had to ensure that teaching and learning took place in schools.

I was also given access to review documents from the researched sites. I reviewed minutes of senior management teams and staff general meetings. Some schools gave me parents and teachers associations (PTA) minutes, the Annual Performance Plans (APP), Performance Development Plans (PDPs) and risk register. Most of the research sites did not have the policies aimed at improving service delivery. The reasons given were that the teachers borrowed them when they were invited for interviews and they never brought them back. Some schools that had libraries would tell me that policies were kept in the library and, when I got to the libraries, I would not find the ones that I wanted. Most research sites had the APP, PDPs but did not have the Issues, Implications, Action and Accountability (IIAA) reports, performance management system framework and the performance based reward system framework (PBRS) and some school heads and senior teachers - staff development did not know some of the policies that I was looking for. The question that I asked myself was, 'How do schools implement and comply with policies that they do not have or know?'

This finding suggests that if the leadership does not know and understand some policies it means there is no one who sets out the importance of implementing policies. It also suggests that some policies were not implemented, hence the needs and expectations of service users are not met if the service providers do not know and understand some of the policies that are aimed at improving service delivery.

The sub-regional education office had signed performance development plans (PDPs) for all employees (from the senior officer to the junior officer). Minutes of the senior management meeting (SMT), held on 09 November 2016, also revealed that not all school heads were reviewed for their performance for the review period that was discussed. It was reported that only seven primary schools out of twenty were reviewed for their performance.

The SMT minutes of the meeting held on 04/04/17 from Motingwa Primary School, where teachers were briefed on inspection results, showed that an area that needed improvement was compliance to policies and service standards.

The clocking registers from Ipapatso Senior Secondary School also revealed that there was no compliance to policies, as some indicated that there were days where teachers had not signed the clocking registers and, in some cases, no explanation was given why the clocking registers were

not signed. The clocking registers also showed that some teachers did not sign out on Fridays. The minutes of senior management meeting at the sub-regional office held 09 November 2016 also indicated that clocking was not done by all officers.

As stated above, the participants were also given a questionnaire to answer. When they were asked questions related to the roles they played in implementing policy reforms and compliance, such as “my school has a resolution and complaints chart placed at strategic points”, most of the participants responded negatively. On the question of whether their schools had a risk management plan, the majority of the participants were non-committal to their responses and also, on the question of whether their schools had a code of conduct for both teachers and learners, the majority of participants neither agreed nor disagreed. When the participants were asked if discussions about ethics and ethical behaviour take place in their schools, most participants agreed.

The findings from the documents corroborated with the findings from the interviews on the issue of the clocking system. It was reported, in the minutesof senior management meeting, that clocking was not done by all officers. Mr Rorisangand Mr Atamelang also stated, during the interviews, that teachers were not comfortable with the clocking system as they felt it might reveal information that could work against them. This finding suggests that teachers who knocked off early did not want senior management to see the time they left, and this confirms what Mr Rorisang and Mr Atamelang said.

On the issue of the complaints and resolution charts, the finding from the questionnaires refutes what most of the participants said in the interviews. They all said their role was to ensure policies were implemented and complied with, but this finding suggests that the conflict resolution policy is not implemented. With the questions on risk management plan and code of conduct, the findings neither corroborate nor refute findings from the interviews, which suggests that the participants did not have enough information about the questions, which further suggests that there is no effective communication among school heads and teachers regarding policy reforms. On the discussions about work ethics and ethical behaviour taking place in schools, the results refuted what the documents reviewed reflected. From the minutes, Thoti Junior Secondary School was the only one that had discussions about work ethics. These findings are not

surprising, as Ms Mosutlhane, Ms Ratanang, Mr Kealeboga, Ms Bakwena and Mr Atamelang said some policies posed challenges. In addition, when participants were asked about policies that were aimed at improving service delivery, only three (Ms Oteng; Mr Rorisang and Ms Ratanang) out twenty-two participants mentioned the code of conduct. These findings suggest that the employees did not know about these policies or policy guidelines. This finding is really surprising, because these are policy guidelines that should be explained to employees during orientation and be kept at places where employees can have access to them. If employees do not know about the code of conduct and code of ethics, they are bound not to perform to the organisation's expectation and can also commit offences as they are not provided with anything to guide their practice.

Ms Oteng and Mr Rorisang, from Motingwa Primary Schools, were the only ones who stated the work ethics policy, while none of the twenty-two participants mentioned the risk policy and the conflict and resolution policy. This finding suggests that some officials did not play their roles fully in implementing and complying with policies and further suggests these participants had no knowledge and understanding of some policies that they were meant to promote. For participants to fully implement policy reforms, there is need for them to be trained and coached. Some of the participants stated that they were not sure of whether they were implementing policies correctly while some said the policies were imposed on them. This suggests that there is no capacity building for employees on policies. Some participants as mentioned elsewhere in this thesis did not have knowledge and understanding of some policies, and how do people implement things that they do not know and understand? Getting my cues from Hervie and Winful (2018) capacity building is important if performance has to be enhanced.

Viewing these findings from literature, this suggests the Botswana basic education sector is facing major challenges of poor service delivery and slow implementation of major projects. This results in ineffective and inefficient government programmes that ultimately lead to poor development results (Vision 2036). Former Presidents of Botswana, Sir Ketumile Masire, in an address to parliament seventeen years ago, revealed that there was a growing gap between the establishment of policy and its implementation (Lucas, 2008). Similarly, Mr Festus Mogae, in a 1992 budget speech, mentioned that poor implementation of policies had affected service

delivery in some key ministries, such as State Presidency, Health Ministry and the Ministry of Education and Skills Development, which recorded an under-expenditure of more than 254 million Botswana Pula (Lucas, 2008). Likewise, Mr Ian Khama, concurred in his opening speech of the 2012 National Business Conference, when he charged that Botswana Policy Framework was good, but implementation continued to be a challenge on account of the regulatory framework and rigorous processes. Participants, such as Mr Agisanang, Mr Rorisang, Ms Mosutlhane, Ms Ratanang, Ms Segolame, Ms Sebokolodi, Mr Realeboga, Ms Bakwena and Mr Atamelang, explained their roles in implementing policy and compliance according to their contexts. Some of the roles given by Mr Agisanang, Mr Rorisang, Ms Mosutlhane, Ms Ratanang, Ms Segolame, Ms Sebokolodi, Mr Realeboga, Ms Bakwena and Mr Atamelang were in line with what former Presidents of Botswana stated. Ms Mosutlhane said some policies failed because they were not allocated time accordingly. This is in line with Fleisch (2018), who states that continued low academic achievement in primary regarding school reading and mathematics could be linked to education policies that were poorly implemented, half-used and prematurely abandoned.

The Public Service Dominant Theory proposition that is relevant to this sub-theme is proposition six, which states that co-production is the source of both effective performance and innovation in public service. Co-production is concerned with implementation of public policy and the design and delivery of services which corroborates what most of the participants were saying when they said their role was to implement policies. Co-production can arise as either a top-down or bottom–up effort and how the success of implementation and compliance requirean active or empowered population of beneficiaries. The top –down approach was evidenced by Mr Rorisang, teacher from Motingwa Primary School when he said: "All decisions are made by them.*"* The bottom-up approach is shown by Ms Koketso from Sesana Primary School when he said:

> Ms Koketso: *If you have got any idea and you bring it to the leaders, they will listen to you and discuss with you how you can implement that.*

What really came out from the data was that teachers felt they were not really empowered to implement policies. They said there was too much of a top-down approach, as evidenced by Mr

Rorisang, Ms Bakwena and Mr Retologang, who said leaders impose or enforce things on them. Ms Bakwena, teacher from Ipapatso Senior Secondary School said: “leaders should improve on their top-down consultations and allow freedom of expression of staff”.

Co-production states that public service professionals should give up their roles as sole experts and move towards a role as coordinators, facilitators and enablers in the production of public services (Bovaird, 2007; Boyle & Harris, 2009; Osborne, 2010; Ryan, 2012; Veschuere et al., 2012). These authors further state that professionals should show in their roles as coordinators to be bridging and bonding forces between different individuals and communities.

From the expectancy theory perspective, Parijat and Bagga (2014) state that leaders can learn from this theory to create a work environment, climate and culture, which leads to the enhancement of the employees’ motivational levels, by knowing the aspects that can motivate or demotivate individual employees. From the findings, it shows that Ms Segolame is not satisfied with how the performance reviews are conducted. This finding suggests that employees can be demotivated by leaders who do not implement policies right and thus affect service delivery.

5.3.2 Performance-based monitoring and evaluation

Participants also acknowledged that monitoring and evaluation was critical in organisations if policy reforms were to achieve their desired impact. Participants also perceived monitoring and evaluation as key in improving accountability, performance and decision making. However, they recognised that there were possible imperfections within that area.

When Principal Education Officers were asked questions that were related to monitoring and evaluation, they revealed many commonalities. For example, they stated that they tracked performance through visiting schools, result analysis, officers accounting for results and performance reviews. The following quotations from Principal Education Officers show how they believed monitoring and evaluation should be conducted from the inspection perspective. For example, one of the officers said this:

> Mr Agisanang: We have academic meetings where we visit schools, analyse results and discuss results with the schools' leadership. There are situations where we go to schools and have meetings with them, talk about their performances, sometimes we bring together some schools in clusters

> and do a similar exercise where the schools account for their results. But we also account for our performances in the office through performance reviews that we conduct them by sitting with our juniors and supervisors and discuss our performances in different areas.

This finding suggests that there is monitoring and evaluation that is done by the PEOs; people are made to account for performance. However, the academic results of learners continue to decline as confirmed by the table 2 in Chapter 1. Getting my cues from Kuiper (2014) the finding suggests that, maybe the PEOs only visit schools after the results are out and it is not something that is done throughout the year.

The School heads of the researched schools were also asked questions that were related to monitoring and evaluation, they revealed commonalities and differences. For example, they stated that they track performance through lesson observations, results analysis, officers accounting for results and performance and close performance gaps.

> Ms Mosweu: We have an academic department led by the deputy school head who takes care of the curriculum of the school, they look at how they allocate the periods of the subjects and assessments, the examinations, the test, we do analysis of the performance of the learners, performance of the teachers, performance of the subjects, we analyse the performance within the departments, we let teachers account for the performance. We all account for our results and we do result analysis. The learners account for their performance through explaining their challenges. And we try to motivate them to perform better by involving teachers and the Student Representative Council (SRC).

This finding suggests that learners are regarded as parteners in curriculum implementation, involved in construction their own learning. Involving learners is linked to improved academic problems as the school leadership and teachers are able to meet their needs and expections. Motivation of leaners is key to improved service delivery, but teachers also should be motivated. Recognising teachers who have done well is associated with improved performance and if all schools could do it, it would lead to service delivery.

In a closely related understanding of monitoring and evaluation, Ms Tafila said they have come to take results analysis by adding the aspect of observing trends of performance to inform them to make decisions.

> Ms Tafila: We have a software program which we call antimax data management software programme which teachers need to use to enter data on students' performance, we also have a contingency plan where we have agreed as a school to also have templates used to collect student performance from classroom to departments to the whole school and for every test we analyse results and after analysis we hold meetings and we observe trends of performance and they inform us to make decision like recently we have observed at our result analysis meetings we have many students clustered around the grade Ds so we agreed as the whole school to pick on the Ds which we feel we could change them to Cs. We have come to take results analysis so seriously that it gives us information on areas of weakness and we even compare results for classes and subjects where we find a weak link, we take action on that.

The use of software programme would also help other schools to observe trends, which ultimately helps to identify strengths and weaknesses so that performance gaps can be closed.

The teachers were also asked how they monitor and evaluate performance, they revealed commonalities and differences. For example, they stated that they do monitoring and evaluation through result analysis, they account for results/performance and teacher performance reviews. The following quotations demonstrate how teachers believe monitoring and evaluation should be conducted.

> Ms Bolele: There is results analysis on every test, like monthly test, examination. There is also proper record of tests, making use of ed-admin and scheme books where the monthly tests and examinations have to be recorded and table reports for each student. We have monitoring tools to be able to monitor the performance of students, this tool can help to identify low performing students and be able to give them more attention and assistance so that they can be able to improve their performance.

The findings show that senior schools are the ones that are using software programme and as tsated, they help to identify performance gaps or low performing students so that schools can up with stragegies to help the students.

Ms Bakwena added other variables such as gender and how teachers perform in core subjects that they consider when they analyse results. She also stated that there is poor supervision and monitoring and that people do not take tasks for granted.

> Ms Bakwena: It is done through in-depth results analysis covering teacher, gender, subject and how teachers perform in core subjects such as maths, English and Science. We talk to non-teaching staff according to their areas e.g. IT officers, bursars, admintration officers and cleaners. However, there is poor supervision and monitoring, people do not monitor and evaluate policies that much, they do not check, monitor and evaluate according to the plans. People take tasks for granted. Generally, there is lack of monitoring sometimes by the supervisors.

Botswana is a country with diverse learners. However, findings have revealed that learner' diversity is not taken into consideration when results are analysed. There is one teacher who stated that they consider learner's gender, but there are variables which affect learners' performance either in a positive or negative way such as their socio-economic backgrounds, race or ethinic groups which should be considered when analysing results.

The research findings seem to suggest that all Principal Education Officers valued monitoring and evaluation. Ms Rapelang was of the view that monitoring and evaluation should be a continuous process, which should not only be done at the end of the year. All participants emphasised the need for officers to account for their performance. However, Ms Rapelang highlighted that leaders should use a leader's voice and not use friendship. This finding suggests that leaders should be objective and not use the voice that will undermine work and lead to favouritism.

Likewise, school heads' findings had commonalities and differences. All participants' findings seem to suggest that monitoring and evaluation played a crucial role in performance improvement. Ms Oteng and Mr Rakae stated that they monitored performance through lesson observations, but Mr Rakae added that they do results analysis and teachers account for

performance. Mr Tshipi and Ms Tafila concurred with Mr Rakae, but Ms Tafila stated that observing performance helped them to make informed decision. Ms Mosweu stated that they monitored performance through checking processes in their roadmap and aligning them to the ministry strategy. Mr Tau was the only school head who mentioned the issue of performance reviews. He stated that teachers' reviews had a lot of inconsistencies and that the teachers' performance did not reflect the performance of the school. These findings suggest that participants view monitoring and evaluation as important in improving performance of their institutions. What came out clearly was that school heads generally monitor and evaluate performance through results analysis and make teachers account for their performance, whether good or bad. This finding suggests that teachers explain their success criteria for other departments to benchmark from and to come up with strategies to close performance gaps, if the results are not good. This finding is not surprising because it is the school heads' mandate to ensure that students are assessed formatively and summatively on what they have been taught and that there should be upward accountability for the results. Ms Mosweu was the only one who stated that they monitor and evaluate performance through strategy execution, checking that what they are doing is in line with what the Ministry of Basic Education is doing. This finding suggests that other school heads were doing things outside their strategy and it was really surprising because it was also mandatory for schools to develop strategy/annual performance plans and monitor them and yet only one school head talked about it. Mr Tau stated that they monitored performance through teachers' reviews, and they experienced inconsistencies, where the performance of the teacher did not reflect the performance of the school. This finding suggests that the teachers score high marks in the performance reviews and their students fail and vice versa.

The findings from the teachers also had similarities and differences and, in some cases, there were contradictions. All participants stated that they monitor and evaluate performance through results analysis and accounting for performance. These findings are not surprising, as teaching and learning is the teachers' core business. They are to assess their students' work and account for the results, whether good or bad. What this suggests is that teachers take results analysis and accountability seriously. However, Ms Bakwena had contradicting views, for example she stated that they do in-depth results analysis and sometimes there was lack of monitoring by the

supervisors. This finding suggests that Ms Bakwena did not take results analysis and accounting for results as monitoring as evaluation. Mr Agisanang, Ms Segolame, Ms Sebokolodi, Mr Retologang and Mr Realeboga, in addition to results analysis and accounting for results, stated that they also monitor performance by conducting performance reviews. Mr Realeboga further added syllabus coverage. This finding suggests that these participants were not only thinking of monitoring and evaluating students' performance, but also considered the teachers' performance. This finding is not surprising, as service delivery in Botswana is guided by performance management systems, where teachers sign performance development plans and are reviewed termly.

I also perused documents from the researched sites, such as performance development plans (PDPs), scheme books and results analysis reports and minutes. Most of the teachers were reviewed every term and generally their review marks were higher than the schools' results. All researched schools had reports of results analysis according to classes, subjects and teachers and students' marks were recorded in scheme books.

As stated above, participants were also given a questionnaire to answer. When they were asked questions related to monitoring and evaluation, the study revealed that most participants agreed that lack of monitoring and evaluation of projects and programme causes poor service delivery. The study further demonstrated that most participants agree that lack of accountability causes poor service delivery.

The findings from the documents corroborated the findings from the interviews on the issue of results analysis, accountability and performance reviews. As stated above, all researched schools had records of students' marks. However, minutes of the general staff meeting (debriefing from the inspectoral team), held on 14 July 2017 at Khudu Junior Secondary School and revealed that results analysis was not done by the entire staff, it was only done by the Deputy School Head and teachers did not account for the results. This corroborates what Ms Sebokolodi and Ms Segolame, from Khudu Junior Secondary, said. They stated that monitoring and evaluation in their school was done through PMS, but Ms Segolame added that, at times, they accounted for results once a year while other schools stated that they account for results monthly and termly.

This finding suggests that leadership in Khudu Junior Secondary School does not take formative assessment seriously, like other research schools. On the issue of performance reviews, most schools also had signed performance plans and employees were reviewed. These review marks were individual teachers' reviews. No researched school had minutes of the school review meeting. The finding corroborated with what Mr Tau said: that review marks did not reflect the performance of the school. This is evidenced by the review marks for Sesana Primary School, for example teachers review marks ranged between 72.2% to 94.5% while the academic results were around 50% for the year reviewed. This was the trend for all researched schools, except for Motingwa Primary School, where the teachers' review marks were ranging from 68.2% to 88.3% and the academic results for the school was around 100% for ABC and 70% AB.

Perusing the findings from literature, all participants viewed monitoring and evaluation as critical to improving performance. Monitoring is defined as a systematic continuous data collection to help the leadership to track the performance of the set objectives and it also assists them in identifying, potential risks, failures and successes (Young & Jones 2012). Evaluation is used to determine whether the measures put in place are effective and also to establish the strengths and weaknesses of the project or programme design (Lamhauge, 2012). Similarly, Young and Jones (2012) posits that evaluation provides evidence to the leadership to be able to determine what is working or not and to assist in improving existing and new projects. The Ministry of Basic Education states that it is critical to have quality education statistics at all levels of the sector. To achieve this, the ministry intends to strengthen its monitoring and evaluation structures in order to enhance accountability. The major functions of the monitoring and evaluation will be to assess progress made in the sector, reporting, timely publication and communicating the results and initiatives, analysis and use in policy and decision-making (ETSSP, 2015-2020). The participants of the research sites have explained what they do to monitor performance, according to their context and some of the tasks/strategies that they perform which are in agreement with what ETSSP (2015-2020), Lamhauge (2012); Young and Jones (2012) are saying. All participants stated that they do results analysis, identify and close performance gaps. Employees are made to account for results. Joshi (2010) states accountability is key to service delivery improvements and that accountability failure can be the underlying cause of persistently poor service delivery. Azzarello et al., (2012) states that, in organisations

where employees are engaged, employees are involved in the decision- making within the decision framework that has clear guidelines and they are also made to account for their daily operational decisions. Ms Tafila stated that they observe performance trends to make decisions. This correlates with what Joshi (2010) is saying about accountability and decision making. Ms Rapelang stated that monitoring and evaluation should be a continuous process, suggesting that the number of times they visit schools should increase and results analysis should be done throughout the year. This resonates well with what Education & Training Sector Strategic Plan (ETSSP) (2015 - 2020), when it states that the quality, frequency of monitoring and support services provided through the inspectorate will be made available to schools by the regional office, partly through the better use of e-Education.

Proposition 2 that applies to this sub-theme is engagement. This proposition states that, for PSOs to be sustainable and to achieve this, organisations should not work in silos, but to govern all elements if they want organisational stability. This concurs with what most of the participants stated: that they do results analysis as departments within a school, with other schools and the sub-regional office.

Mr Agisanang, Mr Tau, Ms Segolame, Ms Sebokolodi and Mr Realeboga stated that, in their schools, they use performance reviews to monitor employee performance. This was in line with what the Expectancy theory states that continuous performance feedback from supervisor helps employees to know where they stand in terms of goal achievement on regular basis by giving them feedback in the form of review marks (Baakeel, 2018).

5.3.3 Leadership styles

The third sub-theme to emerge from the study was the importance of effective leadership style. The PEOs findings revealed that there is no trust among the sub-regional leadership and their surbodinates and this leads to people working in silos. They also indicated that the leadership (PEOs1) was not skillful and were not willing to engage with PEOs 11 who were more experienced and skillful in inspection functions to come up with workable solutions in order to improve service delivery.

Mr Yaone: *The leadership does not want to work with PEO 11s, they take them as nothing. The leadership does not trust us.*

One PEO shared that employees were disgruntled and even wanted to leave the sub-region either by going on transfer or resigning/retiring from the job.

Ms Rapelang: I have no words to describe the leadership of this sub-region "ba tsididi" (leadership is cold), there is no sense of urgency; There was visibility in the past leadership and not with the current leadership; people are now bitter; you can only work if you have passion; people can throw in the towel, all of us want to go on transfer, resignation or retirement. Leadership is not interested in working with subordinates; leadership is not skilful, and subordinates are even better than their supervisors; they make people to be difficult and stubborn.

This disgruntlement could be linked to decline in service delivery. Therefore, it is critical that the leadership of the sub-region should act quickly and engage with employees to identify the root cause (s) why employees are disgruntled and come up with data-based context-specific solutions.

On the positive side, Mr Agisanang stated that his leadership style is the one that gives people autonomy but at the same time allows for accountability.

Mr Agisanang: *As a leader I must guide people, have to direct people and allow people to work independently at the same time monitoring properly their activities.*

This finding is not surprising as Mr Agisanang is a PEO 1, who is part of the sub-regional leadership that is said to be not working with surbodinates, it is expected that PEOs 1 would say something different from their surbodinates.

When School heads were asked to describe their leadership styles, there was convergence from them regarding their leadership style. Most of them believed their dominant style was the democratic one, but some added that at times they had to change their styles-depending on the situation or the task at hand.

Ms Tafila: I am democratic, I believe in involving people using their competencies on related issues, I delegate a lot and I consult, and I believe in teams. I think my main approach is to identify the competencies and then deploy the employees in accordance to their competencies. That helps

> me to have teams that will be able to achieve their objectives and there is nothing bad as assigning a job to people who do not have competencies in. So, I use that inventory skills. Whenever I want to bring in change, I consult my deputy and the HODs and through the structures in the school of briefings. We can consult at all those levels until we get by-in on an idea and through these consultations I am able to reach out to people because they feel involve. Hence, I say am democratic, but there is a point where it feels as if I over consult but it pays off more and I know over-consultations can cause time shortages but to me it pays off. I would not say I am completely democratic because there are certain things where I think I have to enforce and use authority. The leadership style depends on the task at hand.

Likewise, Ms Mosweu echoed the same sentiments, adding that the leadership style depends on the task at hand.

> Ms Mosweu: I am a very democratic leader, I embrace my team members, consult with them, top management we are all five ladies, so you can imagine an all ladies team but the we are working fine and the challenges are few. We do have our differences here and there, but we can work through that. I accept other people's inputs. I am firm and a bit tough. I am trying, it is not easy to rock my boat, I stand my firm ground, I do not cry under the table and do not hold grudges. I just sort out issues and move on. I am very open and have an open-door policy with my workers. I try to motivate them.

The teachers were asked to describe the leadership in their schools. The teachers' responses had similarities and differences, like the other sets of participants. Teachers said their leaders were not supportive, for example, they were slow to act especially when it came to recommending teachers for promotion, not proactive, no consultation and there was lack of supervision and commitment. Some teachers said there are some policies such as PMS which are leader driven and if leaders are not embracing it, then there is a challenge. Other teachers said some leaders are results-oriented and have no concern for teachers' welfare. There were teachers who also said their leaders did not trust each other and not supportive of other leaders. However, I observed that there were contradictions among school heads and teachers from the same schools. Below are excerpts from teachers:

Ms Segolame: Leaders do not support each other, they do not trust each other; the school is a mess, they are always blaming each other. It is a mess, there is not any supervision. There was an inspection last term they said the same thing that there is lack of supervision right from senior teacher one to HODs, deputy and the school head. It is a serious problem here. They have recommended a lot of things; they have talked about supervision that they should go back and try to work as a team.

Ms Sebokolodi shared similar sentiments with Ms Segolame:

Ms Sebokolodi: Laughs… its democracy and laissez faire, laughs…, yah! I want to believe it's a mixture of the two , where people are free to express themselves and their opinions are heard, you are free to do that which you want without being like restricted, which is a good thing…But the problem is the laissez-faire where people move from democracy and take it to another level, now that I am free I can do what I want, it discourages those who are trying to do the right thing, when you see that other people get away with "murder" even your efforts to do the right thing can be thwarted by that, where you wish there should be a little bit of seriousness and where you see strict measures taken against people, even you because it really helps at times when you are wrong and somebody says change that and you feel that I have to up my game…So it becomes worrisome when you see people not coming to work for days and when they come back, you know, it is business as usual, you see what I mean, where you as ordinary teachers come out to say this should not be happening and in other schools people who do this have lost their jobs, because we are here for the student and sometimes it is a little bit boring to see such things happening…that is why I am saying there is a mixture of democracy and laisser-faire type of leadership in the school.

Teachers' findings corroborated and refuted School heads findings. For example, Ms Mosweu said that she works well with members of the SMT, while Ms Segolame, who is from Ms Mosweu school, stated that leaders do not support each other and do not trust each other. Two participants raised critical issues that the school heads should take seriously. They stated that there is no supervision in their schools and that action is not taken against teachers who do not mark and return student's work and those that absent themselves without leave/permission. If schools let these practices go unquestioned, students' performance can be impacted negatively. This type of behaviour can discourage other teachers as one of the participants stated and it may become common practice in schools, and it will be difficult to manage.

Other ideas that emerged were that some leaders had good ideas, but they did nit know how to prioritise. At times implementation was a challenge, ideas were not taken to the end, the leadership would take any new idea that comes from benchmarking from other and implement it without first checking if it suits the context.

> Mr Atamelang: Well leadership in our school consults a lot and has got a lot of ideas but I have witnessed a weakness in terms of priority. They do not know how to prioritise, because if you prioritize work from one aspect you are satisfied then you move into another one. You find that we are working on trial error maybe today we will go to Thibogang Senior Secondary School for benchmark, we just do this and then it takes long to implement. Once we try to implement that good idea from Thibogang, they will say no, Mmupudu Senior Secondary School does one, two and three, we will jump this one and go into the new thing that's what I am trying to say. We don't take an idea and see it to the end, anything new comes we just receive it. So that is the challenge that I am seeing with the leadership of this school.

The findings revealed that Ms Rapelang and Mr Yaone were of the opinion that the leadership did not want to work with the subordinates. This finding suggests that the leadership in the sub-region was autocratic. This is not surprising, because PEOs 11 are supervised by PEOs 1 and they could be having perceptions about their supervisors. Mr Agisanang, who is PEO1, stated that he believed in guiding and directing employees and allowing them to be autonomous, but not necessarily abdicating his responsibility of making them account for their performance. This finding does not surprise, because PEO1 is part of the sub-regional leadership.

School heads' findings had commonalities and differences. The findings suggest that the majority of participants seem to be using more than one style, depending on the situation or the task at hand. However, the dominant style among school heads is the democratic style. For example, Mr Rakae and Mr Tshipi stated that they believed in allowing people to express themselves, or share their ideas, while Ms Mosweu and Ms Tafila believed in consulting and delegating duties to people. Teachers' findings also have similarities and differences and, in some cases, teachers from the same school contradicted each other. The contradictions are not surprising because these are perceptions and people perceive things differently. Mr Rorisang and Ms Mosutlhane stated that the leadership was new and that they were still observing it. However, Mr Rorisang stated that the past leadership was authoritative, it did not consult enough and that

she was more-results orientated. This finding is not surprising, because their school was the one among the six researched schools that had been performing very well for the past five years. When teachers were further probed about the school's performance, this is what one of them said:

> Ms Mosutlhane: We have been performing well, quite well for the past 5 years let me say so and I believe that we are still going to perform. Ya, we got hundred percent last year in results ABC, AB I am not sure about 70 something percent.

This finding further suggests that, even though the teachers felt the leaders were dictators, the style seemed to have produced positive results, even though teachers were not happy about it. Ms Ratanang said the leadership was timid and slow to act, which affected teachers' normal progression, as the leadership would take a long time to recommend people for progression. Ms Koketso said the leadership was visionary and transformational, which was also contradictory to what the school head said. This finding is not surprising, because, when the teachers were probed about the leadership and the performance of the school, she said the school had been underperforming and felt the school needed to change leadership.

Ms Ratanang echoed the same sentiments when probed about the leadership and the performance of the school:

> Ms Ratanang: Our performance is low… It is not satisfactory now because we are performing at fifty and below fifty sometimes. I think the environment is one of the challenges, though people do not agree but the environment counts.

This finding is not surprising, because the school is in an environment where, through observation, I could see students were from the disadvantaged area looking at the houses. Some students were wearing dirty school uniform, and, in front of the school, I saw people drinking alcohol and smoking. This finding further suggests that the parents are not educated and are not in well-paying jobs if they are working. This could further suggest that the area is not conducive for learning and that parents are not involved in their children's education.

Even in schools where teachers said their leaders were doing well, they expressed dissatisfaction regarding academic results. For example, Moologa Senior Secondary School achieved 36% in

2015 and in 2016 it dropped to 22%, which they stated were below the sub-regional targets for the said years.

Findings from the questionnaires suggest that school leadership styles were ethical. For example, when participants were asked questions related to leadership styles, such as school leadership, leads by example in ethical behaviour, most of the participants agreed. The school leadership has great respect for staff members and learners, most of the participants also agreed.

Viewing the findings from literature review perspective, Rabindarang, Bing and Khoo (2014) state that leadership style can influence others to achieve organisational goals and the leadership style is dependent on the capabilities and leadership skills in leading organisations. In this study, all school heads and Mr Agisanang stated that they were democratic leaders and some, such as Mr Tau, Ms Oteng, Ms Mosweu and Ms Tafila, stated that, at times, they exercised autocratic leadership. None of the Principal Education Officers and school leaders stated that they were instructional leaders and yet they have been teachers before. It has also been found that, if school leadership could focus their attention on emphasising good instructional practice, they would go a long way to improving academic achievement (World Bank, 2012). The participants also did not state that they are transformational leaders, yet they are operating in complex, dynamic organisations that are facing many challenges, as evidenced by the interview responses. Effective school leadership is increasingly viewed as key to large scale reform and to improve educational outcomes. To achieve this, effective leaders need a wide range of knowledge and skills, such as curricular, pedagogical, student and adult learning in addition to managerial and financial skills, abilities in group dynamics, interpersonal relations and communication (Mathews, 2007& United Nations International Children's Emergency Fund, 2009). Findings from the Principal Education Officers 11 and teachers' interviews refute what the school heads Principal Education Officer 1 stated about being democratic, because their interview responses suggest that their supervisors' leadership styles are both autocratic and a bit of laissez-faire. The findings further state that the leaders do not trust their subordinates. Johnson (2018) states that trust is assumed to bring members together, encouraging teamwork and effective communication. The author further states that high trust organisations make quality decisions, are more effective and efficient and are more productive. Findings from the questionnaire also

refute what the interview responses from the school heads state. Questionnaires' findings suggest that the leadership is ethical and yet none of the school heads stated that they were ethical. This finding is surprising because Sebudubudu (2014) emphasises that the public sector is susceptible to numerous cases of unethical practices, where it is stated that several cases are of sophisticated white collar crime and senior private business leaders, political and senior government officials, who engage in deals involving their own families, despite the fact that Botswana is said to have a relatively strong and well-functioning governance and that it has established well known authorities, such as the Independent Commission Against Corruption (ICAC) and Directorate on Corruption and Economic Crime (DCEC) (Gabriel, 2013).

Public Service Dominant theory proposition 3 states that sustainable Public Service Organisations (PSOs) are dependent upon building long-term Relationships across service systems, rather than looking for short term transactional value (Osborne, Rader & Nasi, 2014). The authors further state that the core of such relationship building is trust. Trust is therefore key to relationship marketing (RM) and both enables the change process that iscommonlyessential to finish an exchange within an on-going relationship and offers the foundation for shared commitment that decreases the doubtslinked with opportunistic behaviour in an environment that is increasingly becoming unstable (Osborne et al. 2014). Considering the continuing prominence in public policy upon trust as a governance process within the plural state (Osborne 2006), it is surprising, therefore, that RM has not yet made a notable impact to marketing practice within PSOs. As discussed above, the governance of external-oriented relationships (with other PSOs, service users and other significant stakeholders in the public service system) is at the core of a sustainable business model for PSOs.The proposition refutes what some participants stated about relationships in their institutions. Ms Rapelang, Mr Yaone and Ms Segolame talked about leaders not having good relationships among themselves and with their supervisees and leaders not supporting and trusting each other.

Ekaterini (2010) states that states that Expectancy theory is essential among leadership styles, because a leader's style can consequently influence employee motivation and job satisfaction, managerial effectiveness and communication and organisational commitment. Acquiring a leadership style takes effort and an immense understanding of what one hopes to achieve,

therefore, the best style of leadership is dependent on the situation. This resonates well with what Ms Oteng, Mr Tau, Ms Mosweu and Ms Tafila said when theystated the style they used is dependent on the situation or task at hand. This is where the expectancy theory plays a role. Applying the expectancy theory within an organisation benefits not only leaders, who will recognise their own behaviour, but also employees, who will make choices based on their goals, needs and experiences (Battacharya, 2016).

5.4 Chapter summary

In this chapter the conceptualisation, participants' experiences with regards to service provision and delivery produced through semi-structured interviews, questionnaires and documents review were presented and discussed in relation to the research questions, theoretical frameworks and literature review. The main findings that emerged from this chapter were that all research participants' conceptualisation of service delivery was context-specific and they regarded service delivery as core in the delivery of their mandates, quality service and ensuring customer satisfaction; service users have no role to play in the delivery of service (s) to them, as it was one way and that there was no compliance to policies/service standards. The participants said as policy implementers, they played a crucial role in ensuring that there was policy implementation and compliance. However, what came out clearly was that policy implementers did not have sufficient knowledge and understanding of some of the policies. The participants also believed that there was too much top-down approach and that policy implementers were not empowered to implement and comply with policies successfully. Regarding monitoring and evaluation, all participants were of the view that, if done well, it could lead to improved accountability and decision-making and thus enhance service delivery. What emerged too is that there is no leadership style that is better than others. It really depends on the situation on the ground and that effective leaders need a wide range of skills in order to improve service delivery and that leadership styles could be used to influence employees to achieve aligned personal and organisational objectives. In the next chapter, I present the implementation challenges experienced by participants and how they were resolving them.

CHAPTER SIX

IMPLEMENTATION CHALLENGES AND SOLUTIONS

6.1 Introduction

The preceding chapter was devoted to the descriptive presentation, analysis and discussion of the conceptualisation, experiences of participants with service provision and delivery in the researched district. This chapter concludes the data presentation and analysis section by presenting the implementation challenges experienced by participants and how they were resolving them. As in the preceding chapter, a critique of the findings is then facilitated through interrogating the research questions, theoretical frameworks and literature review that were explored at great length in the previous chapter. Pertinent findings were analysed through thematic analysis, as explained in the research methodology chapter.

6.2 Discussion of findings

The following responses, as stated in the previous data analysis chapter, were also elicited from the various participants who comprised of Principal Education Officers from the sub-regional education office, school heads and teachers from all the six researched schools. Implementation challenges and solutions tried to resolve implementation challenges in this section.

6.2.1 Implementation challenges

When research participants were asked about the challenges they faced when implementing service delivery, they revealed commonalities and differences in their responses according to their job descriptions (i.e. whether they were teachers, school heads or Principal Education officers). For example they stated many challenges, such as lack of training, lack of support, lack of financial resources, lack of material resources, neglection of children by parents,a large workload, aggressive learners, lack of incentives for teachers, power dynamics, not trained to teach a diverse class, staff resistance, aggressive learners and shortage of classrooms During the initial coding, I came up with thirteen codes and I then revised them, merged similar themes and dropped those that did not answer the research questions and I ended up with two sub-themes, such as support and staff resistance to change, as shown below:

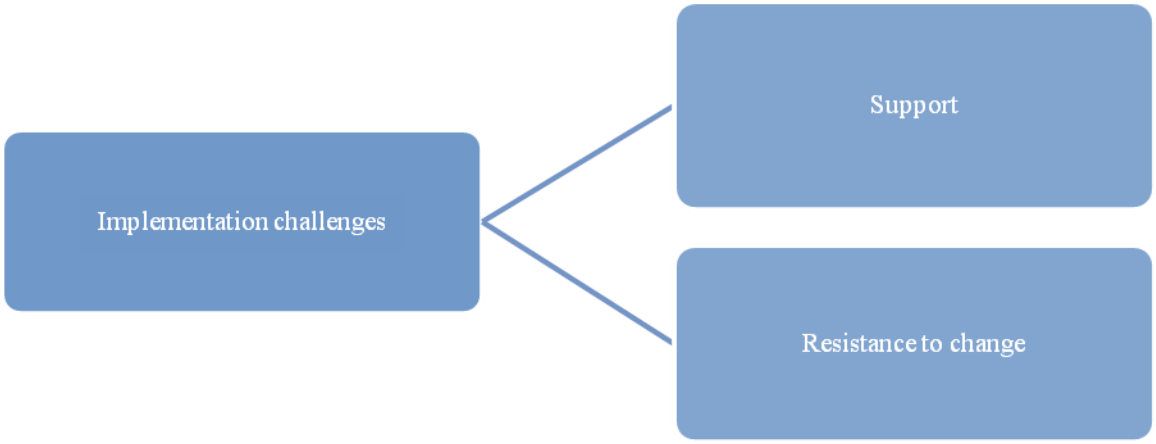

Figure 8: Theme 3 and sub-themes

The theme is discussed in relation to sub-question three that referred to the obstacles, if any, the Principal Education Officers, School heads and teachers were experiencing in the implementation of service delivery in the basic education sector. The sub-themes are discussed according to the three sets of participants.

6.2.2 Insufficient support system

One of the notable challenges experienced by PEOs, School head and teachers was training**.** Participants were of the view that they received insufficient support during training and this impacted on the knowledge and skills that they acquired to assist them to do their work efficiently. The participants also felt that they were not rewarded for effort and performance.

> Ms Rapelang: I was trained in inspection for 4 weeks, in the past people used to be trained for 3 months. I had induction, there is subjectivity in the standards that we use as it is very difficult to assess your own process. If we go the Botswana Qualifications Authority (BQA) way, people are supposed to be accredited for the job they are doing.

One Principal Education Officer shared an idea about training regarding inspection. This is what he said:

> Mr Yaone: I was trained a little bit when I was working as a senior teacher as I was in a way inspecting my supervisees. This helped me a lot as I was learning by doing and apart from that I have never been given a professional course or trained in a professional course as an inspector. Although some have been trained, a few…I was not trained because a small group was chosen and I happened to be one of those who were not chosen and we were promised to be trained but it has never happened, at that time it was 2013. Not being trained as an inspector affects my work, but I have learned to survive. There are certain things I am not trained in and the thing is I learn fast from the others.

The PEOs findings show that training in inspection is critical for them so that they could do their inspectoral functions well, thus improve school effectiness which will lead to improved service delivery. PEOs have to be trained on the areas that they are to inspect schools and school leadership is one of areas. Some of the inpectors have never held leadership positions above senior teacher 1 at secondary school. This could pose a challenge on the inspectors who have no experience on the area.

Ideas from other participants add that the following points were related to lack of training. Some participants said due to lack of training: they used experience they got from observing those who ran the schools before them did; they asked for help from other school heads; that the knowledge they have now is too abstract and that they need to be continuosly be in-service trained on the subjects they teach and on policies.

> Ms Oteng: We are not trained in leadership and management issues and it is difficult to run the school without the necessary training. Yes, we use experience say from observing what those who ran the school before us did, we ask for help from other school heads if I have an issue with something.

One teacher shared ideas on training. This is what she said:

> Ms Sebokolodi: I did my degree in humanities and when I came to teach, I taught Moral Education. Here at UB you only meet students for six weeks and then we have to go and teach them, so you find that you really have to struggle to find the confidence while on the ground they take it you have trained and you know everything. You get to a school and we know you teach in a multi-cultural environment where students/pupils come from diverse cultures and different socio-economic backgrounds and we are not equipped with the skills to teach students who come from very poor backgrounds as opposed to students who come from a middle class. You must struggle and use discretion and you struggle to strike a balance.

The teacher's except above shows there is misalignment of skills. It also suggests that the teacher does not have content knowledge on moral education, and they are not trained to deal with a diverse class. All the factors stated above will constrain epistemological access of learners. Teaching practice and/or experience will also be extended so that people who do post graduate diploma in education (PGDE) can develop confindence to be able to teach leaners well.

The above research findings seem to suggest that the majority of the Principal Education Officers were of the view that lack of training affected their work, as they had to rely on those who had been trained to help them and/or observe them. This finding suggests that Ministry of Basic Education did not take training of its employees seriously, or it was ignoring its responsibility to train employees. This finding is not surprising, because the schools were reported not performing well, as evidenced by the participants responses in the previous Chapter.

Likewise, the school heads felt the training on leadership and management should be provided to people who were promoted to the position of school head. In this regard, Ms Oteng claimed that it was difficult to run the school if you did not have the relevant training, while Ms Mosweu felt it was demoralising. Mr Tshipi, Mr Tau and Mr Rakae said they depended on their experience and through observing people who headed schools when they were still teachers. These findings suggest that each school head was running their school according to what they perceived to be the best practice from their experience and observations and not according to what they were trained to do and what the education policies and standards dictate.

The teachers felt that the training was important because it could help them to understand the policies better and so improve service delivery. Ms Sebokolodi stated that she was given a

subject that she had not been trained to teach and felt that it affected her confidence. Like findings from other sets of participants, this finding suggests that training was not given priority it deserved and thus affected service delivery.

From the documents review perspective, only two out of six schools (Thoti Junior Secondary School and Ipapatso Senior Secondary Schools) had inductions for new staff. Thoti Junior Secondary School further reported in the minutes of the general staff meeting, held on 09 September 2016, that they had training on work ethics and computer awareness. This finding is not surprising, because, when the participants were probed on questions related to training, they stated that staff development training plans were not implemented, because there was lack of funding. This finding corroborated what the participants said that there was no employee training and professional development.

The questionnaire data revealed that, when the participants were asked a question about how the lack of capacity building of workers causes poor service delivery, most of the participants answered in the affirmative. When the participants were asked if they got the necessary training to be able to implement policy reforms efficiently and effectively, the majority argued that they were not getting the necessary training to be able to implement policy reforms efficiently and effectively. On the question of whether school leadership ensured employees had knowledge and skills to implement policy reforms aimed at improving service delivery, the findings demonstrated that the majority participants were non-committal in their responses. These corroborated what the participants stated, in the interview responses, that training was crucial for improving performance and that they needed to be equipped with the necessary knowledge and skills to be able to improve service delivery. Two out of four School heads, Ms Oteng and Mr Yaone, stated that training could help improve their work. This finding is in line with what Hervie and Winful (2018) and OECD (2010) state that employee training and development are crucial in the workplace, as they contribute to improved employee and organisational performance, effectiveness and efficiency. The authors further argue that educational institutions have to develop their workforce in order to enhance performance. Similarly, Otulike-Mongwaketse and Mukhupadhyay (2012) assert that training institutions should prepare teachers to develop content knowledge, skills and attitudes that can help them deal with diversity in their

classrooms. What Otulike-Mongwaketse and Mukhupadhyay (2012) state resonates well with what Ms Sebokolodi stated when she said they were not equipped with the skills to teach a diverse class (Education & Training Sector Strategic Plan (ETSSP) 2015-2020)

ETSSP (2015-2020) states that it is the Ministry of Education's priority to develop a sustainable system of teacher training, with a view of producing teacher trainers and in-service teachers who will have the competencies to deliver curriculum, improve the profession of teaching and be able to deal with the challenges of the 21st century. Ms Koketso holds the same view as ETSSP (2015) when she stated that teachers' skills and knowledge on some innovations have to be developed in order improve service delivery.

The above discussion is also supported by the Public Service Dominant Theory, which states that a key resource for public sector organisations (PSOs) is knowledge and using it for delivering service experience. Service performance is produced when service user expectations agree with the truth of their service experience and that the process of service delivery is about the change of knowledge into such a service experience (Osborne, et al., 2013). Lusch and Vargo (2014) also posit that such transformation of knowledge is the defining feature of a sustainable business model in any market, public or private, product or service based. A sustainable business model isthus not worried with the control of the entity costs and internal efficiencies of a manufacture process, but rather with 'the use of specialised skills and where knowledge is the essential resource. This proposition corroborates what the participants said about equipping employees with knowledge and skills, so that they would put what they have learnt into practice and therefore improve service delivery.

Siimilarly, Vroom's (1964) Expectancy Theory states that motivation only does not determine employees' performance, but it is also dependent on aspects such as personality, skills, knowledge, experience and abilities. These factors resonate well with what Crawford and Mills (2011), who assert that organisational leaders must develop strategies that maximise knowledge, skills and abilities to obtain the best performance possible. This corroborates what Ms Koketso stated about developing knowledge and skills in order to improve performance and thus leads to improved service delivery.

This discussion so far has shown that most of the participants believed lack of training affected their job performance. They were of the view that newly employed staff and newly promoted employees should be inducted before they started their new jobs.

6.2.2.2 Lack of resources to support service delivery

The lack of resources was another constraint mentioned by research participants as an implementation challenge. Participants were of the view that both the lack of human and financial resources affected their job performance. The following quotations from the participants illustrate how the lack of resources affected implementation of service delivery.

> Mr Agisanang: We have a challenge of resources, for example, transportation and finance. This prevents us from visiting schools as planned.

All the PEOs stated that they could not implement their plans due to lack of finances and transport, This calls for the sub-regional leadership to prioritise allocation of resources to PEOs so that they could do their job well, thus improve service delivery.

Ms Segolame was of the view that classes were too large for classrooms.

> Ms Segolame: Lack of resources is one of the challenges, for example, the classes are too large for the classrooms that we have and therefore this makes it difficult for me to apply some things that I learnt from University.

This finding suggests that the teacher is not able to give learners individual attention. This leads to epistemological access being constrained, thus declining learning outcomes.

Congruent to others Ms Mosweu saw resources as crucial in the running of the schools and seeing to it that there was delivery of the curriculum. This is what she said:

> Ms Mosweu: There is lack of finance, we don't have money for almost all the things we need and we are only given money to run the daily things such as the delivery of the curriculum but there is no money to do extra stuff and this affects our performance. Some students come from

> disadvantaged backgrounds and getting parents to be involved is a problem and it is hard to get people to assist us with finances.

Participants were of the view that both lack of human and financial resources affected their job performance. For example, Principal Education Officers argued that lack of transport hindered them from visiting schools, as they had planned, and that they were thin on the ground to address issues raised by schools.

Similarly, School heads and teachers argued that inadequate funding from the Ministry of Basic Education affected their core business, which is teaching and learning; the procurement of materials needed for teaching; and learning andthe implementation of their plans. This finding suggests that learners' education was not being supported by the ministry and/or sub-region. This finding further suggests that educational resource policies are not implemented and complied with as they should be, and this is assumed might affect service delivery.

Findings from the review of the institutional staff meeting records for Heads of Department (HoDs) Meeting, held on 11 April 2017 from Khudu Junior Secondary, indicated that the school had a shortage of resources, such as notebooks, exercise books and chairs. It was also reported that, during the Teachers-Parents Meeting of 04 April 2017, the parents were requested to buy books for their children. In addition, it was also reported that, due to shortage of chairs, the whole class could be taught standing up. Shortages of chairs were attributed to theft in the school. This finding suggests that learners' academic achievement could be compromised through lack of books and it is not surprising, because Ms Segolame and Ms Sebokolodi had observed that their school performance had been declining. Ms Mosweu also stated that they had not been performing as expected, because of challenges they had in the school.

The finding from the questionnaire revealed that most of the participants argued that they did not have the resources to do their jobs. This finding corroborates the participants' responses from the interviews that there was lack of resources and that it affected their job performance.

Similar to findings from the reviewed literature, these findings corroborate what participants said about the impact of lack of resources, which affected their work because they were not able to

visit schools as planned. Lack of key resources also prevented inspectors from performing inspectoral services and to prepare meaningful reports (UNESCO, 2017). School heads and teachers affirmed that lack of resources affected their performance and learners' academic achievement. A study conducted by Obinga, Waita and Mbungi (2017), revealed that availability of physical resources such as textbooks, furniture, classrooms, libraries and laboratories highly impact the internal efficiency of public secondary schools. Similarly, Mutai (2006) and UNESCO (2008), state that teaching and learning materials (such as textbooks, classrooms, teaching aids, stationery and laboratories) affect positively academic performance of learners. Likewise, ETSSP report states primary schools in Botswana have a shortage of classrooms in urban areas and major villages leading to congestion and high teacher pupil ratios, which, it is assumed, affects learners' academic achievement. The report also states that is also lack of ICT facilities, which hampers the delivery of IT-based education (ETSSP, 2015).

To sum up this section, it is clear the participants felt both human and material resources should be provided on time, as resource education policy requires.

6.2.3 Staff resistance to change

Participants were of the view that policy reforms were failing, because employees did not want to embrace the change initiatives but wanted to keep the status quo. The following quotations demonstrate how the participants thought staff resisted change. This is what one of the participants said:

> Ms Rapelang: We experience resistance from teachers when bringing something new; school heads and teachers are given personal development plans (PDPs) which will not necessarily address their pains, that is individual and school pains; school development plan has to be there but people do not want to work; people are not doing the right things; resistance comes from perceptions for example levels of operations (LOO) mixed up things. School heads' salaries were increased, and education officers were not increased or elevated. So, school heads are saying we are not their supervisors and cannot take instructions from us because they earn more than us.

What this finding suggests is that school heads do not take instructions from them, which makes supervision and/or support from the sub-region to schools difficult. Maybe PEOs are also saying, why should we supervise people who are earning more than us? This issue needs continous

interaction between the two parties to see how supervision can be improved for the sake of the learner who is on the receiving end of the conflict.

> Mr Tontobane: We see people resisting change and having a negative attitude on implementing service delivery because it talks more about working, planning and implementing your plans and evaluation of the plans.

Ideas from other participants add the following points were related to resistance: teachers undermining leadership because they feel they are more educated than them; experienced fear of the unknown; confusion from the introduction of things and that some policies were oppressive. Ms Ratanang had this to say:

> Ms Ratanang: Sometimes the teachers undermine the executive/management, and this might be because they feel they are more educated than the management, so they challenge their authority. So, teachers need someone who is like them who could hit the nail on the head.

The findings also showed commonalities among most of the participants. The Principal Education Officers were of the view that sub-regional staff and teachers were resistant to change. Ms Rapelang stated that they there was resistance from the teachers especially when they introduced something new. She also added that school heads were refusing to take instructions from them as their salaries were higher than theirs. These findings are surprising because one would assume that the sub-region is the highest authority and it should be respected by taking instructions from them. Mr Yaone echoed the same sentiments but added the issue of people having a negative attitude towards work. The question is why the negative attitude? This could be attributed to lack of trust and lack of support that were mentioned elsewhere.

Likewise, the findings of the study revealed commonalities among most of the School heads. Most of them were of the view that staff was resistant to change. This finding is not surprising because School heads supervise teachers and they must ensure that teachers implement policies and programmes.

Most teachers did not state staff resistance to change as one of the implementation challenges they faced except for three, two of whom happened to be senior teachers. This finding is not surprising because teachers do not have staff to supervise and it suggests that they do not see themselves resisting change.

Similar to findings from the reviewed literature, these findings corroborate what the Principal Education Officers and the School heads stated about teachers being resistant to change. Campbell (2012) states that teachers are often accused of conservatism and resistance to change. The author further states that many education policy makers can list numerous examples of well-intentioned reforms that were opposed by the teaching profession and their union representatives in the past (Campbell, 2012). Literature refutes what Principal Education Officers and School heads stated that teachers are resistance to change. Van Damme (2014), states that teachers argue that reforms are often imposed from top down without much consultation with or respect for the professional wisdom and experience of the teachers themselves. Similarly, Zimmerman (2006) and Williamson & Blackburn (2010) argue that no change is successful if people being asked to do it do not see its need while Kets de Vries, et.al. (2009) also argue that changing mind-sets is never easy and people who are to bring about change must be prepared to think and see change in a positive way and be able to manage it effectively as change usually induces a lot of stress. Change agents should provide quality coaching (Cornett & Knight, 2009) and it is important that there be effective communication between change agents and teachers (Goldsmith & Reiter, 2007).

Expectancy Theory envisages that resistance will result if any of the following conditions hold: (1) the individual has expectancies that the relationship between a change in behaviour and performance is uncertain; (2) that the link between performance and outcome is uncertain; and (3) the outcomes have negative value to the individual (Porter and Lawler 1968). Participation can lead to lower resistance through its influence of all three of the above conditions. First, participative processes provide management with a platform for explaining and presenting the arguments for a proposed change. During this process, motives for change and the necessity of change can be made explicit and counterarguments made by subordinates can be voiced, discussed and incorporated into the content and process of change. Also, participation can grant

subordinates direct influence on the content of change, scheduling of sub-processes and how to handle politically difficult issues, such as replacement and of employees and layoffs. Together this would change the expectancies of the relationship between individual behaviour and performance; and the perceived relationships between performance and outcome dimensions relevant to the individual, as well as the perception of outcome valence (Hope & Pate, 1988). This resonates well with what participants stated: that they would like to be involved in the process of change and not for things to be imposed on them.

The discussion above shows that leaders were of the view that teachers were resistant to change, while teachers felt that policy reforms were imposed on them.

6.3 Suggested solutions for successful implementation of change

The theme will be discussed in relation to sub-research question four: How do Principal Education Officers believe the Ministry of Basic Education should arrest the perceived challenges of service decline in public schools? The sub-themes (motivation, frequent visits by sub-regional staff and timeous provision of resources) will be discussed in detail according to the three sets of participants.

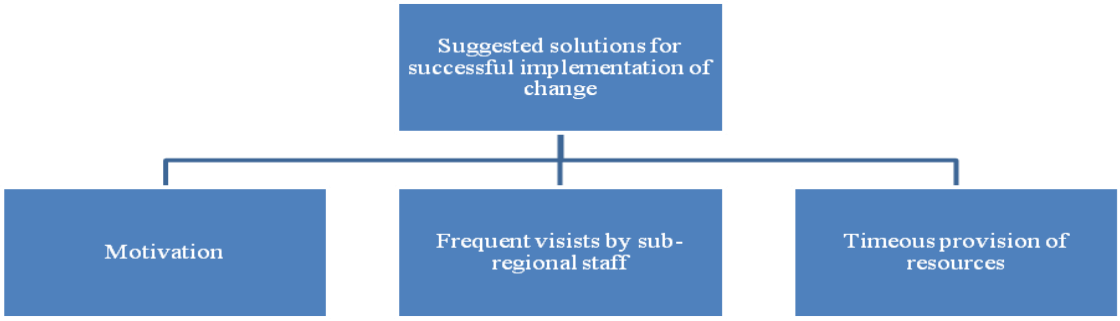

Figure 9: Theme 4 and sub-themes

6.3.1 Motivation

Participants suggested solutions they tried to use to resolve the challenges that they experienced. The majority of them believed motivational factors, such as in-service training and performance-based rewards, could help improve their performance.

6.3.1.1 In-service training (INSET)

Most participants believed they needed to be continuously trained and/or developed, if they were to be more efficient and productive. There was convergence from all participants that they needed in-service training. They linked in-service training to improved empowerment, confidence and learning outcomes. However, Mr Agisanang stated that they needed be involved in needs assessment so that in-service training meets the needs of the organisation and employees. The following quotations demonstrate that they believed in-service training would close gaps that they had:

> Mr Agisanang: We need in-service training, but not the one where you are not involved in needs identification, where you just get a letter telling you that you have been invited to attend a workshop on leadership and management on such and such a day. I sometimes say going there is just a waste of time where you get to a workshop and you find people are discussing issues that you were trained on.

> Mr Atamelang: We need in-service training, but the problem is that it is not effective because of lack of funds. When we plan for workshops, we are told there are no funds. Yah, that is the thing, in-service training, that is where we need to improve. As far as some things are concerned, I do not think we have enough in-service and the ministry should improve on it.

Given the above narrations, the participants value in-service training, but they want it to be well coordinated and funded if it is to achieve the desired impact.

Principal Education Officers seemed not to be in support of in-service training for themselves, even though they stated, under the challenges, that lack of training in inspection affected their job. This finding is not surprising, as Mr Agisanang stated that in-service training was a waste of time, because needs identification was not done prior to training. He felt people were driving their objectives so that they could write reports. The other thing that this finding suggests is that maybe they were also not challenged to better themselves, especially that they doubted the in-

service training's efficiency and effectiveness. Mr Mothobi stated that they needed to train their junior officers. This finding suggests that he regards employees as valuable assets in the organisation and that he linked in-service training to improved performance.

Two School heads were of the view that they needed in-service training. Ms Oteng stated that it would help her fit at any school that she would be transferred to, while Ms Mosweu stated it would help close the performance gaps. This finding is surprising, because, when school heads were asked about training, the majority of them revealed that they were not trained in leadership and management and yet only two of them were the ones who indicated they needed in-service training. This finding suggests that School heads like Principal Education Officers did not see the value or significance of in-service training and/or professional development. Maybe they were also not challenged to develop themselves.

Similarly, the teachers viewed in-service training as an important aspect of their professional development and they believed there was need to continuously update their knowledge and skills through it, so as to be able to cope with the demands of their jobs in the 21st century. Ms Ratanang and Ms Koketso were of the view that they needed in-service training about policies such as curriculum, breakthrough etc. so that they could understand, implement and comply with them, so as to improve service delivery. This finding suggests that teachers saw in-service as crucial in their classroom instructional practices and also mastery of content knowledge, as they believed this would build their confidence and motivate them.

Literature corroborates what participants stated about in-service training that, when teachers' knowledge and skills are developed performance is improved. Hervie and Winful (2018) state that in-service training programmes for teachers in Ghana increase the attributes of a good teacher, which tends to impact positively on the teachers' performance. The authors further assert that in the modern world, in-service training plays an important role in the enhancement of education. To improve the performance of the organisation in terms of knowledge and skills, the roles and capabilities of trainees can be developed through in-service training.In-service teacher training allows teachers to be more methodical and logical in their teaching style (Kazmi, Pervez & Mumtaz, 2011).

The Ministry of Basic Education in Botswana has a five-year plan, ETSSP (2015-2020) which is outcomes-orientated and sets out Botswana's educational mission, goals and objectives. It is also outcomes-orientated in terms of the strategic planning level and at the programme and implementation level (ETSSP, 2015 - 2020 p.11). This plan states that it intends to train both pre-service and in-service teachers on the new outcomes-based curriculum to be able to improve educational outcomes. The plan further states that many of its activities will be aimed at supporting pedagogical practices in the classroom thus improving professionalism, teaching skills, subject content knowledge and ICT skills of teachers through life-long learning opportunities. It further states that all schools and institutions will be made more efficient and functional through applying basic management skills. According to the plan, short term and long term training for senior and middle level managers at headquarters and regions will be provided in strategic sector planning; financial and resource management and specific sub-sector requirements (curriculum, school inspection and management), to improve management and accountability (ETSSP 2015 - 2020). This plan, according to Mr Yaone, was launched in 2015 and the interviews were conducted in 2017 from July to September 2017. Ms Rapelang, Mr Yaone and Mr Retologang were the only ones who stated ETSSP as one of the policies the Ministry of Basic Education is using to improve service delivery. I wonder if the Ministry of Basic Education has started in-service training, as stated in the plan. Nineteen participants out of twenty-two did not talk about it. What this finding suggests is that people might not know about this plan. If they knew, maybe they did not have the confidence to talk about it, which further suggests they could be having limited information about it and did not want to expose their ignorance.

The Expectancy Theory states that leaders must ensure their supervisees have the necessary abilities and traits before they expect the desired results from them and that employees should not struggle for results, when they do not have the necessary skill, competencies and resources to perform the job (Oanh, 2016). Similarly, Parijat and Bagga (2014) state that the Expectancy Theory leads to work improvement redesign, helps to align individual objectives to that of the organisation and has helped employees to be aware of issues that are strongly linked to influencing their motivation, performance and behaviour. This resonates well with what Ms

Oteng, Ms Mosweu, Mr Tontobane and Ms Koketso, when they said in-service training could lead to improved performance.

It is clear from the above discussion that the participants felt the Ministry of Basic Education at all levels should continuously develop them through institutionalised effective in-service training, which they assumed would promote new professional knowledge and skills.

6.3.1.2. Employee performance - based rewards

Participants believed they should be rewarded for performance and effort. They also felt a few words of appreciation would motivate them to improve performance. The following are excerpts from the participants:

> Ms Bakwena: Teachers who are performing should be rewarded, but there is lack of promotions in our school… and teachers would even question why there are no promotions in our school during staff meetings. It is only this year that we saw two teachers being promoted and lack of promotions leads to disgruntlement of teachers which in turn affects academic results.

> Ms Segolame: Leaders should appreciate employees who are doing their work to motivate them. There is no support from the school leadership; there is no word of encouragement or anything.

Similar to the above ideas, other ideas that emerged from a close analysis of the participants' findings were: people who have served for a long time should be promoted; people want to be motivated with money only, they do not want to given leave days and salaries do not match the work load.

From the Principal Education Officers findings, the emphasis placed on rewarding employees by Mr Agisanang revealed the recognition that staff is their most important asset. This finding also suggests Mr Agisanang wanted long service to be rewarded and not necessarily performance, which could be counterproductive to the intention (s) of rewarding employees for performance.

Similarly, Ms Tafila placed emphasis on rewarding employees for performing well. This finding suggests that Ms Tafila believed there was a relationship between rewards and employee performance.

The evidence generated from the teachers within the study suggests teachers were of the view that rewards could motivate and/or boost their morale and thus improve their performance and that of their institutions. This finding is not surprising, because Ms Bakwena, Ms Sebokolodi and Ms Mosutlhane stated that lack of promotions or rewards led to the disgruntlement of teachers. This is also in line with what Mr Rorisang stated that when they went for benchmarking in other schools, they found that there was a correlation between rewards and learners' academic achievement.

The Performance Based-Reward System (PBRS) is one of the reforms that the Botswana government introduced after the performance management system to improve the quality of service. The main aim of this reform is to motivate employees (Perry and Hondeghem, 2008) and this is in line with what participants' findings suggest that rewards could motivate, boost and maintain their morale. However, Weibel et al. (2009) argue that pay-for-performance schemes, such as PBRS, tend to have a strong negative effect on public sector's workers' intrinsic motivation. These authors' further state that the negative impact on motivation could lead to poor employee performance, which could lead to performance-based reward systems having limited success in improving public sector service quality. This refutes what participants and what Perry and Hondeghem (2008) stated: rewards motivate people.

Estes and Polnick (2012) state that Expectancy theory is the single and largest determinant of productivity among workers in all facets is motivation. Salman (2005) similarly states that this theory motivates workers to do their best, because workers set themselves targets and, when they achieve them, they get rewarded. The theory states that individuals have different sets of goals and can be motivated, if they believe that the reward will satisfy an important need. The Expectancy theory also assumes that an individual's work behaviour will be determined by what they expect to be the result of their behaviour (Boardman & Sundquist, 2009). These issues are in line with what the participants stated about rewards leading to improved performance.

From the discussion above, participants were of the view that they should be rewarded for effort and performance, as they believed there was a correlation between rewards and enhanced service delivery.

6.4 Frequent visits by sub-regional staff

When Principal Education Officers were asked how they think the Ministry of Basic Education should address the challenges they face as inspectors, Ms Rapelang and Mr Yaone stated that they needed to come with strategies that will address time that seems to be one of the challenges that prevents them from visiting the schools as they had planned. This is what Ms Rapelang said:

> Ms Rapelang: We meet teachers to look at performance and we do it in a rush because there is no time. It is not easy to implement our plans, e.g I have long wanted to visit one senior secondary school and it is not possible because we are not independent. Regionalisation has failed, it is not working. Our Directors have no power over our plans, they are controlled by other external factors e.g Headquarters and this calls for re-planning/ reprioritising our plans to create time.

School heads stated that they wanted frequent visits from the sub-regional staff, especially Principal Education Officers. They stated that the sub-regional staff only visited their schools when there was a problem or after the results; regional staff do not know what is happening in schools. Some said frequent visits would help improve performance, as they would be given feedback and/or recommendations which, when well implemented, could improve performance. The following excerpts demonstrate how they believed the frequent visits would do:

> Ms Oteng: We want frequent visits from the sub-region. They provide supervising services, but we are separated from them. If there are problems, you see them but if there are no issues they do not come to support. When the school is not performing you see them coming and telling us that we are not working and had they supported us they would have understood the challenges we are facing.

Almost all the teachers, except for Mr Retologang, did not answer/comment on the issue of frequent visits to schools by inspectors. This could be attributed to the idea that the question did

not apply to them, as inspectors, in most cases, when they visit the schools deal directly with School heads. This is what he said:

> Mr Retologang: PEOs are the ones who are supposed to check if subjects are running well. So, I do not see anything from the PEOs, I am not sure whether we still have PEOs for subjects. For me I have never seen a PEO in our school and we want them to visit schools more often.

Findings from Principal Education Officers suggest that they could not visit the schools according to their plans due to lack of resources, especially time and interference by external factors such as headquarters. They also felt doing other administrative work, such as reviewing performance of their supervisees, attending to training issues etc, hindered them from visiting the schools as per their plans.

School heads were of the view that frequent visits by the Principal Education Officers would help improve performance, as they would give them feedback on the areas that they had done well in and those that required to be improved. They also stated that implementing recommendations from Principal Education Officers improved their governance and performance of their schools. This is in line with what Mr Yaone stated elsewhere that they have observed positive results, such as improved governance and performance, but in contrast to what Ms Rapelang stated elsewhere, when she said that at times results of inspected schools go down and that they did not see the impact of inspection.

Findings show that teachers did not comment on frequent visits by Principal Education Officers, except for Mr Retologang who stated that he had never seen a Principal Education Officer at his school. This finding is not surprising, because, in some cases, Principal Education Officers (inspectors) do not deal directly with teachers.

From the literature, Principal Education Officers - inspectors and subject specialists (in-service) must “to keep constant touch withschools and conduct their inspection activities in a designated region” (School Inspectors Handbook, 2005 p 89). In fact, the regional education officersare accountable for undertaking instructional supervision inschools. Their roles are tied to schools.

They make regular supervisory visits toschools, monitor performance and other issues pertaining to the discharge ofgood quality education (Moswela, 2010). Findings from a study conducted by UNESCO (2017) in four countries suggest that inspection systems in these researched countries have common challenges, including the lack of willingness of inspectors to regularly visit schools, as well as the lack of their capacity to point out schools' real problems. In another study, conducted by Kuiper (2014) in senior secondary schools in Botswana, the findings show that Sub-regional officers hardly visit schools. The author claims that they mostly visit the schools when the examinations results are released, so that School heads can account for low performance. The author further argues that visits must have taken place throughout the year. The irregular visits by the Principal Education Officers are associated with shortage of employees and the author states that it seems de-centralisation has not actually happened and contends it will not happen until proper staffing, training and resourcing at regional level are delivered. Similarly, Kajubu, (2015) states that teachers also claim that inspectors at times do not visit schools, even if they are requested to do so. This literature corroborates what the school heads stated that sub-regional staff, especially Principal Education Officers, visit them only when the examination results are out so that they could account for low performance, or when there are problems in the schools.

It is clear from the discussion above that teachers and school heads wanted sub-regional officers to visit schools frequently, as they believed implementing inspection recommendations and/or verbal feedback and the written reports could help close identified gaps and thus leads to the improved performance of schools.

6.5 Timeous provision of resources

Participants were of the view that the timeous provision of material (financial) and human resources; headquarters to fill in vacancies on time; equip libraries and renovate infrasture. Participants linked timeous provision of resources with improved performance. This is what Mr Mothobi said:

> Mr Mothobi: *Region to provide funds on a time and headquarters to fill vacancies on time because if they do not do that eventually we are told that the post (s) has disappeared.*

Similarly, Mr Tshipi brought in the issue of providing staff especially Principal Education Officers in the sub-region so that they could visit schools regularly and get to know the challenges schools were facing first-hand.

> Mr Tshipi: Headquarters to increase staff in the sub- region especially PEOs, so that we do not have a situation that we are having now, we are never visited by subject specialists by way of PEOS, these are people who should be increased, who will then go to schools to get information and get it on the ground.

The above excerpts suggest that the shortage of both human and material resources impacts negatively on service delivery, hence there is a need for MoBE to prioritise provision of resources.

Ms Oteng shared the same sentiments:

> Ms Oteng: To have internet in all schools in order to coordinate activities well in the sub-region. To give us teachers, registers, scheme books, transfer cards and continuous assessment books on time. It is important that we are given a photocopying machine so that we can photocopy tests for the children. Without these resources we are not able to perform our jobs efficiently and effective.

Participants' findings revealed that timeous provision of resources would improve performance and they felt that, as the policy requires, the Ministry of Basic Education should provide both human and material resources timeously at all levels, so as to improve service delivery. Principal Education Officers' findings indicate that timeous provision of resources will improve performance. This finding is not surprising, as all Principal Education Officers attributed timeous provision of resources to improved performance. Mr Mothobi stated that ministry headquarters took time to fill in vacant positions and, as a result, the sub-region ended up losing the posts as they as a region or sub-region were not mandated to fill vacant posts of Principal Education Officers. This finding is not surprising because some of the Principal Education Officers and the majority of school heads revealed in their interviews that the PEOs were thin on the ground.

Similarly, School heads and teachers asserted that timeous provision of resources from the sub-region would help improve performance. Similarly, School heads and teachers linked timeous provision of resources to improved performance, as revealed by their responses from the interviews.

The study conducted by Obinga, Waita and Mbungi (2017) showed that physical resources, such as textbooks, furniture, classrooms, libraries and laboratories, are able to influence the internal efficiency of public secondary schools in a powerful way. Similarly, Mutai, (2006) and UNESCO (2008), state that teaching and learning materials (such as textbooks, classrooms, teaching aids, stationaries and laboratories) positively affect academic performance of learners. In a study conducted by Kuiper (2014) for the Ministry of Education in Botswana, it was revealed that secondary schools had resources (such as the libraries, computer and science laboratories etc), butthey were not able to serve the purpose they were designed for. For example, all schools had libraries that were performing at a low level, with books that are not as good, or useful as, recent ones; all schools had computer laboratories, but it seemed they offered only an insignificant improvement to the learning context and that the internet played a small role in the learning context. All schools had science laboratories (which were also not used for their intended purposes), but they did not have recent equipment and consumable resources. Schools had textbooks but not on all occassions for all subjects, and they were not all the timethe correct amount and that it was difficult to buy them in time. Money was also a major challenge and School heads felt they were not empowered regarding finances and that they had little say in setting up proper levels for financing their own schools. What Kuiper's (2014) findings suggest is that teaching, and learning might not be delivered efficiently and effectively and thus affects learners' academic achievement. These factors resonate well with the participants' assertions that timeous provision of resources could lead to improved performance and students' academic achievement. Conversely, Flesch (2018 p.38) argues that physical and educational resources and materials are crucial when conducting classroom instruction, however, the reseacher points out that they are "moderating variables", which implies they are not the only ones which determine instructional practices, but there are other factors that come into play. This is in line with evidence that was found from studies of efforts to turnaround low performing schools which

asserts that having resources does not warrant that they will be utilised effectively (Hatch 2013). What Fleisch (2018) and Hatch (2013) state refutes the participants' claims that timeous provision of resources improved performance and learning outcomes.

Expectancy theory states that employees have different expectations and levels of confidence about what they are doing. It is the belief that exerting more effort into one's work will lead to improved performance. That is, if I work harder, this will produce better results. This, however, is dependent on having the right available resources, such as raw materials and time (Estes and Polnick, 2012). Evidence from Fleisch (2018) and Hatch (2013) also refutes the claim made by Estes and Polnick (2012) that right available resources could lead to improved performance.

To sum this section, this study has found that the participants felt both human and material resources should be provided on time, because they believed if they were provided on time performance would improve.

6.6 Chapter summary

In conclusion, the findings elicited from the participants through the interviews, document review and questionnaires were presented and discussed in terms of each research/interview question, the theoretical frameworks, as well as literature review were presented and discussed. In short, the data presentation chapters have revealed that all the participants were of the view that service delivery was crucial to their roles, or their day-to-day work. What I found from all the participants was that it was their wish to improve service delivery, despite the challenges that they faced, while implementing policy reforms aimed at improving service delivery. They felt the Ministry of Basic Education at all levels should continuously develop them through institutionalised effective in-service training, which they assume would promote new professional knowledge and skills. The participants also felt both human and material resources should be provided on time, as resource education policy require, they should be rewarded for effort and performance and that the sub-regional officers should visit schools frequently. In the next chapter, I present and discuss key themes, trends and patterns that emerged from the presented data from Chapters Five and Six.

CHAPTER SEVEN

DISCUSSION OF KEY THEMES EMERGING FROM THE FINDINGS

7.1 Introduction

Chapters Five and Six were dedicated to the descriptive presentation and analysis of the findings. In this chapter, I present a critical and evaluative analysis and discussion of the key themes that emerged from the findings. The chapter is not meant as an attempt to exhaust all the themes and sub-themes that arose, but will focus on the major themes that I believe were significant for the purpose of responding to the research objectives and questions posed in Chapter One of this study. Each finding led to a theme and sometimes a sub-theme, which are presented and analysed in this chapter. In discussing the themes, careful efforts were made to relate the findings to the research questions, literature and theoretical frameworks presented in Chapter Two and Three respectively in this thesis. I complete this chapter by presenting findings related to the research questions.

7.2 Summary of key themes that emerged from the study

The themes that emerged from this study include: (1) participants' context-specific conceptualisation of service delivery; (2) participants'experiences with service provision and delivery, as they implement policy reforms that are aimed at improving service delivery; (3) implementation challenges and (4) solutions. These themes are analysed evaluatively. Shwartz (2014) states that evaluative analysis is when data from interviews, observations and documents are transformed to find the value, merit or importance of social and educational programmes, policies, projects and technologies.

7.2.1 Participants' context – specific conceptualisation of service delivery

The theme that surfaced conspicuously was the conceptualisation of service delivery by the various research participants and it answered sub-research question one. The findings indicate that there were both commonalities and differences in the participants' conceptualisation of what is termed 'service delivery' in education. The differences were not surprising, as the participants were defining service delivery according to their contexts. Literature shows that there is no universal definition of 'service delivery' (Harber, 2009 & Pestoff 2006). Although various

definitions of service delivery are available, the three sets of participants voiced their definitions according to their contexts and understanding. However, I am of the view that a common definition is needed, at least one that is formulated from the customer service delivery framework (Republic of Botswana, 2012), in which all the three sets of participants are using as a policy reform to improve service delivery in educational context. The definition of service delivery from the framework must cover all its elements, such as the customer perspective, internal perspective and time. This will serve as a reminder to the participants on what they are supposed to deliver when they implement service delivery, especially in the education sector. The three sets of participants should understand the elements of the framework and what they mean, and this can only be achieved by training them to be critical consumers of policy/policies that they receive from the Department of Education. This will empower them with the skills to comprehend their roles better.

The research findings suggest that Principal Education Officers conceptualised service delivery as very important in the daily running of the schools they managed. What I observed was the presence of the inspection standards (inspection checklist) and policy reforms, which suggests that Principal Education Officers were aware of the legal/policy requirements that they had to follow when providing service to their schools. This was a positive finding, as the officers were aware of the parameters within which they were operating and that it is also a clear signal that they had an understanding of their mandate, as outlined in the Organisation and Methods (2008), School Inspectors' Handbook (2005) and Inspection checklist (2014).

Further, the Organisation and Methods (2008) states that the mandate of the inspectorate and that,in order to effectively implement educational service delivery in the districts, the Ministry had to decentralise some functions, such as Inspectorate to ensure that National Education Standards were adhered to with a view to improve service delivery; to improve the quality of basic education, which would be done through the development of inspection policies and standards, coordination of the implementation of inspection policy through monitoring and evaluating the implementation of school inspection policies; and school inspections, production and publishing of inspection reports, development of guidelines and procedures on self-evaluation. The self-evaluation approach would be incompatible with other policy reforms, such

as a performance management system, which calls for regular reviews of institutional and individual performance (Organisation & Methods, 2008 p.68).

The School heads and teachers 'conceptualisation of service delivery had commonalities and differences. To a considerable extent, the views of the teachers were like those of the school heads. However, most School heads and teachers' conceptualisation of service delivery did not comply with the Botswana Customer Service Framework (2009). As stated in Chapter Five, the customer perspective framework states that the standards help Public Service to provide efficient and consistent levels of service to its customers, notify customers about service delivery expectations and to ask feedback from customers while from the internal focus the framework would prioritise the components that were significant, permitting employees to focus their efforts and resources on accomplishing realistic enhancements within a certain period of time and also making employees account for the results and ensuring that there is compliance by employees to the standards.

One notable finding was that the teachers from the same school had different conceptualization of service delivery. This finding could suggest that either the participants understood or perceived issues such as mission, vision, values, goals, objectives, plans and core services differently, or this could be attributed to working in silos and not as a team; inadequate training on policy reforms introduced by the Ministry of Basic Education; or inadequate involvement in the formulation of the mission, vision, values, goals and objectives of the Ministry of Basic Education or schools where they were employed. In this respect, I find the model of service delivery developed by Anderson and Ankerstjeme (2014) useful to guide my thinking. This model has four key elements for effective service delivery system: service culture, employee engagement, service quality and customer experience. These authors assert that service culture is constructed on elements of leadership principles, norms, work habits, vision and mission values. Getting my cues from Anderson & Ankerstjeme (2014), it is critical that the senior leadership should provide direction and purpose for the organisation. This can be done by continuously creating and communicating a powerful vision and a set of values for the organisation. The vision, mission and values must be continuously communicated by the senior leadership, so that employees can understand them, buy into, and be embraced by the people, who have to deliver

services on a daily basis. Strategy, processes and human resources policies can only raise service quality to a certain level, the rest they argue, is dependent on the leadership and culture and this is what makes great service organisations deliver great service. It is inconceivable that the participants could implement something they did not understand, or they understood differently. This then calls for leaders who have excellent leadership and communications skills who will cascade the strategy and everything that goes with it and clarify issues to employees, so that they could have a common understanding of how policy reforms that are aimed at improving service delivery are to be implemented, what services are to be provided to the customers and who, in the context of this study, were school children and parents.

Another finding that was surprising was the participants' conceptualisation of the concept of service delivery to mean providing service to clients/stakeholders. What this finding, as stated in Chapter Five, suggests is that service users have no role to play in the delivery of service to them. This is further corroborated by Harber (2009), who argues that service delivery is seen as a top-down approach, which suggests that people who want and need service provision should not do anything to get it, but should wait for it to be provided, as it does not allow their contribution, involvement and guidance of its beneficiaries. What this finding suggests is that service users should be actively involved by giving feedback on the service that is provided to them. This two-way process will make service delivery to work and be sustainable.

Relating these issues to my study, it shows that organisations that involve customers or service users by way of continuously using their feedback to improve is critical, as it can help service users to have impeccable lasting customer experience and would really help public service organisations (PSO's), such as the basic education sector in Botswana to improve their service delivery. However, I am of the view that organisations can go beyond getting feedback from service-users. Secondary schools in Botswana have students' representative councils (SRC). Leaders and teachers can use student leaders to do weaknesses, strengths, threats and opportunities (SWOT) analysis at personal and/or class level. This helps to get firsthand information, which can be collated and be used together school's SWOT analysis to develop the school's strategic plan. This will help to address students' challenges. Another way of involving students in their learning is to get ideas from them so that they can use them when they develop

new or review school policies. Parental involvement is also critical in their children's learning. Ussually schools involve parents by inviting them for PTA meetings and report collection. The school can also go beyond this and involve all significant stakeholders when they develop school policies and school strategic plan. The school can also involve parents (from different backgrounds) in different school committees like the curriculum and/or academic committee and others. This will help parents know exactly what is happening in the school if their children are getting quality service or not. When parents are fully involved in their children' learning, they will not shift the blame to the teachers because they would have taken part in the decisions that are made by the school. These factors corroborate Harber's (2009) assertions that, for service delivery to improve and be sustainable, service users should be involved or allowed to contribute meaningfully to the process and not for it to be one way. Relating this theme to PSDT, the proposition that is relevant to it is co- production. Co- production is supposed to be considered not an add-on of the delivery process, but rather a key aspect that must be managed for public services to be effective (Osborne et al., 2013).

7.2.2 Participants' experiences with service provision and delivery

Finding out the experiences of the participants regarding service delivery was critical to this study. Chapter Five discusses the experiences of participants as they implement service delivery. There were notable differences in the findings because experiences were context based. However, there was similarity from most participants, that policies are not implemented effectively. I am of the opinion this is due lack of capacity building. Similar studies have revealed that there is a general believe that policy formulation is regarded as more important than policy implementation because it is done by the the think tanks or strategies of the organization who hold very high positions. MoBE should educate employees that both policy formulation and implementation are important for the success of the organization.

There were three sub-themes that emerged from this theme: participants' roles regarding policy implementation and compliance; performance-based monitoring and evaluation and leadership styles, which are discussed below.

7.2.2.1 Participants' roles regarding policy implementation and compliance

There is evidence that suggests many countries are good at policy development and understand the policy directions they would like to take, but are less successful at implementing policy

(Blum, Manning & Srivastava, 2012) and Botswana is no exception to this rule. Policy decisions reflect the choice of the community, policy must be obeyed by all citizens, officials as well as non-officials. Furthermore, the processes of deciding and then administering public policies are legitimate only if established procedures have been followed (Krane & Marshall, 2015). Relating this to my study, I want to differ slightly with Krane and Marshall. Although the majority rules when it comes to the formulation of public policy and that policy has to be obeyed by all citizens, I argue that, capacity building for policy implementers at all levels is critical so that they can understand their roles and the policy directions. At times resistance to policy happens, not because people do not want the policy but because they do not have knowledge and understanding of the policy which leads to poor service delivery. This concurs with what May and Winter (2009) state, which is that it seems public professionals are reluctant to implement public policies, which may result in affecting the interaction between professionals and citizens and also considerably reducing the efficacy of the policy. MoBE to investigate why policy implementation remains a challenge in schools. Education leaders should determine if people understand their roles regarding policy implementation at all levels of the ministry. If they do not, then training and coaching should be provided as a matter of urgency. If there is no improvement after training, maybe this would require a paradigm shift to working with schools and establishing new roles for the leadership.

The majority of participants also stated that the leadership used a top-down approach, which leads to subordinates not owning policy reforms. This does not resonate with what Obasi and Lekorwe (2014) assert about the two systems of democracy that exist in a contrasted position in Botswana namely the direct democracy model of *kgotla* and the modern representative democracy. The traditional *kgotla* system of democracy, which is believed to have been in operation before independence, provided the framework within which citizen engagement in the policy process was aggressively encouraged, It is viewed as the modern day democratic imperative of citizen engagement in the public policy-making process in Botswana. In modern day Botswana, the *kgotla* denotes the example of good governance−demonstrated by popular participation, consultation, accountability, transparency and the rule of law. Subsequently, the participation of citizens in Botswana has become part and parcel of the public policy-making process. National, district and village level advisory mechanisms are present, institutionalised

and encouraged to be active, although the actual operations are not as effective as everyone would desire (Obasi & Lekorwe, 2014). Literature in Chapter Two suggests that democratic policy systems should move away from top-down and bottom–up approaches and introduce the centrist/support approach, which emphasises how stakeholders from different contexts influence how the policy should be implemented (Mthethwa, 2016). Similarly, Ramboll (2016) states that professionals should be supported so that they are able to understand how to apply new practices in their contexts, thus leading to improved policy implementation. This author further avers that this calls for capacity building of practitioners, re-engineering of implementation processes and the involvement of service users in supporting new practices and for policy makers to engage with practitioners and appreciating their day-to-day experiences.

Findings also show that the participants were not supportive of the top-down approach, because they felt policies were imposed on them and, as stated in Chapter Six, were not empowered to implement policies confidently. Literature shows that both top-down and bottom-up approaches have their advantages and disadvantages. These findings are in line with what Mthethwa (2012) and Ramboll (2016) suggest, which is that a centrist, or supportive (more creative), approach would be better for organisations to adopt. I agree with the participants when they say the top-down approach does not empower them partly, because, as shown by literature, both top–down and bottom–up approaches have advantages and disadvantages. Therefore, I concur with the centrist approach suggested by Mthethwa (2012), as it supports a balance of both approaches, where both leaders, who are accountable for the success and failure of policies and people from different backgrounds, are involved in decision-making.

Ramboll (2016) recognises that policy implementation is multifaceted and consequently policy implementers have to avoid a generic approach and attempt to tailor make their implementation strategies to their environments. The study also found that there is no best model to apply, so it is critical to transform mind-sets and practices, if policies are to achieve the desired impact. However, the author further suggests that any implementation strategy that an organisation adopts should have four phases of policy implementation, as discussed in Chapter Two, and I believe this would also work for the basic educator sector in Botswana.

As stated in Chapter five, the findings indicate that most of the participants believed policy implementation and compliance were important in improving service delivery. Thus, it is imperative that the leaders engage employees on issues of policy implementation and compliance so that they do not say policies were imposed on them. What came out clearly from the teachers during the interviews was that school heads instruct them to perform their duties according to policies and yet they have not been capacitated so that they are well informed about their expectations and I found this not to be sustainable. Based on the findings, most of the participants did not have knowledge and understanding of some policies, which are critical for improving service delivery. This finding has also been found in other studies that most participants felt having good knowledge and understanding of policies was important for improving performance, thus enhance service delivery.

In analysing the implementation process, it became apparent that there was a gap between policy and practice. I therefore argue that, even though there is consultation or public engagement through *kgotla* meetings, community interviews, etc., I believe Principal Education Officers, School heads and teachers should be taken on board regarding their roles on policy implementation and compliance, so that the gaps between policy formulation and implementation can be minimised. These employees should not be taken as spectators in policy development, but should be actively involved, so that the gap between policy and practice is closed. Priestley, Biesta and Robinson (2015) state that there has been a shift in policy development in some countries, such as Scotland and New Zealand, where teachers are now seen as active developers of the curriculum policy. Based on the study findings, it is critical that the leadership of the sub-region know that the performance of any organisation/school is dependent on policy implementation and compliance and that they should ensure they develop implementation plans and strategies, so that the policies reach all the intended stakeholders and that no one is left behind in terms of being trained on policy reforms aimed at improving service delivery.

Another issue that I found was that participants had no knowledge and understanding of some policy reforms aimed at improving service delivery. This concurs with Tabulawa (2009), when

he states that policy formulators in Botswana are not skilful or adept at critically analysing concepts that they use in policies. He gave an example of the constructivist learner-centred pedagogy and behaviourism used in the Revised National Policy on Education (RNPE). According to this author, these two concepts are conflicting constructs and combining the two constructs would send mixed messages to teachers, which would lead to pedagogical confusion. Tabulawa (2009) posits that if policymakers were not skillful, they could have realised that there was tension between the two concepts and should not be put together. The author further contends that learner centredness is not necessarily attractive to policymakers for its educational value, but rather has social, economic and political appeal and that its role in the RNPE was more of a symbolic gesture that anything else. After a critical analysis of the two constructs of the RNPE policy (pre-vocational preparation strategy and the behaviourist model of curriculum development), Tabulawa (2009) is of the view that it would not be possible to produce a desired self-programmed learner, as was the intention when the policy was reviewed. This then raises the question of how the RNPE, and its associated policies are meeting the needs and/or expectations of the Batswana people. Maybe not if it is unlikely to produce a preferred learner (Tabulawa, 2009), who would be able to compete in the new knowledge economy. Another question to ask is how do we then expect policy implementers to be skilful in implementing policies if the policymakers are said to be not skilful? It is critical for policymakers and implementers to have the requisite skills, so that they would be able to their job well. The findings indicate that participants as policy implementers want to be skilled so that they would have the confidence to implement policy reforms. This concurs with OECD Report (2017), which states that public servants work with different types of stakes who have varying needs and expectations to inform policy formulation. New technologies and a growing body of policy relevant research call for new skills for effective and policy advice. The report further emphasises a well-known issue that the capacity and capability of public service organisations' employees is vital to the success of all public policy and reform. I agree that policy-makers and implementers, who are skilful, will ensure the success of policy formulation and implementation, as stated by the participants that they want to be involved in policy formulation and be equipped with skills, so that they would be able understand their expectations and/or the different roles they play in policy implementation and compliance. The Public Service Dominant Theory proposition that is relevant to this sub-

theme is proposition six, co-production is concerned with implementation of public policy and the design and delivery of services. For the theme of roles and experiences of participant, co-production highlighted that the success of policy implementation and compliance is dependent upon how active or empowered populations of beneficiaries are to implement public policy. It further states that co-production can arise as either a top-down or bottom–up effort and, policy implementers should find a supportive, or centrist approach, if they want to be successful in implementing and complying with policies.

7.2.2.2 Performance-based monitoring and evaluation

Monitoring and evaluation were another sub-theme that emerged under the theme participants' experiences with service provision and delivery. Findings of the study indicated that participants considered monitoring and evaluation as critical to their jobs. The sub-region and schools had monitoring and evaluation tools, but their level of understanding of the use of these tools differed greatly among schools. This could be attributed to lack of capacity building.

To monitor and manage change in public organisations is very critical for tracking progress. They also play a significant role when it comes to allocation of resources for successful implementation of policy reforms aimed at improving service delivery. Therefore, MoBE must strengthen its monitoring and evaluation control systems can impact the implementation of policy reforms in a bad way. This is emphasised by Mothusi (2008) who asserts that all stakeholders (such as government officials, politicians, parents and students) are entitled to regular reports on the performance of public programmes, not only on information on costs and completion of programme or projects, but also information on the quality of service delivery on the programme or project. For monitoring and evaluation to be successful, there should be communication between the sub-region and schools and should be done regularly not only when the the results are out. This is in line with Mcloughlin and Batley's (2010) assertions that, for monitoring and evaluation to be successful, a bottom-up monitoring plays a critical role in improving service delivery compared to the traditional top-down which is found to be ineffective. The authors further maintain that such effects are highly context dependent. I am of the view that a centrist approach discussed above could work better for monitoring and evaluation.

Literature shows that MoBE's monitoring and evaluation mechanisisms need to be strengthened. I am of the view that the ministry should prioritise and allocate funding for it. They should develop a monitoring and evaluation framework/strategy that will guide the sub-region and schools on variables to track or report on because if this information is not effectively communicated with the schools they might report things that do not make an impact in the provision and delivery of service. Findings of the study revealed that school heads and teachers feel monthly reports create extra work for them. I am of the opinion that this finding is the partial outcome of lack of effective communication. Therefore, it is of outmost importance that MoBE should explain the importance of data to schools. Another issue that was raised by the School heads and teachers was that the sub-region does not give them feedback on the data they submit montly. I am of the opinion that schools should be given feedback so that they could learn from their weaknesses and improve their processes which will lead to improved service delivery**.** This is in line with PSDT, which states that there should be engagement among stakeholders. Engaging both internal and external stakeholders will help prevent people from working in silos and risks that come with innovation will also be shared.

7.2.2.3 Leadership styles

Leadership style is another sub-theme that emerged from the data**.** Leadership styles are the approaches used to motivate followers. Yahaya and Ebrahim (2015) assert that many researchers take the leadership style as a vital variable, influencing employees to perform their duties leading to enhanced organisational performance. A Leadership style is said to influence others to achieve organisational goals and that the leadership style is dependent on the capabilities and leadership skills in leading organisations (Rabindarang, Bing & Khoo, 2014).

As stated in Chapter Five, the dominant style that came up from the data was the democratic style, which involves other people in the decision-making process (Lamb, 2013). The author further states that this style encourages people to be committed in their work and promotes teamwork, which leads to enhanced decision making, thus leads to improved performance. Linking this to my study, the dominant leadership style among the participants especially school heads was the democratic leadership style, even though some of participants seemed to be using more than one style depending on the situation or the task at hand. The findings of my study suggest that Principal Education Officers and some teachers had concerns with the way they

were led and this could be attributed to the poor academic results for 2018 from the two researched senior secondary schools - Moologa - 34% and Ipapatso - 26% credit pass for 2018.This is in contrast with the benefits of the democratic style, as described above and in Chapter Two of this study. Leaders should engage with employees to find out how they would want to be led. They could also use leadership styles according to the situation or task at hand.

The findings also showed that there was a blame-game among the research participants. The Principal Education Officers and the School heads were blaming their supervisors for non-performance, while teachers were blaming the government. **What does this blame-game mean?** Abadzi (2017) states that people improve performance, if they are made to account for decisions rather than outcomes that are beyond their control. People do not want to be associated with failure; they are attracted to positive results. If they are made to account for poor performance, they tend to avoid risk, which leads them to get to a point where they would minimise their roles or shift their behaviours in unintended ways to protect themselves. With this understanding, it is important that leaders do not make people account for the mistakes they have, but rather reward them as this will make people learn from their mistakes, encourage innovation and risk taking. Education leaders should account for their performance and take responsibility for their actions. This will help curb the spread of blaming each other. As stated in Chapter Two, leaders should also discourage bad competition and encourage corporation. Education leaders should also equip themselves with skills such as, critical thinking, problem solving, social skills and/or emotional intelligence as these skills will help them to deal with conflicts/stress that is caused by shifting the blame.

Is this blame-game a generational gap or what? Schools nowadays have three generations of teachers and leaders (Edge, 2014). The author describes them as Baby Boomers (1946-65); Generation X (1966-80) and Generation Y (1981-2003). Baby boomers are stereotypically described as workaholics, having a strong work ethic, are achievement oriented and have respect for authority. Genenration X are said to value flexibility, freedom and informal structures; value workplace learning (labelled as addicted to learning); are non-compliant to policies, rules and regulations; want to be validated and want to go up the corporate ladder quickly. Geneneration Y believe in equality and being listened to; they value lifelong learning and like to engage the leadership by asking thought proving questions (Becton, Walker & Jones-Farmer & Edge, 2014). Education leaders as with the blame should eqip themselves with social skills, critical thinking, problem-solving skills and emotional intelligence so that they would be able to understand multigererational differences that can lead to conflicts in an organisation. Relating PSDT to the sub-theme, the proposition of relationships is the most relevant because the findings showed that participants prefer leaders who trust and care about them.

7.2.3 Implementation challenges

The findings also identified a few implementation challenges in this study: support, training, provision of resources and staff resistance to change. These are further discussed below.

7.2.3.1 Support

This sub-theme was called support because the participants were of the view that, for them to be able to deliver services effectively to their clients, their leaders needed to provide support to them in terms of training, resources and performance rewards. The participants further stated that it was critical for leaders to do a capability skills inventory before implementing policy reforms aimed at improving service delivery, so that they could come up with a training plan which would be used to close the performance gaps throughout the implementation phase. School heads/principals and inspectors across Africa have been found have been found to offer inadequate support to teachers (Bainton, Barrett, & Tickly, 2016). Other studies of effective leadership in Africa have found that school leadership frequently stresses compliance rather than

the support for teachers. The Expectancy Theory states that, for employees to do their job well, they need to be supported in terms of training and provision of resources.

7.2.3.1.2 Training

Employees are important assets of any organisation. The active role they play towards an organisation's achievement of goals cannot be taken too lightly. As a consequence, the training of employees through effective training is critical if organisations are to enhance job performance and increase (Nassazi, 2013). Training is described as a methodical development of content knowledge, skills, competencies and behaviour required by the workforce in order to increase productivity (Shaleen, Naqui & Khan, 2013). This concurs with the Expectancy Theory (Vroom, 1964), which states that motivation only does not determine employees' performance, but it is also dependent on aspects such as personality, skills, knowledge, experience and abilities. These factors resonate well with what Crawford and Mills (2011) are asserting that organisational leaders must develop strategies that maximise knowledge, skills, abilities and obtain the best performance possible.

When linking the findings to the literature review and the theoretical framework, it shows that lack of training impacts performance negatively. This, therefore, calls for effective training during pre-service and in-service training by the Ministry of Basic Education in Botswana. Getting my cues from Education & Training Sector Strategic Plan (ETSSP) (2015 - 2020) it is critical for MoBE to come up with a sustainable teacher training system as a matter of urgency, that will help produce teacher trainers and in-service teachers who will have the required skills and competencies to deliver the curriculum, enhance the profession of teaching and be able to address the challenges of the 21st century. This leads one to wonder if this lack of training of employees in the basic education sector could be attributed to the low academic results in the sub-region stated above. Maybe or maybe not, however, the 2018 academic results for the two researched Senior Secondary Schools (namely Moologa and Ipapatso) were 34% and 26% respectively.

School leaders should focus on their work, fully support their staff by empowering them through training and ensure there is commitment to work and effective communication within the

organisations. They should bring change to their organisations, build relationships that were strained to regain trust. They should also try to build capacity for employees, especially when people are newly promoted to senior positions and should ensure that that they continuously develop employees at their levels of operation, so that they will be able to perform their duties well. This concurs with Eacott and Asunga (2014), when they state that school leaders can no longer afford to be simply good managers, but to be leaders of schools as learning organisations.

7.2.3.1.3 The resource constraints

The resource constraints were another sub-theme that emerged for implementation challenges. The study findings in Chapter Six indicated that participants were of the view that the lack of both human and financial resources affected their job performance. For example, Principal Education Officers stated that the lack of transport hindered them from visiting schools as they had planned and that they were thin on the ground to address issues raised by schools. Similarly, School heads and teachers argued that inadequate funding from the Ministry of Basic Education affected their core business, which is teaching and learning, the procurement of materials needed for teaching and learning andthe implementation of their plans. This finding suggests that learners' education was not being supported by the ministry and/or sub-region. This finding further suggests that educational resource policies are not implemented and complied with as they should be, and this affects service delivery negatively. The findings concur with the assertions of Bakker and Demerouti (2007); Balducci, Schaufeli and Fraccaroli (2011) that resources have been found to assist employees to effectively execute their mandates, improve their well-being and capabilities to achieve the desired results.

Do physical resources really help employees to do their job well and also for students to perform well academically? Flesch (2018 p.38) argues that physical and educational resources and materials are crucial when conducting classroom instruction, however, the reseacher points out that they are "moderating variables", which implies they are not the only ones which determine instructional practices, but there are other factors that come into play. This is in line with evidence that was found from studies of efforts to turnaround low performing schools, which assert that having resources does not guarantee that they will be utilised effectively (Hatch, 2013). The reseacher posits that to get the best use of resources and to achieve the desired results

is dependent on how well they are used, on the abilities of the people using them and the relationships they have with other stakeholders on teaching and learning, unless teachers and students make an effort to have good working relationships and the abilities and the determination to use those resources to involve with thought-provoking content in different and advanced ways. With this understanding, it is critical that leaders build long-term relationships with teachers, leaners and other significant stakeholders if resources are to make an impact on learning outcomes. One notable finding from this study was lack of resources, leadership needs to allocate resources equitably and monitor their utlisation. Fleisch (2018) and Hatch (2013) state that schools can have adequate resources and still not perform well, I agree with the authors because some researched schools had enough resources and had assistance from stakeholders who donated equipment and in some instances funds and still their academic performance was low. The Public Service Dominant Theory states that, for Public Service Organisations (PSOs) to be sustainable, they have to build long-term relationships across service systems (Osborne et al., 2013) and this resonates with what Hatch (2013) suggests: that good relationships between teachers and students is vital. Osborne et al (2013) further state that the central of such relationship is building trust. As stated in Chapter Six, the findings of my study indicated that the participants said leaders did not trust their subordinates and according to Johnson (2018) trust is assumed to bring members together, encouraging teamwork and effective communication. The author further states that high trust organisations make quality decisions, are more effective and efficient and are more productive. The literature by Fleisch (2018); Hatch (2013) and Johnson (2018) support what Bakker and Demerouti (2007); Balducci, Schaufeli and Fraccaroli (2011); Obinga, Waita and Mbungi (2017); Mutai (2006) and UNESCO (2008) states that having adequate resources will improve performance may not be necessarily true. As shown by literature and the Public Service Dominant Theory, I agree that trust is an essential part in an organisation and I am of the view that, if leaders could learn to trust the people they work with, subordinates will reciprocate the trust and this will lead to better working relationships, improved morale and enhanced productivity among employees.

7.2.3.1.4 Staff resistance to change

Principal Education Officers and School heads were of the view that policy reforms were failing because employees (teachers and support staff) did not want to embrace change initiatives but to

keep the current situation. This finding concurs with Campbell (2012) who asserts teachers are frequently blamed for holding on to the traditional ways of doing things and resistance to change. Zimmerman (2006); Williamson & Blackburn (2010) advice that no transformation can achieve the desired results if people being requested to do it do not understand its importance. With this understanding, it is critical that involve employees and other significant stakeholders to solicit ideas from them about the change that the organisation wants to implement. At times it is not possible to involve every employee, MoBE can use people who are influencial in the organisation such a union stewarts/marshalls and any other employee who is rected by other employees to communication the intentions of the change. MoBE should also communication with fronline managers about the change it intends to bring so that they will be able to cascade it to the lower levels of the organisation for buy-in.Transforming mindsets is certainly not easy and people who are to make change happen must be willing to think and see change as pleasant, helpful and capable of managing it effectively as change generally brings a lot of pressure (Kets De Vries, *et.al*. 2009). Borrowing from De Vries et al. ideas, it is important that MoBE comes up with a change management model/framework that will help them to remain focussed and offer support in the form of mind-set in-service training and coaching. MoBE should also develop a change management process that will detail activities that will move a change to implementation, and this too should be developed together with the employees so that they understand the intentions of the change and their roles regarding the change. This involment of employees will help employees to embrace the change. This is supported by Van Damme's (2014) assertions that when employees are not formally engaged in the discussion or at least show respect for their professional wisdom and experience, they will resist the change.

One of the participants was of the view that leaders were not moving with the times and needed to read books on leadership and management to empower themselves so that they will be able to effectively bring change in their organisation. I agree partly with this finding, but as stated above MoBE should offer support in terms of resources and build capacity to leaders so that they able to implement reforms successfully. Vroom's Expectancy theory states that employees have an expectancy of being consulted and being treated as change agents when it relates to their work. I agree with this theory that, employees have to be consulted or allowed to participate in any

change initiatives; this can lead to policy reforms aimed at improving service delivery achieving their desired impact.

7.2.4 Solutions tried to resolve implementation challenges

This theme was called tried solutions because the participants stated that they had tried to come up with solutions while waiting for the Ministry of Basic Education to come with solutions. These solutions were common among the research sites, but it should be noted that these tried solutions would not work in the same way for all organisations, as each has its own unique problems or challenges.

7.2.4.1 In-service training (INSET)

In-service training was another sub-theme that emerged from the findings. The majority of participants was of the view that, when their knowledge and skills were developed through in-service training, performance was likely to improve. This finding is in line with literature by Hervie and Winful (2018) who assert that in-service training plays a significant role in the improvement of education in the contemporary world. KhodaiiFard (2009) and Poursadegh and Movahedi (2008) also assert that in-service training is vital in enhancing the knowledge, skills and competencies and/or attributes of the workforce, in order for them to be able to succeed in their jobs. PSDT states that a significant resource for PSOs is knowledge and using it for delivering service experience and when employees put knowledge they have acquired into practice. With this understanding, it is critical that MoBE recruits school leaders who are lifelong learners so that they would be able to work well with the 21st century teacher and learner who come from diverse backgrounds. MoBE should also build capacity for existing employees through in-service training and coaching on both the technical (hard) and creative (soft) skills. Getting my cues from Hamdi, et al., (2016) leaders should have T-shaped skills. As defined in Chapter One, the vertical line brings depth factors (expert) while the horizontal line brings wideness (generalist). Leaders with T-shaped skills, because of their expert knowledge, they are able to solve technical problems and with their general knowledge they know how to collaborate with all stakeholders because of their general skills. These leaders are also able to innovate and are agile. This is in line with PSDT, proposition of innovation, which states that public sector organisations can transform through the use of radical innovations which use high technology (Osborne et al, 2015).

MoBE should also prioritise in-service training of leaders and teachers as most of the skills and competencies that leaders and teachers have might no longer be needed as we are working in an ever-changing environment. In-service training should be well funded and coordinated. MoBE should ensure that In-Service Training Unit gets training needs (those that cannot be done at school level) of school heads and teachers from schools through the Staff Development Unit, prioritise them and draw a training plan, send it to schools and start to conduct the trainings according to the plan. MoBE should also encourage professional self-development by effectively implementing the policy and offer support to leaders and teachers who enroll in institutions of higher learning to improve knowledge, skills and competencies. This will lead to improved service delivery.

Relating in-service training to Expectancy theory, leaders must ensure that their supervisees have the necessary abilities and traits before they expect the desired results from them and that employees should not struggle for results when they do not have the necessary skills, competencies and resources to perform the job (Oanh, 2016).

The question is: Does in-service training effectively develop employees to be able to improve performance? I am of the opinion that if in-service training is done effectively empowers employees with knowledge, skills and capabilities in order for them to perform their jobs effectively. My claim is supported by findings from a study conducted Naderi et al. (2008), which show that trainings for well-educated employees and those younger or newly employed are more productive as opposed to those of long serving mature people with a wealth of experience.

7.2.4.2 Motivation

This sub-theme was called motivation, because the participants felt that they needed their leaders to appreciate their performance in the form of rewards, as they believed these could motivate them want to continue to put more effort into their work. These are further discussed below:

7.2.4.2.1 Employee performance-based rewards

Performance-based rewards are essential in any organisation and require to be managed successfully. Rewards are regarded as a human resource management policy, the main purpose of which is to recognise the work performed by employees to meet their contractual

commitments (Ismail & Abd Razak, 2017). Similarly, Salah (2016) states that, in any organisation, employees believe to be rewarded for their performance and that, for employees to feel they are appreciated, they have to be rewarded justly, impartially and reliably. The author further states this leads to motivated employees, who will then decide to achieve strategic objectives through enhancing their output and success levels.

Relating employee performance-based rewards to Estes and Polnick, (2012) assertions that Expectancy Theory is the single and largest determinant of productivity among workers in all facets is motivation. Salman (2005) similarly states that this theory motivates workers to do their best, because workers set themselves targets and when they achieve them, they get rewarded. Leaders can use the Expectancy theory to guide employees to develop goals that are specific, measurable, achievable, realistic and time bound (SMART). The theory states that individuals have different sets of goals and can be motivated if they believe that the reward will satisfy an important need. Expectancy theory also assumes that an individual's work behaviour will be determined by what they expect to be the result of their behaviour (Boardman & Sundquist, 2009). The question is whether extrinsic rewards motivate employees and finally lead to enhanced productivity and performance or not. Literature by Salah (2016) shows that the rewards that were given to employees had a huge impact on their performance. However, I do not agree that extrinsic rewards motivate employees in a sustainable manner, but perhaps to a lesser extent, especially if the rewards are aligned to the employees' day to day activities. Borrowing from Maslow's Hierrachy of needs, there is evidence which suggests that employees who have self-actualised are normally not motivated by extrinsic motivators. Therefore, leaders can use both intrinsic and extrinsic motivation to motivate employees.

Performance Based-Reward System (PBRS) is one of the reforms that the Botswana government introduced after performance management system to try to enhance the quality of service. The key purpose of this reform is to motivate employees (Perry & Hondeghem, 2008), Some participants highlighted that Performance Based Reward System (PBRS) was not managed properly and as a result non- performance was rewarded and this made people unhappy and brought conflict to the organisation. For example, people were competing against each other instead of cooperation among themselves. I am also of the view that, if people are engaged and

see the results of their performance, they will be intrinsically motivated. Therefore, education leaders should ensure the PBRS policy is implemented effectively across the basic education sector by training people on how to conduct reviews correctly. PMS was first introduced in Botswana in 2002 and it is surprising that employees still do not know how to conduct reviews. There are two conclusions that can be drawn from this: either the employees are not well trained, or they are resisting the policy. Therefore, the leadership should work together with employees to identify the root cause why performance reviews are not done properly and come up with specific solutions. Leaders should also go beyond including PBRS in their strategic plans but should see to it that high performers and those that are making effort are rewarded according to context. Leaders should also ensure rewards do not lose value and and cause conflict among employees. My view is supported by Weibel et al., (2009), who contend that pay-for-performance schemes (such as a performance-based reward system) are likely to have a substantial negative result on government's employees' intrinsic motivation. These authors further state that the negative effect on motivation could result in unsatisfactory employee performance, which might cause performance-based reward systems not achieving the desired impact in enhancing provision of service in the public sector.

When relating performance based – rewards to Vroom (1964) Expectancy Theory, which states that employees are motivated when their efforts lead to good performance, employees have an expectancy of being rewarded as it relates to their performance. Failure of leaders to implement rewards effectively to motivate their subordinates will be risking the achievement of personal and organisational goals.

7.2.4.3 Frequent visits by sub-regional staff

School inspection is utilized in many countries as a tool or control measure to monitor performance in schools (De Wolf & Janssen, 2007). These authors state that, when schools are not performing well or do not meet the set standards, stringent measures (such as rigorous supervision and possibly closing of a school) are taken against the school in an effort to make it add value or improve its performance. The aim of these strict measures is to make schools to comply with inspection standards (De Wolf & Janssen, 2007). I am of the opinion that these are factors that make some school leaders and teachers see inspection as a fault-finding mission. The aim of inspection is to work with schools to monitor performance. In order to achieve this, there

is need for PEOs, School heads and teachers to work harmoniously. PEOs to carry out their inspectoral functions and give School heads and teachers constructive feedback so that they will use it to close performance gaps identified. For inspection to work and improve learning outcomes, all stakeholders should improve the way they interacte with each other, build long-term relationships that are rooted on trust. PEOs should assess the work that is done and separate it from the person. School leaders and teachers too, should learn to receive feedback in a positive way and not take it personally. Relating this to PSDT, the proposition of relationship has the potential to improve working relationships between PEOs, School heads and teachers. The PEOs should communicate inspection processes to school leaders and teachers so that they understand their functions well and that they are working together for the benefit of the learner, that is, to improve learning outcomes.

Moswela (2010) and Organisation and Methods (2008) state that Principal Education Officers'(inspectors) fundamental mandate is to make regular supervisory visits to schools, monitor schools' performance and carry out other duties which are associated with enhancing quality of education. Organisation and Methods (2008) further state that Principal Education Officers (inspectors) are also expected to supervise managerial issues which are important in primary and secondary schools. These various functions of school inspectors impact negatively on quality assurance and evaluation task (Organisation & Methods, 2008). With this understanding, I agree that Principal Education Officers (inspectors) should be relieved from other administrative duties, so that they could focus on their core mandate of quality assurance if it is to achieve its desired impact.

The question is **why do school visits by the inspectors yield little or no results?** A reasonable answer is schools do not implement feedback and/or recommendations that the PEOs give them after the school visit. However, it does not mean there are no other reasons why schools do not improve performance after inspection. Therefore, it is critical that MoBE investigates why schools do not improve results after inspection.

7.2.4.4 Timeous provision of resources

Resources are considered important for improved service delivery and should be timeously provided to schools as the resource policy requires. However, I have discovered that having

resources does not guarantee improved learning outcomes, it depends how they are effectively used and/or managed. The findings revealed that schools are never given the money that they budget for. With this understading, school leaders can do more with less if they prioritise activities and learn to improvise. MoBE should prioritise resource allocation to schools and give them funding according to their budgets. There should be equitable distribution of resources by MoBE, region, sub-region and schools. The sub-regional office should monitor and evaluate utilization of resources by making schools produce reports on resource utilization and even go to schools and physically check resource allocation and utilization. The study findings revealed that timeous provision of resources could improve performance and research participants felt that, as the policy requires, the Ministry of Basic Education should, at all levels, provide both human and material resources timeously. Most of the participants indicated that timeous provision of resources could improve performance. This finding corroborates the findings of a study that was conducted by Obinga, Waita and Mbungi (2017), which revealed that physical resources such as textbooks, furniture, classrooms, libraries and laboratories highly impact the internal efficiency of public secondary schools. Similarly, Mutai, (2006) and UNESCO (2008), state that teaching and learning materials (such as textbooks, classrooms, teaching aids, stationeries and laboratories) positively affect academic performance of learners. These factors resonate well with the participants' assertions that timeous provision of resources could lead to improved performance and/or students' academic achievement. **Do physical resources help improve performance?** Flesch (2018) argues that physical and educational resources and materials are crucial when conducting classroom instruction, however, the author points out that they are "moderating variables" (p.38), which suggests there are other factors that determine instructional practices. This is in line with evidence that was found from studies of efforts to turnaround low performing schools, which asserts that having resources does not warrant that they will be utilised effectively (Hatch, 2013). What Fleisch (2018) and Hatch (2013) state refute the participants' claims that availability and timeous provision of resources improved performance and learning outcomes.

Relating the findings of my study to the Expectancy Theory, the theory states that employees have different expectations and levels of confidence about what they are doing. It is the belief

that exerting more effort into one's work will lead to improved performance. That is, if I work harder, this will produce better results. This is, however, dependent on having the right available resources, such as raw materials and time (Estes & Polnick, 2012). Evidence from Fleisch (2018) and Hatch (2013) refute the claim made by Estes and Polnick (2012) that availability of right resources on their own could lead to improved performance. As stated in Chapters Two and Seven, Fleisch (2018 p. 38) posits that physical resources are "moderating variables", while Hatch (2013) argues that, to get the best use of resources and to achieve the desired results, is dependent on how well they are used, on the abilities of the people using them and the relationships they have with other stakeholders. The author suggests having good working relationships between teachers and students, building capacity of teachers and motivating them to use resources are crucial to the effective use of resources. Even though there are different viewpoints about timeous provision of resources, leaders can learn from these viewpoints and provide resources on time and also to build relationships, skills and competencies of teachers to use resources effectively so as to improve performance which will ultimately lead to improved service delivery.

7.3 Findings related to research questions

The study sought answers to the general research question, which was divided into four specific sub-research questions. Each of which is answered below:

7.3.1 Findings related to sub-research question 1

How do the Principal Education Officers, School heads and teachers conceptualise service delivery in the basic education sector?

The consolidated analysis of data from three sets of participants produced the theme, context-specific conceptualisations of service delivery. The analysis showed that participants' conceptualisation of service delivery was context specific. They perceived service delivery as core in their mandates. They considered users as having no role to play in the delivery of service. Thus, they saw service delivery as a one-way activity. This perception of service delivery is similar to what Harber (2009) refers to as a'top-down view' of service delivery. However, Harber (2009) argues that, for service delivery to improve and be sustainable, service users should be involved or allowed to contribute meaningfully to the process. Pestoff (2006) supports this argument by saying that service delivery should be co-produced. It can be speculated that

perhaps the failures associated with Botswana's service delivery maybe related to their conception of service delivery as a top-down process. The disadvantage of working from a top-down view is that service users' feedback on services provided is not taken into consideration. The consequence of such omission is that service providers are more likely to produce services which are not relevant to the needs and expectations of service users. The disadvantage of a context specific view is that individual education departments are more likely to work in isolation. This is contrary to Botswana's public service framework (2009) and Public Service Dominant Theory which consider service delivery as a system.

7.3.2 Findings related to sub-research question 2

How do Principal Education Officers, School heads and teachers ensure that there is effective and efficient service delivery at various levels in the Ministry of Basic Education?

The consolidated analysis of data from the three sets of participants produced the theme, experiences and practices. The analysis of this theme showed that all research participants believed that, as policy implementers, they played a crucial role in ensuring that there was policy implementation and compliance. They felt they did not have sufficient knowledge and understanding of some of the policies. The participants also believed that there was too much top-down approach and that policy implementers were not empowered to implement and comply with policies successfully. Ramboll (2016) states that professionals should be supported so that they are able to understand how to apply new practices in their contexts, which leads to improving policy implementation. Ramboll (2016) argues that this calls for capacity building of practitioners, re-engineering of implementation processes and the involvement of service users in supporting new practices and for policy makers to engage with practitioners and appreciating their day-to-day experiences. Similarly, the OECD Report (2017) emphasises well-known issue that the capacity and capability of public service organisations' employees is vital to the success of all public policy and reform. It can be speculated that perhaps the failures associated with Botswana's service delivery maybe related to employees not having knowledge and understanding of some policy reforms. There is correlation between skills, knowledge and competencies with improved performance, so it is likely that people will not implement and comply with policies if they are not empowered.

All participants were of the view that, if monitoring and evaluation were done well, they could lead to improved accountability and decision-making and thus enhanced service delivery. Mcloughlin and Batley (2010) assert that, for monitoring and evaluation to be successful, a bottom-up monitoring plays a critical role in improving service delivery compared to the traditional top-down, which is found to be ineffective. Conversely, as stated in Chapters Six and Eight Mthethwa (2012) states that democratic policy systems should move away from top-down and bottom – up approaches and introduce the centrist/support approach which emphasises how stakeholders from different contexts influence how policy should be implemented. The challenge with a top-down monitoring and evaluation is that not all stakeholders account for performance and this is bound to affect service delivery in a negative way.

The consolidated analysis of data showed that some participants perceived their leaders as not committed to their work, not trusting their subordinates, not consulting subordinates, using a top-down approach, less educated than teachers and not visible. The leaders believed that they were democratic, even though there were some who at times used other leadership styles, as dictated by the task at hand. They also believed that there was no leadership style that is better than others it really depended on the situation on the ground. They perceived that effective leaders needed a wide range of skills in order to improve service delivery. They also perceived that leadership styles could be used to influence employees to achieve aligned personal and organisational objectives. Rabindarang, Bing and Khoo, (2014) state that leadership style can influence others to achieve organisational goals and the leadership style is dependent on the capabilities and leadership skills in leading organisations. It can be assumed, as stated above, that there is a blame game and that this could be linked to the basic education sector failing to deliver services to service users, as people do not want to take responsibility for their actions. The disadvantage of having leaders who do not have relevant skills and knowledge is that it affects their performance, and this could also be attributed to failure to deliver service to the public and/or declining service delivery in the basic education sector.

7.3.3 Findings related to sub-research question 3

What are the challenges, if any, do Principal Education Officers, School heads and teachers experience as they implement service delivery in the basic education sector?

The consolidated analysis of data from three sets of participants produced the theme, implementation challenges. The analysis, which showed this theme, revealed that all research participants were of the view that they received insufficient support during training and that this impacted on the knowledge and skills that they required to assist them to do their work efficiently. When employees are trained, they get empowered and do their job well as there is great commitment which leads to improved performance (Abosede, 2015; Hervie & Winful, 2018; Shaleen, Naqui & Khan, 2013; Vroom, 1964). Participants had perceptions that both the lack of human and financial resources affected their job performance. Balducci, Schaufeli and Fraccaroli (2011) assert that resources have been found to enable employees to complete their tasks and goals successfully, as a way to enhance their wellbeing and capacity to perform well. Findings also suggest that participants were of the view that rewards could motivate, boost and maintain their morale and finally lead to improved performance. Salah (2016) states that, in any organisation employees expect to be rewarded for their performance and that for employees to feel they are valued, they have to be rewarded fairly, equitably and consistently.

7.3.4 Findings related to sub-research question 4

How do Principal Education Officers, School heads and teachers believe the Ministry of Basic Education should arrest the perceived challenges of service decline in public schools?

The consolidated analysis of data from the three sets of participants produced the theme, solutions tried to resolve implementation challenges. The analysis which showed this theme showed that all research participants believed that, in order to respond proactively and skilfully to the challenges experienced by employees, there is a need for use of multi-pronged strategies, such as in-service training, rewarding effort and performance and providing resources on time, which they were already utilising to address the declining service delivery in the basic education sector. The participants felt the Ministry of Basic Education, at all levels, should continuously develop them through institutionalised effective in-service training which they assumed would promote new professional knowledge and skills. Poursadegh and Movahedi (2008) assert that in-service training is critical in improving the knowledge, skills and competencies and/or attributes of employees, in order for them to be able to succeed in their jobs. The participants also felt they should be rewarded for effort and performance, as they believed that rewards could motivate, boost and maintain their morale. Salah (2016) states that doing this will lead to motivated staff,

who will then make effort to accomplish strategic goals through improving their productivity and performance levels. However, Weibel et al. (2009) contend that pay-for-performance schemes, such as performance-based reward systems, tend to have a strong negative effect on public sector workers' intrinsic motivation. Participants' findings showed that timeous provision of resources would improve performance and they felt that, as the policy requires, the Ministry of Basic Education should at all levels provide both human and material resources timeously so as to improve service delivery. Obinga, Waita and Mbungi (2017) assert that physical resources, such as textbooks, furniture, classrooms, libraries and laboratories, highly impact the internal efficiency of public secondary schools. Conversely, Fleisch (2018) posits that physical and educational resources and materials are crucial when conducting classroom instruction, however, the author points out that they are "moderating variables" (p.38), which implies they are not the only ones which determine instructional practices, but there are other factors that come into play.

7.4 Chapter summary

In this chapter I made an effort to analyse and evaluate the major themes that emerged in Chapters Five and Six by incorporating some facets of the existing literature and theoretical frameworks in the discussion. Briefly, these themes were: the participants' context-specific conceptualisation of service delivery; experiences and practices of the participants as they implement policy reforms that are aimed at improving service delivery; implementation challenges and solutions tried to resolve implementation challenges. In order to respond proactively and skillfully to the challenges, the participants have realised the need for various context-specific strategies, which they utilised to address the service delivery challenges they were experiencing in the basic education sector. In the concluding chapter, the study summary, contributions to knowledge, recommendations and implications for further research are presented.

CHAPTER EIGHT

REFLECTIVE SUMMARY OF THESIS, CONCLUSIONS, RECOMMENDATIONS, CONTRIBUTIONS, IMPLICATIONS FOR FURTHER RESEARCH AND LIMITATIONS

8.1 Introduction

The aim of this study was to explore the conceptualisations, experiences and practices of Principal Education officers, School heads and teachers about service delivery in one education district in Botswana. To achieve this aim, a qualitative multi-case study design was adopted together with other methods for triangulation. The previous chapter presented an analysis and discussion of themes that emerged from the study. Based on the findings delineated in Chapters Five, Six and Seven, as well as the discussion of major themes in Chapter Eight, this chapter presents a reflective summary of the study, draws conclusions from the findings and makes recommendations implications for research contributions, implications for practice recommendations for further research and conclusions are made.

8.2 Reflective summary of the thesis

A reflection is an analysis of data, i.e. exploring the relationships between interdependent elements, the viewpoints of participants and the experiences obtained during data generation, all of which give birth to 'reflection'. Reflective processes challenge the researcher to ask questions about what happened and why and what is to be changed to improve the problem problem (Schwandt, 2014). By reflecting critically, the researcher learns more about which questions to be pursued. Reflection also gives birth to new concerns related to the problem, which gives birth to new ideas (Schwandt, 2014). From these findings, deductions can be made on future course of action that may be required to solve an identified problem (Schwandt,2014).

This thesis encompasses nine chapters, which formed the analysis and report of the findings. Chapter one was an introductory chapter and it highlighted the importance of research in service delivery in the education sector in Botswana and the impact it would have within the Ministry of Basic Education. It has laid the foundation for the entire study by providing the general background and an overview of the key aspects of the study. In addition, the focus, purpose and rationale and key research questions have been presented. Clarification of concepts, delimitations of the study and organisation of the thesis have also been provided.

Chapter Two was devoted to reviewing literature on service delivery in the basic education sector in various contexts. The structure of this literature review covered service delivery internationally, continentally and nationally and conceptual aspects relevant to this study: (a) policy landscape; (b) key issues in service delivery (missions, accountability, the role of competition in service delivery, monitoring and evaluation, work ethics and a service delivery model); (c) how a school manager's leadership style can impact on service delivery; (d) governance and (e) why teachers are resistant to change.

Chapter Three elaborated on the theoretical frameworks that were adopted for this study: the Public Service Dominant Theory (Osborne, Rader & Nasi, 2013) and Expectancy Theory (Vroom, 1964). In this chapter, I commenced by discussing how the Public Service Dominant Theory came into play in improving service delivery in the public service organisations and discussed its seven propositions and how it helped me to answer pertinent questions to the study. I then proceeded to discussing Vrooms' Expectancy Theory and its three features: valance, instrumentality and expectancy and how they can solely or jointly influence an individual's motivation. I used the two theories in order to better analyse and understand the phenomenon of service delivery in the basic education sector in Botswana. Whatever was a shortcoming in one theory was complemented by what the other theory has.

Chapter Four discussed the research design and methodology adopted for the study. The discussion focused on the research paradigm underpinning the study, case study design and the research methodology. Furthermore, it presented the sampling strategy, justification for the choice of cases in the study and how I worked with them in their individual contexts and the methods that were used to generate data such as semi-structured interviews, questionnaires and document reviews. It also explained in depth how data was analysed using thematic analysis. This is informed by the constructivist paradigm, was utilised together with the research questions, theories that underpinned this study to analyse my interview transcripts, questionnaires and relevant documents associated with service delivery. According to Braun and Clarke (2006) and Owen (2013), thematic analysis is a method for identifying, analysing and reporting patterns (themes) within data. It minimally organises and describes your data set in

(rich) detail. Finally, Chapter Four concluded with issues of trustworthiness, ethics and limitations of the study.

Chapter Five presented descriptive analysis of the participants' context-specific conceptualisation and participants' experiences with service provision and delivery. The findings were produced through semi-structured interviews, questionnaires and institutional documents review and were presented and discussed in relation to the research questions, theoretical frameworks and literature review. As stated, thematic analysis was used to generate themes and the themes and sub-themes were discussed with all the three sets of participants.

Chapter Six concluded the descriptive analysis section by presenting the implementation challenges experienced by participants. The sub-themes that were discussed included support, resource constraints and staff resistance to change. Another theme discussed in this chapter was solutionswhich tried to resolve implementation challenges. Its sub-themes were motivation, frequent visits by sub-regional staff and timeous provision of resources.

In Chapter Seven, I evaluatively analysed the major themes that emerged from Chapters Five and Six by incorporating some facets of the existing literature and theoretical frameworks in the discussion. Briefly, these themes were: the participants' context-specific conceptualisation of service delivery; participants' experiences with service provision and delivery, as they implement policy reforms that are aimed at improving service delivery, implementation challenges and solutions tried to resolve implementation challenges. The findings were summarised in relation to the research questions.

Chapter Eight concludes the study by providing a reflective summary of the entire thesis. The chapter further discussed the conclusions, contribution to knowledge, highlighted limitations, presented the study recommendations and discussed implication for further research.

8.3 Conclusions

The findings of my study led me to establish and arrive at the conclusions below:

The success of the service delivery system depends on the active interaction of all stakeholders, that is, the external and internal stakeholders within the public service organisations (Osborne et

al., 2013). For service provision to be sustainable, the leadership should be committed to creating ways in which service users are fully involved in the service delivered to them. They should adopt an all-inclusive systems approach in order to improve interaction with employees at all levels within the organisations and among service providers and service users (Harber, 2009 & Pestoff, 2006).

Commitment to monitoring and evaluation of performance of organisations plays a pivotal role to service delivery. There should be effective and efficient internal and external inspection in organisations in order to make people account for their performance. Positive correlations indicate that employees who account for performance are more likely to improve performance than those who do not. Mothusi (2008) states that all stakeholders such as government officials, politicians, parents and students are entitled to regular reports on the performance of public programmes, not only on information on costs and completion of programmes or projects, but also information on the quality of service delivery on the programme or project.

Leadership did not use a wide range of leadership styles, although, using leadership styles according to the situation is linked to improving performance. Changing the leadership style that encourages top-down approach will help employees view leadership, as supporting and assisting people to do their work by removing the obstacles and limitations.

Sustaining motivation of employees by engaging, training and/or empowering them, recognising effort and rewarding performance and providing guidance are crucial in the achievement of both personal and organisational objectives and the enhancement of service delivery.

There is a gap between policy and practice and this gap can be closed by policy makers fully interacting with policy implementers in the formulation of policies and by training both parties so that they acquire the requisite skills that will enable them to do their job well. Blum, Manning and Srivastava (2012) state that many countries are good at policy development and understand the policy directions they would like to take but are less successful at implementing policy. Similarly, Kaboyakgosi and Marata (2013) assert Policy Framework is good in Botswana, but implementation continues to be a challenge on the basis of the regulatory framework and stringent processes.

Continuous improvement by the leadership in identifying the current and future needs of all stakeholders and endeavor to surpass their expectations is vital. Ministry of Basic Education must create a customer-oriented culture in which the needs and expectations of the existing and potential customers are satisfied.

Continuous innovation by use of effective high technologies is necessary throughout the Ministry of Basic Education. To achieve this, Osborne et al. (2013) state that all employees must be devoted and committed to participate actively in radical innovation.

Any change in an organisation brings fear to employees and this can lead to resistance or fear of the unknown. Resistance to change must be converted to constructive feedback that can assist to develop ways that create a new culture within the organisation. Kets De Vries, et al. (2009) posit that changing mind-sets is never easy and people who are to bring about change must be prepared to think and see change in a positive way and be able to manage it effectively, as change usually induces a lot of stress.

This study shows that it is of paramount importance for all stakeholders (e.g. policy makers, policy implementers, learners, parents and significant others) to focus on working together in order to improve performance of the organisations, which will ultimately lead to enhanced service delivery (Osborne et al., 2013). What these findings tell us is that there are gray areas or red flags that need to be addressed if the Ministry of Basic Education is to truly succeed in the delivery of services to service-users.

8.4 Limitations of study

The main focus of this study was to explore the conceptualisations, experiences and practices of Principal Education officers, School heads and teachers about service delivery in one education district in Botswana. The intended purpose of this study was achieved: the findings of the study showed that all the three sets of participants did not effectively deliver services to customers due to the challenges they experienced, as stated in Chapter Six. As with other studies, this one had limitations, which are shortcomings, conditions, influences, weaknesses or constraints that cannot be controlled by the researcher (Simon, 2011). Limitations of the research will be made, specifically relating to the delimitation of the study, data generation and analysis methods and the public service dominant theory.

First, this study was delimited to one education district in Botswana. This helped me to reduce the amount of money and time. The participants were Principal Education Officers, six School heads and twelve teachers from primary, junior and senior secondary schools. This may make it difficult to generalise the findings among all the education districts in Botswana. However, the findings may be transferred to other district as evidenced by Bowen (2009), who states that transferability means findings can be applied to other contexts.

Second, this study did not to include service users such as learners and parents in the sample. The Public Service Dominant Theory, as stated above, is a service delivery system theory. It requires that all stakeholders in the education system must be involved in service delivery. However, as my study is a doctoral, which must be done in a specific timeframe, therefore I could not include all significant stakeholders such as learners in the sample. This theory has a proposition of value and I was not able to address this proposition adequately especially on the external value, because I did not get the learners views on the value of service (s) offered to them by service providers. Vidal (2013) states that public service organisations should continuously improve service delivery upon end-user value. The author further states that public service organisations should not only have an inward facing focus but should also have outward focus on value.

Lastly, a limitation for this study was the issue of trustworthiness. Trustworthiness is the process through which qualitative researchers meet the criteria of (a) credibility, (b) transferability, (c) confirmability and (d) dependability (Baxter & Jack, 2008; Creswell, 2007; Loh, 2013). This study used different sources of evidence (triangulation) to ensure trustworthiness. Triangulation provides qualitative research with a likelihood of overcoming the biases or weaknesses of single method approaches (Yin, 2009). I allowed the findings of the study to be shaped by what the participants said, as Bowen (2009) and Guidon, et al. (2011) suggest when they define confirmability as the level to which the findings of a study are fashioned by the participants and not researcher bias, motivation or interest. However, I cannot claim that the research was neither value free nor bias free, due to the fact that I had to interpret what the participants said and made sense/meaning out of it.

8.5 Recommendations

The findings of this study have shown that participants executed their mandates with regards to service delivery in the basic education sector in Botswana. However, participants experienced a number of challenges at their levels of operation. Concurring with Enslin (2014), this study makes two distinct types of recommendations: for practical application by policymakers, Principal Education Officers, School heads, teachers; and for further/future research.

8.5.1 Recommendations for policymakers

This study showed that all the research participants believed that, as policy implementers, they played a crucial role in ensuring that there was policy implementation and compliance. However, what came out clearly was that policy implementers did not have sufficient knowledge and understanding of some policy reforms aimed at improving service delivery at the same level (even among people who were doing the same job). The findings of the study call for policy makers to equip employees with skills and competencies, so that they would be able to understand their expectations and/or the different roles they play in policy implementation and compliance. The study found that there was a gap between policy and practice and this gap can be closed by policymakers fully interacting with policy implementers in the formulation of policy reforms aimed at improving service delivery.

One of the problems of all the participants was that they had to see to it that teaching and learning was done effectively and also had to implement policy reforms, such as Performance Management System (PMS), Performance Based Reward System (PBRS), etc. To these was added workload, which affected their performance and ultimately that of the learners. The research participants believed that administrative work of developing and/or signing of the Personal Development Plans (PDPs) and reviewing the performance of their supervisees took up most of their time, which they could use for core business which is teaching and learning. Policy makers need to pay particular attention to these issues and assess their implication on service delivery, including making sure those employees are empowered and supported in order to meet the demands of their roles.

The findings of my study show that it is critical for organisations to recruit, reward and manage the workforce, taking into consideration their generational differences to avoid disgruntlement of

employees, which will lead to poor service delivery. Policy makers need to take cognisance these factors and maybe review policies that speak to them and ensuring that they build capacity among employees to be able to deal with generational differences.

8.5.2 Recommendations for Principal Education Officers

The findings of the study showed that Principal Education Officers did not visit the schools frequently to do inspections, to support schools through training, motivation etc. due to a number of reasons such as inadequate resources; doing administrative work, such as typing their own reports; and interference by external factors, such as headquarters calling them for workshops which, according to the participants, did not benefit them in anyway but benefit workshop organisers in their achievement of objectives. In view of the challenges raised in the study, Principal Education Officers should commit to doing monitoring and evaluation to make schools account for performance. They should also continuously engage their supervisors to relief them of administrative work and to address external interference by headquarters, so that they could focus on their core function which is inspection of schools and meet its demands.

8.5.3 Recommendations for School heads

The findings of the study showed that the dominant leadership style for School heads is the democratic one. Three out of six school heads stated that at times they used different styles depending on the situation. However, teachers' findings refuted what School heads said about their leadership style. Some teachers felt their leaders were autocratic, visionary and ethical as opposed to democratic. The democratic style is the style that encourages people to work together (Yahaya & Ebrahim 2015), but as stated in chapter six, findings showed that there was no trust among the senior management team and between leaders and teachers in the majority schools. Participants had perceptions that leadership styles affected performance of their organisations and felt that consideration should be made so that they could know which leadership style to use and for which situation. Findings of this study showed that in-service training for School heads on leadership and management is critical as the majority of School heads stated that they did not have training on it. In-service training and continuos coaching and mentoring are linked to equipping employees with knowledge, skills and competencies that can help them perform their jobs well. Exposure to various forms of leadership styles will help School heads know which

style to use in a given situation and help them to be more effective, which in the end will work for both leaders and their followers.

8.5.4 Recommendations for teachers

The findings from the Principal Education Officers and School heads showed that teachers were resistant to change, while they felt that policy reforms were imposed on them. Campbell (2012) states that teachers are often accused of being conservative and resistance to change. Van Damme (2014), states that teachers argue that reforms are often imposed from top down without much consultation with, or respect for, the professional wisdom and experience of the teachers themselves. Maybe the leaders could continuously have in-service training for teachers on mind-set so that they could change their behaviour towards policy reforms that are aimed at improving service delivery. Cornet and Knight (2009) state that changing mind-sets is not easy, therefore leaders must also continuously provide quality coaching and mentoring to teachers as they have been found to increase productivity compared to traditional forms of professional development discussed in Chapters Six and Seven.

In order to improve service delivery in the basic education sector the following model is recommended. When I developed this proposed model, I took into consideration what I thought would make an impact to service delivery in the basic education sector from the findings of the study, the Public Service Dominant Theory, Expectancy Theory and the service delivery model discussed in Chapter Two and Chapter Three respectively. The service delivery model on p.57 states that there are four main elements for effective service delivery system namely service culture, employee engagement, service quality and customer experience. This model does not include the leader as one of the main elements but is mentioned as a component of service culture. The proposed model puts the leader as key to influencing the implementation of all the four main elements (discussed in the model on p. 57) and the achievement of desirable outcomes such as building sustainable PSOs and delivering quality service. The old model also does not mention customer engagement but talks about customer experience. Getting my cue from Le Roux and Van Rensburg (2014) customer experience is what makes a customer decide whether they will come back for service or whether they will start looking for other competitors. The proposed model talks about engaging all stakeholders to build long-term relationships and create

value together. It also brings the issue of sustainable public sector organisations, which is considered more important. In view of the foregoing, I propose that service delivery should be a system as the PSDT suggests and, for the model to achieve the desired results, public organisations require a 21st century leader who has the the following attributes: innovative, knowledgeable, engaging, should have a strong work ethic, should build long-term realtionships and be able to motivate employees. This type of leader, I believe, will develop sustainable public service organisations that will deliver quality service. The attributes are explained below:

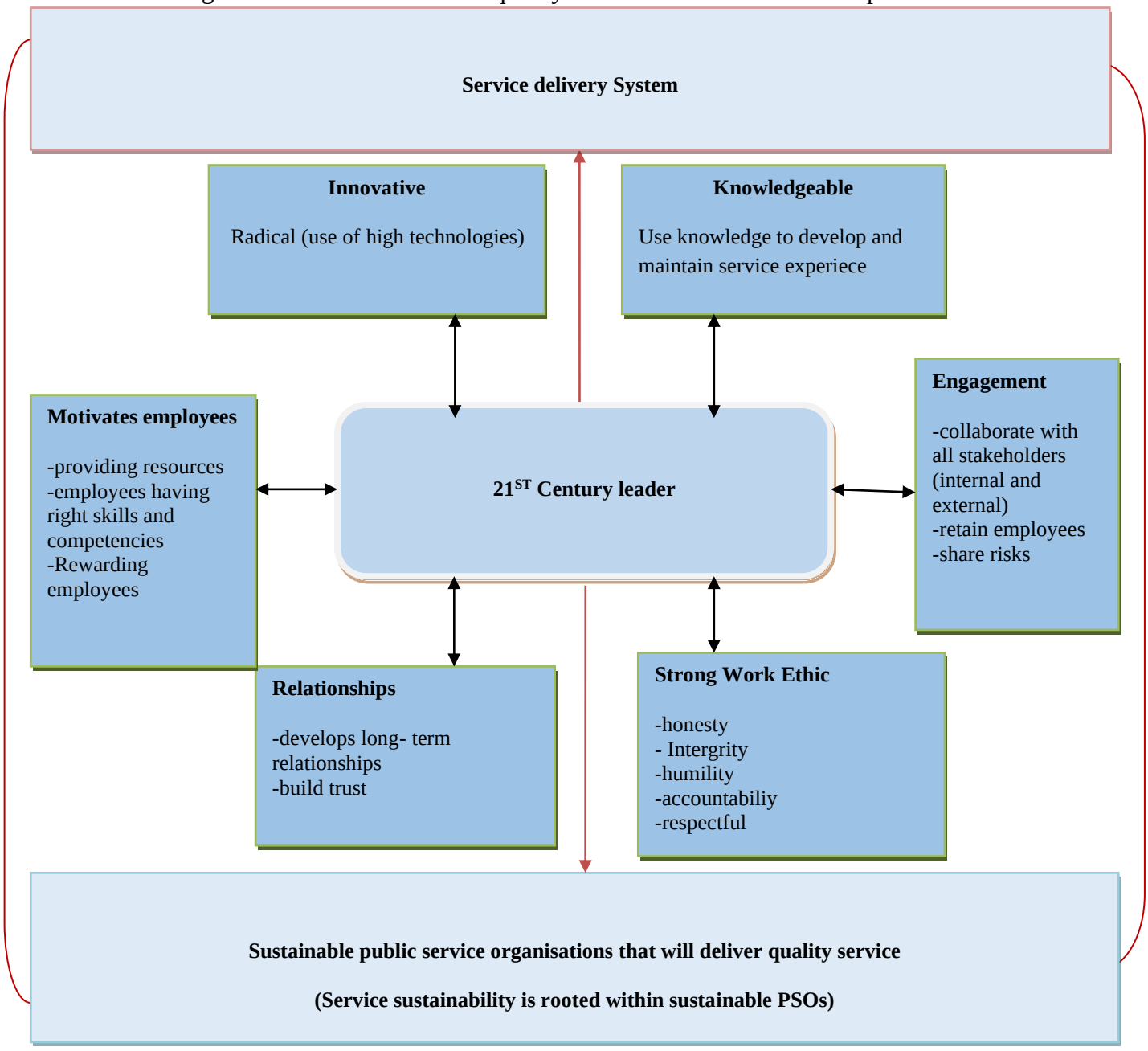

Figure 10: Proposed service delivery model

According the model presented in figure 10, the 21st century leader can be understood by examining its key variables shown in the boxes that surround the 21st century leader: innovative, knowledgeable, engaging, strong work ethic, relationships and motivating. At the top box, service delivery system, refers to involving all structures and/or stakeholders, not only the stakeholders are inside the organization (internal), but also stakeholders that are outside the orgaination (external). All these stakeholders should be fully engaged, relationships should be created and maintained, and they should be motivated to work together to deliver quality service to the service-users.

8.5.5.1 Innovative

Innovative leader refers to a leader that is creative and innovative and encourages these traits within the organisation. This leader should be able to deliver radical change, implement high technologies, implement risk governance, train employees and encourage commitment so that there is buy-in among employees to implement the technologies as well. The leader is aware of the past, understand the present and able to predict the future. This leader should do stakeholder analysis so that is able to know and understand the roles of each stakeholder in order to meet and/or surpass the needs and expectations of all stakeholders. This leader should be a lifelong leaner to be able to solve problems and adapt to changing situations in order to be relevant in the 21st century.

8.5.5.2 Knowledgeable

A knowledgeable 21st century leader embraces the idea of life-long learning and puts knowledge into practice by developing and maintaining service to achieve service experience. This leader should continuously build capacity for employees to prepare them for rapidly changing environments.

8.5.5.3 Strong work ethic

A leader with a strong work ethic is honest, has integrity, sense of humour, respects employees and other stakeholders, accounts for performance and makes followers to account for performance as well. This leader should change from working hard to working smart, such as

being able to do an environmental scan or situational analysis to know the strengths and weaknesses of the organisation so as to make informed decisions. This leader should also do skills audit and align the tasks to people who are proficient in them. This leader also makes work a high priority. Strong work ethic is a soft skill that is needed in 21st century. Having a balance of hard and soft skill is good because organisations are disrupted rapidly and soft skills help people remain relevant in the workplace as hard skills can be automated.

8.5.5.4 Engaging

A 21st century leader should engage all stakeholders. The leaders should engage employees by giving them challenging tasks, give them space/autonomy to apply their mind into the work. Employees should be given timelines to report progress of their work. Engaging employees is associated with increased job satisfaction, job commitment, improves teamwork, positive work attitudes and employee retention. Collaboration is key in the 21st century. Engaging both internal and external stakeholders will help prevent people from working in silos and risks that come with innovation will also be shared.

8.5.5.5 Motivating

Leaders are responsible for motivating followers to achieve tasks and/or set goals. Leaders can do this by ensuring that they reward employees for performance, provide needed resources timeously, employees have the right skills and competencies needed in the 21st century. Cross training employees will help employees to have both expert and general skills. This helps the job gets done quicker even when employees with expert skills are absent. A 21st century leader needs both soft skills (creative) and hard skills (technical / scientific) to remain relevant. Motivation helps to retain employees, which in turn saves the organization money that is spent on recruiting new and training employees.

8.5.5.6 Building relationships

Building relationships is vital for a leader. Leadership is about relationships: building and maintaining long-term relationships with internal and external stakeholders is significant. Good relationships lead to improved performance, teamwork and time management. Trust is key in any relationship. Therefore, a leader must build trust throughout the organization. A 21st century leader should be honest, transparent, emotionally intelligent, a good communicator and use data

to make decisions if they are to build sustainable relationships as these are the traits that will help him/her remain in the job.

The arrows connecting the leader to the attributes suggest a reciprocal influence among them. The attributes make the leader who he/she is and then exhibits them in his/her leadership to influence the followers. The linkage that comes from the leader to the top box (service delivery system) suggests that a leader who exhibits the aboved mentioned attributes is capable of forming a service delivery system. Another linkage that comes from the leader to the bottom box shows that a leader is able to form sustainable public sector organizations that will deliver quality service. The linkages on the sides show that if there is a service delivery system, there will be sustainable public sector organizations and vice versa.

The proposed model is aligned to Pillar 4 of Botswana Vision 2036, which talks about governance, Sustainable Development Goals (SDGs): 4, which talks about quality education, 16, which also calls for effective governance, which is rooted on effective, inclusive and accountable institutions;SDG 17, which talks about strengthening the means of implementation and revitalizing global partnerships; Africa Agenda 2063 Aspiration 1, which talks about well educated and skilled citizens, supported by science, technology and innovation for a knowledge society; and Aspiration 3, which is about an Africa of good governance, having skilled, capable organisations and transformative leadership established at all levels (Botswana Vision 2036; The 2030 Agenda for Sustainable Development Goals & Africa Agenda 2063).The proposed model has the potential to help achieve Pillar 4, SDGs 4, 16, 17 and Aspirations 1 and 3.

8.6 Contribution to knowledge

The aim of this study was to explore the conceptualisations, experiences and practices of Principal Education officers, School heads and teachers about service delivery in one education district in Botswana. This Chapter is also expected to make an argument for a contribution to knowledge and these claims are made below.

8.6.1 Contributions to the field of service delivery in the basic education sector

As stated in chapter one, previous studies show that service delivery has been researched more in areas such as health, local government and public service and nothing much has been done focusing on the education sector. Very few studies have focused on exploring the role,

efficiencies and effectiveness of policy reforms implemented to improve service delivery in the basic education sector in Botswana. There are researchers who have conducted studies in relation to policy reforms aimed at improving service delivery in the basic education sector internationally, regionally and nationally, for example, Samer (2016); Maluka, Diale and Moeti (2014); Nengwekhulu, 2009); Bulawa (2011); Kuiper (2014); Pansiri (2011); Pansiri and Bulawa (2013); Tabulawa (2009) and Mothusi (2008)]. My findings should expand and/or extend the knowledge of the phenomenon of service delivery in the basic education sector.

Conducting this study in Botswana should add new knowledge to ongoing debates about service delivery in Botswana, especially in the context of the basic education sector. For example, the Ministry of Basic Education is undergoing transformation in order to improve service in 2015-2020. The findings of this study are timely and relevant as the Ministry of Basic Education's priority is to have improved sector-wide planning leading to improved education sector performance from 2015-2020 (Education and Training Sector Strategic Plan (ETSSP) 2015-2020). My study findings should offer insights into how to close the challenges identified by the ministry.

My study findings should also contribute to the body of knowledge, by revealing that the participants' conceptualisation of service delivery is context specific. They perceived service delivery as core to their mandates. They considered users as having no role to play in the delivery of service. Thus, they saw service delivery as a one-way activity. This perception of service delivery is similar to what Harber (2009) refers to as top-down view of service delivery. However, Harber (2009) argues that, for service delivery to improve and be sustainable, service users should be involved or allowed to contribute meaningfully to the process. Pestoff (2006) supports this argument by saying that service delivery should be co-produced. Being mindful of this should motivate policy makers and other significant stakeholders to develop a policy that will specifically resolve this issue in order to improve the practices of Principal Education Officers, School heads and teachers.

8.6.2 Contributions to policy and practice

The findings of this study are of great benefit to the society, as service delivery is a national priority to the Ministry of Basic Education staff, such as Principal Education Officers, School heads and teachers in improving service delivery. The findings of this study provide contributions for policy makers in the Ministry of Basic Education to inform the formulation of new policies and to also review existing policies. They also reveal that policy implementation and compliance are critical to the success of organisations and that, if policy reforms are to achieve their desired impact, the gap that exists between policy and practice should probably be closed by training policy implementers and by ensuring that there is full interaction between policy makers and policy implementers.

Findings also showed that leaders were using a top-down approach in organisations, which leads to them not owning to policy reforms. Mthethwa (2012) states that it would be better for organisations to adopt a centrist approach, as it supports a balance of both top-down and bottom-up approaches, where both leaders who are accountable for the success and failure of policies and people from different backgrounds are involved in decision-making. The leadership should consider using the centrist approach in their organisations to overcome perceptions that leaders do not consult them in decision making and that they impose things on them.

Findings of the study showed that the majority of participants' awareness of risk was low. As stated in Chapter Six, none of the twenty-two participants mentioned the risk policy, when asked about policy reforms aimed at improving service delivery, while a few participants said they used a risk register to manage risks in their organisations. Policy makers need to develop a risk policy, if they do not have it; if they have it, it should be shared with schools. This requires policy makers to train employees at their levels of operation, so that they are empowered to implement it effectively and so that organisations can develop a risk culture. This may help organisations to improve service delivery, as they will be able to identify risks that deter them from achieving both organisational and personal objectives and come up with mitigating factors.

The findings of the study showed that the education system was generally under pressure, or stressed, by high teacher student ratios, decreased quality or poor academic performance, weak leadership and teachers, poor implementation and compliance with policy. Findings of the study

showed that all research participants believed that in order to respond proactively and skilfully to the challenges experienced by employees there was need to strengthen the use of multi-pronged strategies, such as in-service training; rewarding effort and performance; and providing resources on time, which they were already utilising to address the declining service delivery in the basic education sector. This may help policy makers to be aware of the strategies that are being used by the organisations and this may make them want to develop, or review, policies that speak to the challenges.

8.6.3 Methodological contribution

The major methodological contribution of this study was the use of qualitative multi-case study design, which was adopted together with other methods for triangulation to ensure trustworthiness, when exploring the phenomenon of service delivery in the basic education sector. Using various sources for generating data helped me collect detailed information for my study. Because the participants were interviewed in their context, they freely expressed their views on service delivery. This study used the social constructivist paradigm, which, as stated in Chapter Four, contends that reality is socially constructed and the meanings are wide-ranging and numerous, leading the researcher to look for the difficulty of opinions rather than narrowing meanings into a few categories or ideas (Creswell, 2014). Data generated in constructivism research is rich data which is usually qualitative (Thani, 2011) and this enabled me to understand the meaning of what service delivery is to participants and their feelings or lived experiences about it.

The use of semi-structured interviews, because they are flexible, allowed me to introduce follow up questions or probes to expand, develop and clarify the participants' responses. These interviews also helped me define the interviewee as a person, who is actively constructing his/her own world and to draw upon text to develop insights into such worlds (Scott & Morrison, 2007). I used questionnaires to illuminate the qualitative method and it yielded data that I was not able to get from interviews. I had chosen to use documents review for triangulation, in an attempt to provide evidence that will breed credibility. Findings from the questionnaires and documents review helped me to corroborate, or refute, what the participants said from the interviews.

I used Braun and Clarke's (2006) thematic analysis framework, informed by the social constructivist paradigm, to develop codes, sub-themes and themes, according to the three sets of participants that I had. Following this categorisation was the strength of my research, because it made me appreciate that there are indeed multiple realities/truths. The use of multiple sources to triangulate may help overcome doubts of whether the findings are credible or not.

8.6.4 Theoretical contribution

This study was underpinned by two theories: Public Service Dominant Theory (PSDT) (Osborne et al. 2014) and Expectancy Theory Vroom (1964). These theories have been utilised in this study for the first time. These theories did not only answer the research questions, but also demonstrated many other exciting findings, such as interactions between service providers and service users in the researched sites; innovations; relationships among employees; employees' knowledge; skills and competencies, with regards to performing their jobs and/or implementation and compliance of policy reforms;and employees' support and motivation. In addition, these theories complemented each other where they had short comings and ensured that any weaknesses of one theory may be overcome by the strength of the other theory. For example, as stated in Chapter three, Public Service Dominant Theory is a service delivery system theory and it has seven propositions, which were summarised as the SERVICE framework. The Expectancy Theory by Vroom (1964) is a motivation theory and it has three categories: expectancy, instrumentality and valance.

I have established that the use of PSDT has the potential of forming the basis for sustainable public service organisations. I had expected that all the seven propositions of the PSDT would apply to my findings, but I have found that my initial expectations are contrary to the findings of my study. For example, I used six propositions: system, engagement, relationships, innovation, co-production and experience/knowledge for my findings, instead of seven. I did not use the proposition of value fully, as I did not include service users in my sample.

For the theme participants' conceptualisations of service delivery, I used the propositions system and co-production from PSDT. As stated in Chapter Three, the proposition of system states that PSOs are systems and they should be treated as such. What this implies is that for public service

organisations to be sustainable is that they should include external stakeholders, such as service users, their families and relevant others in the services they provide (Osborne et al, 2013). The proposition co-production states that service users (as in my study would be students and parents) should be considered as the production force, where students are seen to be constructing their own knowledge, teachers considered as partners in the production of knowledge and not as transmitters of knowledge. For the theme of roles and experiences of participant, co-production highlighted that the success of policy implementation and compliance is dependent upon how active or empowered populations of beneficiaries are to implement public policy. It further states that co-production can arise as either a top-down or bottom–up effort and, as stated in Chapter Seven, policy implementers should find a supportive, or centrist approach, if they want to be successful in implementing and complying with policies.

With regards to the proposition of relationships, PSDT has showed that there was no trust between leaders and employees and between the service providers and service users, which points to the performance of organisations and learners being affected negatively as evidenced by the academic results in Chapter One. PSOs need to understand that, for them to be sustainable, it is as a result of changing user knowledge and making sure that the workforce understands public service processes, which are built on engaging service users in their day to day activities (Osborne et al. 2013).

Under the theme monitoring and evaluation, PSDT has showed that PSOs should work as systems and not in silos. There was some level of working together among stakeholders in terms of results analysis, where departments within a school, the sub-region and the schools, the sub-region and the region, came together to analyse results, but other stakeholders were not involved. The findings did not show that the results were shared during Kgotla meetings. This shows that service delivery system was broken to a certain extent and this resulted in having limited interaction within the service delivery system and it can be said that PSDT has the potential to improve interaction among internal and external stakeholders and/or departments, which ultimately improves the efficiency of public organisations.

PSDT talks about seismic/radical innovations and these bring transformation to an existing system or the status quo (Osborne et al, 2015). What I have observed in schools is incremental

innovations and not radical innovations, where some schools made changes in the way they communicated with parents using letters to using sms and by analysing results using software programmes, such as antimax and ed-admin. However, the use of sms posed challenges, as some parents did not have cell phones. PSDT has the potential to substantially transform public service organisations through the use of radical innovations which use high technology (Osborne et al, 2015). However, it should be noted that this would require training for employees to be able to use the technologies if service delivery is to be turned around.

The Public Service Dominant Theory was applied in a new context, which is the basic education sector and using it in a new setting showed its flexibility that it can be applied to other situations. This makes a contribution to theory by customising it to provide original knowledge. Integrating concepts and/or theories from the corporate or business world into the basic education sector shifts the theoretical framing and/or paradigm towards new ways of looking at things. It also provides insights on the potential understanding on service delivery to enable shifts in best practice solutions envisaged for successful implementation of policy reforms aimed at improving service delivery.

Expectancy theory was mainly used to show how employees can be motivated. The Expectancy Theory has the potential to influence employee motivation and job satisfaction, managerial effectiveness and communication and organisational commitment by identifying what motivates and demotivates the employees. Parijat & Bagga (2014) state that the Expectancy Theory leads to work improvement redesign, helps to align individual objectives to that of the organisation and has helped employees to be aware of issues that are strongly linked to influencing their motivation, performance and behaviour. Salman (2005) similarly states that this theory motivates workers to do their best, because workers set themselves targets and, when they achieve them, they get rewarded. I would say the use of these two theories increased the originality of my study. Public Service Dominant Theory as stated in Chapter Three is fit for purpose in the 21st century (Osborne et al. 2015). However, I do not claim to have verified anything. I confirm that I am aware that the PSDT is subject to further testing.

8.7 Implications for further research

The participants showed aspects of the education system that were generally stressed, and everybody is experiencing pressure. Even though the system is doing well in terms of access,

quality of education had decreased, and this seemed to be posing a threat on students' performance. Participants felt the ratio of students per teacher was higher than what the Revised National Policy on Education (RNPE) recommends. However, it should be noted that participants also provided examples of a system that was working. It was therefore vital to investigate why quality of education was negatively impacted by increased access.

Non-compliance to policy implementation was a barrier to improving performance and/or service delivery. More research was required to identify effective ways of implementing and complying with policy reforms.

The Ministry of Basic Education was increasingly focused on enhancing the performance of schools and needed to ensure the workforce was equipped with appropriate skills to minimise the risks of learners failing. The evidence points to the development of knowledge, skills and competences through in-service training (ETSSP, 2015). Research could explore the impact of enhanced skills of Principal Education Officers, School heads and teachers on learner performance.

A number of performance issues were identified, such as not motivating employees for performance, not providing resources on time, Principal Education Officers not frequently visiting schools etc. There were a number of policy reforms aimed at improving service delivery in the Ministry of Basic Education, such as Performance Management System, which speaks to performance improvement; Performance Based Reward System (PBRS), which speaks directly to employees' motivation etc. It was critical that these policies were evaluated to find out their impact on service delivery. To understand the value of service provided to service-users, it is critical that learners are included in the sample when doing research on the phenomenon under investigation.

8.8 Chapter summary

This chapter presented a reflective summary of the study, findings related to the research questions, drew conclusions from the findings; made some recommendations for both further and future research−and for practical application; implications for further research; contributions to knowledge and the limitations of study. To conclude, I trust that the findings, discussion and recommendations presented in this thesis may attract other researchers' attention to further

explore the potential areas suggested above and explicate them further. The potential areas for future research may be thought-provoking, but the outcome will be valuable and gratifying for educators, learners and stakeholders in the basic education sector.

As stated under the contribution to theory, I do not claim to have validated anything. I confirm that I am aware that the topic under discussion is open to further investigation and that my findings and recommendations are not a solution or a remedy to the challenges. What I claim is that my findings may well offer some insights on how to address the challenges posed by the gap in knowledge about implementing policies that are aimed at improving service delivery.

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APPENDICES

Appendix 1

LETTER TO THE DIRECTOR-REGIONAL OPERATIONS

University of the Witwatersrand, Johannesburg, South Africa
School of Education
EDUCATIONAL LEADERSHIP AND POLICY STUDIES PHD RESEARCH THESIS

ANNAH KOBOYATAU
Wits school of Education
DIVISION OF EDUCATIONAL LEADERSHIP AND POLICY STUDIES
27 St Andrews Road
Parktown, 2193
Cell.:0710741936
E-mail:1520624@students.wits.za or
akoboyatau@gmail.com

04 June 2016

Dear Sir

RE: REQUEST FOR PERMISSION TO DO RESEARCH IN YOUR REGION

My name is Annah Koboyatau and I am a student in the School of Education at the University of the Witwatersrand. My research topic is on:

Exploring service delivery in the Botswana basic education sector: A case of one education district.

I would like to explore the perspectives, experiences and practices of district officials, school heads and teachers regarding service delivery in Botswana public schools from Gaborone District.

I therefore write to request for permission to conduct research in your District in March-April 2017. The research sites that I would like to use are Gaborone sub-region education office; Gaborone senior secondary school; Naledi senior secondary school; Motswedi junior secondary

school; Marulamantsi junior secondary school; Therisanyo and Ledumang Primary Schools. My study will involve six principal education officers, six school heads and 92 teachers. This study will involve interviewing principal education officers and school heads using a semi-structured interview. Teachers will be involved in focus group interviews. Teachers who would have given rich information during the interview will also be given questionnaires to answer. I further request permission to audio record participants and to also take field notes during the interviews.

I have chosen to do research in your region because it is in the capital city of the country where it is assumed there are resources available to deliver quality service. Another reason is that the participants have experienced the phenomenon under investigation and I therefore think they will provide in-depth information about service delivery.

The information obtained will be treated with the strictest confidentiality and will be used solely for this research purposes only. It is my presumption that the research findings will make a creditable contribution towards identifying different strategies, techniques and methods that will improve the perceived declining service delivery in Botswana public schools.

I look forward to your response as soon as is convenient.
Yours faithfully

Annah Koboyatau (Student Number 1520624).

Appendix 2

LETTER TO THE CHIEF EDUCATION OFFICER

University of the Witwatersrand, Johannesburg, South Africa
School of Education
EDUCATIONAL LEADERSHIP AND POLICY STUDIES PHD RESEARCH THESIS

ANNAH KOBOYATAU
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27 St Andrews Road
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E-mail:1520624@students.wits.za or
akoboyatau@gmail.com

04 June 2016

Dear Madam

RE: REQUEST FOR PERMISSION TO DO RESEARCH IN YOUR DISTRICT

My name is Annah Koboyatau and I am a student in the School of Education at the University of the Witwatersrand. My research topic is on:

Exploring service delivery in the Botswana basic education sector: A case of one education district.

I would like to explore the perspectives, experiences and practices of district officials, school heads and teachers regarding service delivery in Botswana public schools from Gaborone District.

I therefore write to request for permission to conduct research in your District in March-April 2017. The research sites that I would like to use are Gaborone sub-region education office; Gaborone senior secondary school; Naledi senior secondary school; Motswedi junior secondary school; Marulamantsi junior secondary school; Therisanyo and Ledumang Primary Schools. My study will involve six principal education officers, six school heads and 92 teachers. This study will involve interviewing principal education officers and school heads using a semi-structured interview. Teachers will be involved in focus group interviews. Teachers who would have given rich information about service delivery will also be given questionnaires to answer. I further request permission to audio record participants and to also take field notes during the interviews.

I have chosen to do research in your District because it is in the capital city of the country where it is assumed there are resources available to deliver quality service. Another reason is that the participants have experienced the phenomenon under investigation and I therefore think they will provide in-depth information about service delivery.

Your officers and teachers will not be advantaged or disadvantaged in any way. The participants will be reassured that they can withdraw their permission at any time during this project without any penalty. There are no foreseeable risks in participating and participants will not be paid for this study.

The information obtained will be treated with the strictest confidentiality and will be used solely for this research purposes only. It is my presumption that the research findings will make a

creditable contribution towards identifying different strategies, techniques and methods that will improve the perceived declining service delivery in Botswana public schools.

I look forward to your response as soon as is convenient.
Yours faithfully

Annah Koboyatau (Student Number 1520624).

Appendix 3

LETTER TO THE PRINCIPAL EDUCATION OFFICER

University of the Witwatersrand, Johannesburg, South Africa
School of Education
EDUCATIONAL LEADERSHIP AND POLICY STUDIES PHD RESEARCH THESIS

ANNAH KOBOYATAU
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27 St Andrews Road
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akoboyatau@gmail.com

30 June 2016

Dear Participant

My name is Annah Koboyatau, a Student at the University of the Witwatersrand School of Education. I am doing research on:
Exploring service delivery in the Botswana basic education sector: A case of one education district.

I would like to explore the perspectives and experiences of district officials regarding service delivery in Botswana public schools from Gaborone District.

I was wondering whether you would mind participating in the semi-structured interview. I also seek your permission to audio record you during the interview. I need your help with your availability and participation during the interview. I have chosen you to take part in my study because you have experienced the phenomenon under investigation, and I believe you will provide in-depth information and knowledge about service delivery. Please be informed that participation in this study is voluntary. If you decide halfway through that you prefer to stop, this is completely your choice and will not affect you negatively in any way.

I will not be using your own name but you will be allowed to make up a pseudonym yourself so no one can identify you. All information about you and your sub-region will be kept confidential in all my writing about the study. All collected information will be stored safely and destroyed within 3-5 years after I have completed my study. You will not be paid for this study.

I look forward to working with you.

Please let me know if you require any further information.
I look forward to your response as soon as is convenient.

Yours faithfully,

_____
Annah Koboyatau (Student Number 1520624).

Appendix 4

Principal Education Officer's Consent Form

Please fill in and return the reply slip below indicating your willingness to be a participant in my voluntary research project called:

Exploring service delivery in the Botswana basic education sector: A case of one education district

I, _____ give my consent for the following:

Permission to be interviewed	**Circle one**
I would like to be interviewed for this study.	YES/NO

I know that I can stop the interview at any time and don't have to answer all the questions asked. YES/NO

Permission to be audio taped

I agree to be audio taped during the interview YES/NO

I know that the audiotapes will be used for this project only YES/NO

Permission to take notes during the interview

I agree that notes can be taken during the interview YES/NO

I know that the notes will be used for this project only YES/NO

Informed Consent

I understand that:

- my name and information will be kept confidential and safe and that my name and the name of my sub-region (district) will not be revealed.
- I do not have to answer every question and can withdraw from the study at any time.
- I can ask not to be audiotaped
- all the data collected during this study will be destroyed within 3-5 years after completion of my project.

Sign_____ Date_____

Appendix 5

LETTER TO THE SCHOOL HEAD

University of the Witwatersrand, Johannesburg, South Africa
School of Education
EDUCATIONAL LEADERSHIP AND POLICY STUDIES PHD RESEARCH THESIS

ANNAH KOBOYATAU
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akoboyatau@gmail.com

30 June 2016

Dear Participant

My name is Annah Koboyatau, a Student at the University of the Witwatersrand School of Education. I am doing research on:
Exploring service delivery in the Botswana basic education sector: A case of one education district.

I would like to explore the perspectives and experiences of district officials regarding service delivery in Botswana public schools from Gaborone District.
I therefore write to request for permission to conduct research in your school in March 2017. My study will involve six principal education officers, six school heads and 92 teachers. This study will involve interviewing principal education officers and school heads using a semi-structured interview. Teachers will be involved in focus group interviews. Teachers who would have given rich information about service delivery will also be given questionnaires to answer. I further request permission to audio record you and the teachers and to also take field notes during the interviews.

I have chosen to do research in your school because it is in the capital city where it is assumed there are enough resources available to deliver quality service. Another reason is that the participants have experienced the phenomenon under investigation and I therefore think they will provide in-depth information about service delivery.

You and your teachers will not be advantaged or disadvantaged in any way. You and the teachers are assured that participation in this study is voluntary and you can withdraw your permission at any time during this project without any penalty. There are no foreseeable risks in participating and you and the teachers will not be paid for this study.

The information obtained will be treated with the strictest confidentiality and will be used solely for this research purposes only. I will not be using your own name but you will be allowed to make up a pseudonym yourself so no one can identify you and a code will be given to your school. All information about you and your school will be kept confidential in all my writing about the study. All collected information will be stored safely and destroyed within 3-5 years after I have completed my study. You will not be paid for this study.

It is my presumption that the research findings will make a creditable contribution towards improving the perceived declining service delivery in Botswana public schools.

I look forward to working with you.

Please let me know if you require any further information.

I look forward to your response as soon as is convenient.
Yours faithfully

Annah Koboyatau (Student Number 1520624).

Appendix 6
School head's Consent Form

Please fill in and return the reply slip below indicating your willingness to be a participant in my voluntary research project called:

Exploring service delivery in the Botswana basic education sector: A case of one education district

I, _____ give my consent for the following:

Permission to be interviewed	**Circle one**
I would like to be interviewed for this study.	YES/NO
I know that I can stop the interview at any time and don't have to answer all the questions asked.	YES/NO

Permission to be audio taped

I agree to be audio taped during the interview	YES/NO
I know that the audiotapes will be used for this project only	YES/NO

Permission to take notes during the interview

I agree that notes can be taken during the interview	YES/NO
I know that the notes will be used for this project only	YES/NO

Informed Consent

I understand that:

- my name and information will be kept confidential and safe and that my name and the name of my sub-region (district) will not be revealed.
- I do not have to answer every question and can withdraw from the study at any time.
- I can ask not to be audiotaped
- all the data collected during this study will be destroyed within 3-5 years after completion of my project.

Sign_____ Date_____

Appendix 7

LETTER TO THE TEACHER

University of the Witwatersrand, Johannesburg, South Africa
School of Education
EDUCATIONAL LEADERSHIP AND POLICY STUDIES PHD RESEARCH THESIS

ANNAH KOBOYATAU

Wits school of Education

DIVISION OF EDUCATIONAL LEADERSHIP AND POLICY STUDIES

27 St Andrews Road

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Cell.:0710741936
E-mail:1520624@students.wits.za or
akoboyatau@gmail.com

30 June 2016

Dear Participant

My name is Annah Koboyatau, a Student at the University of the Witwatersrand School of Education. I am doing research on:
Exploring service delivery in the Botswana basic education sector: A case of one education district.

I would like to explore the perspectives and experiences of district officials, school heads and teachers regarding service delivery in Botswana public schools from Gaborone District.
I therefore write to request your permission to participate in my research project in March 2017. You will take part in focus group interviews and you will also be given questionnaires to answer. I further request permission to audio record participants and to also take field notes during the interviews.

You have been selected to participate in this study because you have been identified as someone who has a great deal to share about service delivery in this school. My research focuses on exploring the perspectives and practices of principal education officers, school heads and teachers on the improvement of service delivery, with particular interest in understanding how you are engaged in this activity, how they ensure that policy reforms are implemented by all staff members and whether we can begin to share what we know about making a difference in service delivery in public schools.

You will not be advantaged or disadvantaged in any way. Please be assured that you will not risk any job loss or other institutional sanctions because of taking part in this research project. You are also assured that participation is voluntary and you can withdraw your permission at any time during this project without any penalty. You are also informed that you will not be paid for participating in this study.

The information obtained will be treated with the strictest confidentiality and will be used solely for this research purposes only. I will not be using your own name and you will be allowed to make up a pseudonym yourself so no one can identify you. Your school will also be given a code so that it will not be identified All information about you and your school will be kept

confidential in all my writing about the study. All collected information will be stored safely and destroyed within 3-5 years after I have completed my study. You will not be paid for this study.

It is my presumption that the research findings will make a creditable contribution towards improving the perceived declining service delivery in Botswana public schools.

Please let me know if you require any further information.

I look forward to your response as soon as is convenient.
Yours faithfully

Annah Koboyatau (Student Number 1520624).

Appendix 8
Teacher's Consent Form

Please fill in and return the reply slip below indicating your willingness to be a participant in my voluntary research project called:

Exploring service delivery in the Botswana basic education sector: A case of one education district

I, _____ give my consent for the following:

Permission to be interviewed	**Circle one**
I would like to be interviewed for this study.	YES/NO
I know that I can stop the interview at any time and don't have to answer all the questions asked.	YES/NO

Permission to be audio taped	
I agree to be audio taped during the interview	YES/NO
I know that the audiotapes will be used for this project only	YES/NO

Permission to take notes during the focus group interview

I agree that notes can be taken during the interview YES/NO

I know that the notes will be used for this project only YES/NO

Permission for questionnaire

I agree to fill in a questionnaire sheet for this study. YES/NO

Informed Consent

I understand that:

- my name and information will be kept confidential and safe and that my name and the name of my sub-region (district) will not be revealed.
- I do not have to answer every question and can withdraw from the study at any time.
- I can ask not to be audio taped
- all the data collected during this study will be destroyed within 3-5 years after completion of my project.

Sign_____ Date_____