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PERFORMANCE MANAGEMENT IN THE MINISTRY OF HEALTH IN LESOTHO

by

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A FULL RESEARCH DISSERTATION SUBMITTED TO THE FACULTY OF COMMERCE, LAW AND MANAGEMENT, UNIVERSITY OF THE WITWATERSRAND, IN FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE OF MASTER OF MANAGEMENT BY RESEARCH AND DISSERTATION.

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ABSTRACT

In an effort to improve performance, efficiency, accountability and effectiveness of public sector organisations, the Government of Lesotho has adopted a variety of reforms; one of these is the Performance Management System. However, despite its implementation more than a decade ago, the Performance Management System in the Ministry of Health in Lesotho is not producing the anticipated results. Performance management is a tool designed to improve organisational performance by channelling the tasks and activities of employees towards the goals of the organisation. Therefore the overarching purpose of the study is to describe and explain the reasons why the Performance Management System in the Ministry of Health in Lesotho is not producing the anticipated results.

Through the qualitative approach, interviews and focus groups were used to collect data from the purposely selected sample of Ministry of Health employees. In addition, documents relating to the Performance Management System in the Ministry of Health have been used as data collection methods.

Among other reasons, the study found that the Performance Management System (PMS) in the Ministry of Health in Lesotho is not producing the expected results because of lack of knowledge about the PMS by lower-level employees, absence of individual work plans, lack of feedback and lack of integration of Performance Management systems.

In conclusion, the study found that the core reason for PMS not producing the anticipated results in the Ministry of Health in Lesotho is its misapplication and a lack of adherence with the legal framework on PMS. The study identified a series of concepts related to performance management, such as the setting of the organisational goals, planning,

monitoring, evaluation, feedback and rewards, and improvement programmes. However, it has been discovered that in the Ministry of Health in Lesotho, some performance management concepts such as feedback and improvement programmes are not used, whereas some, such as performance evaluations and rewards, are wrongly applied. The theoretical and conceptual implication of this for the study is that there is little integration between the PMS processes and employees' activities in the Ministry of Health in Lesotho.

DECLARATION

I declare that this dissertation is my own, unaided work. It is submitted in fulfilment of the requirements for the degree of Master of Management by Research and Dissertation at the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination at any other university.

……

PAPALI TSEISA

31 March 2016

DEDICATION

This dissertation is dedicated to my children Tsoametsi Tseisa and Samuel Tseisa; you are the source of my inspiration.

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To God be glory and honour for providing me with the strength, wisdom and courage to undergo this challenging journey for the completion of this work.

My sincere appreciation goes to my supervisor, Dr H. Zandamela, for his support, guidance and mentorship. Your patience and academic resourcefulness surpassed expectations.

A special feeling of gratitude goes to my loving husband Mr Tsiu Tseisa, for the financial support he provided, without which the study could not have transpired.

I also thank my entire family for the moral support they provided. Special thanks goes to my mother, Mrs Mapapali Motjetjepa, for her unwavering support throughout my studies.

I would also like to thank the Ministry of Health in Lesotho for granting me permission to carry out the research. You have made this study possible.

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ABBREVIATIONS

MCA	Millennium Challenge Account
MOH	Ministry of Health
PA	Performance Appraisal
PMS	Performance Management System
PRP	Performance Related Pay
TNA	Training Needs Assessment
NSDP	National Strategic Development Plan

CHAPTER ONE

INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION

The Ministry of Health in Lesotho, as the main provider of health services, plays a pivotal role in ensuring and maintaining the good health of the nation. Because of this, the ministry strives for excellence in delivering its mandate to the public. In 2001 the ministry implemented the Performance Management System to improve the organisation's performance (Ministry of the Public Service, 2012). In spite of this, the Performance Management System in the Ministry of Health in Lesotho is not producing the anticipated results.

Most importantly the Performance Management System is aimed at managing the potential of individuals and teams to reach the ministry's goals, which are to improve health, combat HIV/AIDS and reduce vulnerability (Millennium Challenge Account, 2010; National Development Strategic Plan, 2012).

Previous research has shown how the Performance Management System was implemented in all the ministries in Lesotho, including the Ministry of Health (Khoeli, 2003). Other studies explained the challenges met in the implementation of the Performance Management System in the Ministry of Health (Millennium Challenge Account Lesotho, 2010; Takondwa, Kariisa, Doherty, Hoohlo-Khotle, Kiwanuku-Mukiibi and Williamson, 2010).

It can be deduced that although the above studies stated how performance management is implemented and the challenges that were

met in that implementation in the Ministry of Health, they do not show the reasons why the Performance Management System in the Ministry of Health is not producing the anticipated results. Therefore the main contribution of this study is to provide a description and explanation of the reasons behind the ineffectiveness of the system and to suggest how the Performance Management System in the Ministry of Health in Lesotho can be improved.

The first goal of this research is to explain why the functions of the Performance Management System at the Ministry of Health (MOH) in Lesotho are not fully utilised. The second is to investigate the difficulties encountered in the application of the Performance Management System. The third goal is to examine the integration between the individual activities and the Performance Management System processes in the Ministry of Health in Lesotho. Lastly, this study aims to determine the knowledge and perceptions of the employees regarding the Performance Management System.

The study took place at the Ministry of Health headquarters in Maseru, Lesotho. The units of analysis were the Ministry of Health employees. The paper first begins with the background for the study, problem statement and purpose statement.

1.2 BACKGROUND

1.2.1 Ministry of Health in Lesotho

The Ministry of Health is found in the Kingdom of Lesotho, a country located in the southern part of Africa and landlocked by the Republic of South Africa. No organisation can exist without a purpose; as such the vision of the Ministry of Health is to enrich a healthy quality of life that is free of preventable diseases for the country's citizens. The mission of the

Ministry of Health is to provide an efficient and compassionate health care system, with particular emphasis on the prevention and eradication of priority health problems that are amenable to cost-effective interventions (Lesotho Government, 2012).

Furthermore, there are numerous departments under the office of the Principal Secretary that ensure that the vision and mission of the Ministry of Health are turned into a reality. The administration department oversees the general management function in the Ministry of Health. In addition, all the technical health related issues are handled by the department of clinical services. As a result, health professionals such as doctors report directly to the director of clinical services in the department. There is also the health planning department, which assists the Ministry of Health to develop, choose, implement and evaluate the strategies that lead to the attainment of the mission of the Ministry of Health.

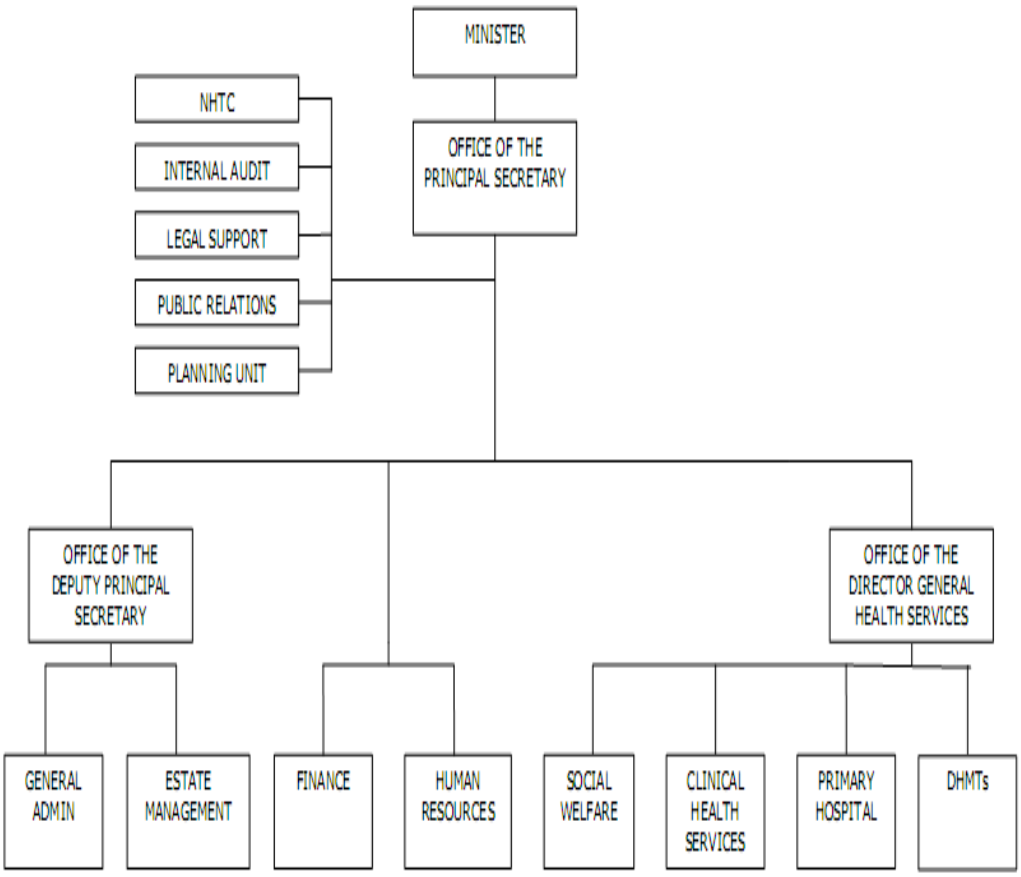
No organisation can function effectively and efficiently without a department of human resources. The human resources department of the Ministry of Health is built up made up of human resources professionals and practitioners.

In addition, there is a primary health care department which is concerned with access to medical care to the people when they first require it. The procurement department ensures the buying of required items in the Ministry of Health. The finance department oversees the processing of salary payments and the payment for procured items (Takondwa, *et al.,* 2010).

The structure below shows the different departments and hierarchy levels at the Ministry of Health in Lesotho. This diagram presents the chain of command and authority for decision-making at the ministry. In addition, through the departments, groups of people specialise and manage one

particular aspect of the organisation's function. Thus heads of departments are responsible and accountable for the effective application of the Performance Management System in their respective jurisdictions (Public Service Regulations, 2008).

Diagram 1: The structure of the Ministry of Health



Source: Takondwa, *et al.,* 2010

The information above provides a basic understanding of the mandate of the ministry; its location and the different departments that build the Ministry of Health in Lesotho.

1.2.2 Evolution of the Performance Management System in Lesotho

The PMS was introduced into Lesotho's Ministry of Health in 2001 to improve the performance of the public servants and the overall performance of all the ministries, which was deteriorating (Ministry of the Public Service, 2010). Lesotho, by virtue of being a former colonial protectorate, inherited most of its administration strategies from British rule. Confidential reports were used to manage employees' work prior to 2001 (Setefane, 2007).

Several legal frameworks enforced the implementation of Performance Management System in the entire public service in Lesotho. These are the Public Service Rules and Regulations (2008) and Basic Conditions of Employment Act (2011). The Public Service Rules and Regulations (2008) unpack the implementation of the Performance Management System. These regulations stipulate that officers on Grade H and above should enter into performance contracts with their immediate supervisors. To enhance the public officers' performance and productivity, operational plans and individual work plans should be developed, based on the ministry's strategic plan. According to these regulations, the performance of public officers should be reviewed twice a year. Moreover, there is intent to introduce performance-related pay within the public service, putting an end to automatic annual salary increases (Ministry of the Public Service, 2012).

The Basic Conditions of Employment of Public Officers Act (2011) indicates that there should be regular coaching of employees in the PMS. This act also unpacks how performance-related pay should be executed. For example, an outstanding performer which means an employee who scores performance points from 80 to 100% should be raised by two notches. The very effective performer, with 70 to 79 percentage points should be incremented by one notch. Lastly, the effective performer, who

scores between 60 to 69 percentage points should maintain the current salary scale.

Having noted the evolution and legal framework of the PMS in the Ministry of Health in Lesotho, the aims of the Performance Management System are presented below.

The aims of PMS in the Ministry of Health in Lesotho, according to Millennium Challenge Account (MCA) Lesotho (2010), are to empower and motivate employees and focus the tasks of the employees towards the organisational goals. In addition, the PMS is aimed at managing the potential of individuals and teams to benefit the organisation. Furthermore, the Performance Management System is intended to proactively manage and seek performance in tandem with agreed accountabilities and objectives.

In relation to the problem, it can be deduced from the information provided that the main purpose of the Performance Management System in the Ministry of Health in Lesotho is to assist the ministry to achieve its goals through integrating individual and organisational objectives.

1.2.3 Challenges in the implementation of Performance Management System in the Ministry of Health

The Millennium Challenge Account Lesotho (2010) indicated that in the Ministry of Health, salary increments take place annually regardless of the performance measurement. This results in de-motivated staff and even lower morale. So the aim of the appraisals as a means of measuring and improving job performance becomes a myth rather than reality. In addition, the absence of individual work plans among the staff is perceived to be one of the obstacles hindering employee performance. For instance, at the

district level, the workers are guided by work schedules not individual work plans as directed by the Performance Management System guidelines.

Takondwa, *et al*., (2010) stated that for some supervisors and the staff under them, the knowledge of how to conduct the performance appraisals is totally lacking. Training and staff development in some cases are not linked adequately with the Performance Management System (Millennium Challenge Account Lesotho, 2010). This means that staff training and development plans are not properly linked with performance appraisals. When this happens, it becomes difficult - if not impossible - to assess the training conducted against the Performance Management System, with the result that the effectiveness of such training on employee performance cannot be easily measured.

This implies that lack of knowledge about the PMS may make it difficult for those in charge to manage employee performance. These suggests that the government of Lesotho might be spending huge sums on salary increments that are not performance based, rather than educating the Ministry of Health employees on the PMS.

The National Strategic Development Plan (2012) has shown that Lesotho is a poverty-stricken country. The study takes into consideration that poverty can be one of the socio-economic challenges hindering capacity building of employees on the PMS. However, investing too much on salary increments without taking performance measurement into consideration may perpetuate poverty.

Moreover, difficulty in accessing public services may compel the clients of the Ministry of Health to bribe the employees to attain the required services. This may well lead to corruption, which is one of the socio-economic challenges that the study considers. As a consequence, it was

imperative to understand and describe the reasons preventing the PMS form operating effectively, since doing so provide answers to the problem and curb the corruption.

Among the reasons found by the study that prevent the PMS in the Ministry of Health from accomplishing the expected results, are lack of training on the system, and employees not adhering to the legal framework on the Performance Management System. To implement the PMS effectively and efficiently, training about the system is imperative. When the employees and managers understand the system and apply it correctly, it is likely to encourage and motivate them to work better, resulting in the improved delivery of the health services. As services improve, the activities related to corruption will wane. The study revealed that the Ministry of Health should invest more in training focused on the Performance Management System.

1.3 PROBLEM STATEMENT

a) In spite of its implementation more than a decade ago, the Performance Management System in the Ministry of Health in Lesotho is not producing the anticipated results of integrating corporate objectives and individual work. The vision was for the Ministry of Health to design structured and focused training programmes based on the actual needs of the ministry, improving individual and organisational effectiveness in delivering quality health services and providing a basis for performance-related pay (Performance Management System Assessment Report 2010; Millennium Challenge Account, 2010; Takondwa, *et al.,* 2010).

b) **Knowledge gap**

There are studies on how the PMS is implemented in the entire public service in Lesotho and the challenges faced in its implementation in the

Ministry of Health (MOH) (Khoeli, 2003; Performance Management System Assessment Report, 2010; and Millennium Challenge Account, 2010; Takondwa, *et al.*, 2010) However, the reasons why the PMS in the Ministry of Health is not producing the anticipated results have not been provided.

c) Context

The PMS was introduced into the Ministry of Health in 2001. The study has described and explained the reasons behind the malfunction of the system from its conception to 2015. At headquarters level, there are plenty of employees who have the authority to make decisions regarding the PMS, which is why the study focused mainly on the ministry's headquarters.

d) Research need

In spite of the judicial requirements stating that the PMS is crucial for the public officer's performance and productivity, there is evidence that performance management functions such as performance appraisals and individual work plans are not being fully utilised. In addition, it has been discovered that some supervisors and supervisees find it difficult to implement the system (Lesotho Health Assessment Systems Report, 2010; Takondwa, *et al.,* 2010). There was a need to explain in detail the underlying reasons preventing the effectiveness of the Performance Management System in the Ministry of Health in Lesotho.

1.4 PURPOSE STATEMENT

The purpose of this research was to describe and explain the underlying reasons behind the malfunction of the PMS. The study also aimed to address the knowledge gap.

The study is aimed at describing and explaining in detail the reasons why the PMS in the Ministry of Health in Lesotho is not producing the anticipated results. Explanations as to how the system can be improved are also given.

1.5 RESEARCH QUESTION

The main research question to be addressed is: “Why is the Performance Management System in the Ministry of Health in Lesotho not producing the anticipated results?”

1.5.1 Sub questions

The following are the sub-questions the study seeks to address:

1. What do the employees of the Ministry of Health in Lesotho understand and perceive by the Performance Management System?
2. What are the difficulties encountered in the application of the Performance Management System in the Ministry of Health in Lesotho?
3. How are the activities of individuals integrated to the Performance Management System processes?
4. Why are the Performance Management System functions at the Ministry of Health in Lesotho not fully utilised?

1.5.2 Research goals

The research goals of the study are:

1. To determine the knowledge and perceptions of the employees regarding the PMS.
2. To investigate the difficulties encountered in the application of the Performance Management System.
3. To examine the integration between individual activities and Performance Management System processes in the MOH in Lesotho.
4. To explain why all funtions of the Performance Management System at the Ministry of Health in Lesotho are not fully utilised.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

The chapter consists of the definitions, origins and theories of performance management. The literature review will begin with a context review. The first research question of the study is what do the employees of the Ministry of Health in Lesotho understand and perceive by the Performance Management System? In order to evaluate the answers to that question, a context review is imperative.

In addition, a historical review from studies from around the world and Africa is shown so as to provide an understanding of how, when and why performance management evolved. The theoretical review is also presented to provide the theories relating to performance management and organisational performance used in this study.

2.2 PERFORMANCE

On reflection, the problem underlying this research is that the PMS in the Ministry of Health in Lesotho is not producing the anticipated results. The literature on performance management is important in providing an understanding of how performance management is described, what are its benefits or shortfalls and how it can be improved.

There are diverse views from scholars regarding the definition of performance management, and ample definitions of the term exist in the literature. Firstly, the concept of performance will be described. Lebas (1995) is of the opinion that performance is the capability of the unit being

evaluated; thus a performing organisation is one that *can* achieve its objectives and not necessarily one that *has* achieved the objectives.

In contrast, Armstrong (2006) defines performance as not only the achievement of the objectives but also entails how those objectives were attained. Van Doren, Boukaert and Halligan (2015), on the other hand, view performance as an intentional behaviour which can be individual or organisational.

According to Pulakos (2009) performance management refers to how organisations communicate expectations and so drive behaviour to achieve their goals. Through performance management, the organisation can identify ineffective performers who need to undergo development training.

Agere and Jorm (2000) stated that the Performance Management System is a certain way of managing and accessing employee performance, using performance appraisals and performance benchmarking to strengthen good governance and to discourage corruption. To sum up, performance management is a technique that can be applied by organisations to accelerate the attainment of goals and improve service delivery (Kennerly and Neely, 2002).

Markus (2004) postulated that many organisations view their Performance Management Systems as organisational wallpaper, which means that they only exist in the background and are not viewed as adding to value. Because of this perception, the adoption of the new system, new templates and new procedures is not always adequate to make the PMS effective. There are some basic pre-requisites for the effectiveness of the PMS at the organisational level. According to this author, these are the reasons that performance management is often ineffective.

Pulakos and O'Leary (2011) stated that traditional performance management approaches such as predetermined schedules for the performance management activities, the way the ratings are done, the type of documents required and the way the goals are set, have failed to achieve their promise of impacting the individual and organisational performance.

Further, Armstrong and Baron (2015) noted that performance appraisal, which is a component of performance management, is often regarded by employees as a punitive, top-down control devise. In addition, it is shown that performance appraisals are expected to meet too many, and sometimes conflicting objectives. Stebler (2001) indicated that the problem with performance appraisals is their multiple objectives of setting targets, giving performance feedback, discussing the development needs and determining performance pay increases. Markus (2004) showed that in most organisations, performance management is primarily an annual event, a form completed at the end of the financial year.

Moreover Pulakos, Hanson, Arad and Moye (2015) indicated that the carrot-and-stick approach adopted by performance management is not effective for the challenging behaviour in today's complex work environment. Therefore to achieve its purpose, performance management needs to shift from a formal system approach and focus on the performance management behaviours that affect the employees every day. These authors also postulated that although the management of the organisation is crucial to attain the effectiveness of performance management; the managers cannot create an effective performance management alone. All the managers and lower employees are responsible for the effectiveness of performance management. According to Pulakos, *et al.,* (2015), even if it is broken, performance management can be fixed.

On one hand, Hunt (2015) maintained that pay for performance management may not work everywhere but can operate well in some settings when applied the correct way. The author further points out that any performance management can be effective or ineffective regardless of whether it is done annually or weekly. The effectiveness of the system is a function of how well the managers and employees carry out the tasks. This author is of the view that performance management cannot be fixed, because performance management methods that work well in one company may not work well in another. The best approach need to be tailored to the business needs, the nature of the employees, the jobs that they are performing and the skills and incentives awarded to managers. This view is contrary to that expressed by Pulakos, *et al.,* (2015) who maintained that performance management can be fixed.

Travaglione and Marshall (2000) formulated that for the Performance Management System to be effective; there should be consistency between the PMS and other corporate strategies of the organisation. This can be achieved through identifying, developing and reinforcing the roles needed for the employees to achieve its strategic goals. Further Murphy (2004) mentioned that to improve the performance management, the organisations should ensure that the performance management is aligned with the corporate strategy so that the individuals understand how they contribute to the overall organisational goals.

Hayes and Kearney (1995) stated that performance management is intended to improve employee performance and service delivery in an organisation. Thus, performance management is a continuous process of identifying, measuring and developing the performance in the organisation through linking individual performance and objectives to the mission and goals (Aguinis, 2011).

Briscoe and Claus (2008) defined performance management as a system through which organisations set work goals, determine performance standards, assign and evaluate work, provide feedback, determine training and development needs and distribute rewards. Deb (2009) viewed performance management as a process involving performance planning, performance managing, performance appraisal, and performance rewarding and performance development.

Travaglione and Marshall (2000) outlined three main perspectives or models of PMS. The first one is PMS as a system of managing the organisational performance (Bredrup, 1995; Rogers, 1990). The second is PMS as a system of managing employee performance (Torrington and Hall, 1995; Ainsworth and Smith, 1993; Heisler, Jones and Benham, 1988; and Guinn, 1987). The third perspective is PMS as a system of integrating the management of organisational and employee performance (Mc Afee and Champagne; 1993, Storey and Sisson; 1993).

This study is more closely linked with the first perspective which views the Performance Management System as a system for managing organisational performance. The problem of the study is about the ineffectiveness of Performance Management System in the MOH as an organisation.

De Waal and Coevert (2007) indicated that these times, organisations implement the PMS because the regular application of the system gives birth to improved organisational results. As a result, organisations that have implemented the PMS generally perform better than organisations that are not driven by performance management, although not always in the anticipated positive way (De Waal, Goedegebuure and Geradts, 2011).

In addition, De Waal and Coevert (2007) highlighted the factors which bring about the positive effects of the Performance Management System on organisational performance. These are the clear mission, strategy and policy of the organisation, adherence to organisational culture, behavioural factors, setting clear targets that are aligned to organisational objectives, innovation and salary based on performance.

On the other hand, Watkins (2006) showed that organisations and organisational performance should be engaged in a manner that is richer, and more insightful than the statistical and quantitative representation of performance. Thus when managing organisational performance, people's attention should not be driven towards meeting the set targets at the expense of fulfilling the organisations' purpose. The simplicity of these targets may divert attention from where it is required. As a result, the organisations should consider evolving social conventions of acceptable behaviour and the experience from everyday interactions in the workplace in producing the required performance.

Shahzad, Luqman, Khan and Shabbir (2012) defined the organisation culture as the norms, values, beliefs, behaviours and attributes that express the organisation and differentiate it from others. Thus the performance of the organisation is dependent on the degree to which the values of the organisation are comprehensively shared.

Besides that, Gavrea, Ilies, and Stegerean (2011) identified the factors that have played a critical role in the success of the organisation; these are the structural issues, for instance, the number of employees and their ages. Moreover the internal environment which consists of the strategy, leadership, employees, performance measurement, and innovation, play an important role in determining the success of the organisation. In addition, the external environment also influences the performance of the organisation.

It can be deduced from the literature that the performance of the organisation is not only about the ability to attain the objectives but also entails how those objectives are achieved. The various views of scholars about performance management reflect that it is implemented to improve their performance. However, it has been highlighted that in most organisations, performance management has failed to attain its promise due to its bureaucratic nature, the perceptions of the employees regarding it, and the way the managers in execute it. In addition, it has been shown that some organisations do not put in place the pre-requisites for effective performance management.

While it may be necessary for organisations to determine and use performance indicators when managing performance, emerging social conventions from acceptable behaviour and experiences from everyday interactions may assist the organisations to attain the required performance. Most importantly, the data shows that although performance management is intended to improve the overall organisation performance, employees play a pivotal role in meeting the expected results. The employees should have solid knowledge about the culture of the organisation so as to get familiar with the systems of the organisation.

The implication is that even though the organisations expect performance management to yield improved performance, it does not always do so. This is the reason some writers indicated that performance management may not work everywhere but can operate well when applied appropriately.

The literature has also reflected that although most organisations implemented performance management, it has not produced the anticipated results. Some authors showed that when the system is broken, it can nevertheless be fixed by implementing performance management

behaviours that affect every day activities. The opposing view maintains that it cannot easily be fixed because performance management principles that work well in one organisation may not work well in another.

In summary, the information reflects that although most authors underpin the importance of performance management in organisational performance, their understanding of performance management differs and their views regarding the factors which actually bring positive effects from PMS are also diverse. Further, it can be noted the performance management has not been effective in some organisations; however, there seems to be various ways to bring solution to the anomaly. Most importantly, some authors even wrote that there is no remedy for the performance management problem. In relation to this study, although the Ministry of Health in Lesotho implemented the Performance Management System in 2001, it has not been effective because there are the pre-requisites at the organisational level for the effectiveness of the PMS which have been overlooked.

2.3 ORGANISATIONAL STRATEGIC LEVELS

The study is about performance management in the Ministry of Health in Lesotho, which is an organisation. Therefore it is pivotal to reflect on the different organisational strategic levels so as to have a clear picture of how the PMS is undertaken at those levels. This is important in examining how each level contributes to the success or otherwise of the PMS.

There are three organisational strategic levels; these are the corporate level, the business level and the functional level (Barnes, 2008). Although performance management takes place at all these levels, the focus of the performance management frameworks differs depending on the different organisational levels (Van Den Berghe and Verweire, 2004).

The corporate strategy is the highest level, which sets out the direction and scope of the whole organisation (Barnes, 2008). Organisations usually express their corporate strategy in the form of a corporate mission or vision statement. At the corporate level, the focus of the PMS at the Ministry of Health in Lesotho is to enhance the provision of efficient and compassionate health care services to the nation (Lesotho Government, 2012).

The next level, the business level, is primarily concerned with how a particular organisational unit should compete within its industry and what should be its strategic aims and objectives (Jones, 2010). In this study, at the business level, the Performance Management System at the Ministry of Health in Lesotho is channeled towards the attainment of the ministry's objectives, which are to improve health, combat HIV/AIDS and reduce vulnerability (National Development Strategic Plan, 2012).

Last but not least, performance management at the functional level of organisations has mainly been approached from the operations perspective (Hill, Jones and Schilling, 2014). These functional operations according to Pycraft, Singh, Phihlela, Slack, Chambers and Johnston (2010) are the marketing, information technology and human resource functions. The functional level is concerned with how each function contributes to the business strategy, what their strategic objectives should be and how they should manage their resources in pursuit of those objectives. Thus the administration, legal, accounts, health services, planning and human resource departments at the MOH in Lesotho serve as operational functions made up of a collection of processes interconnecting with each other to attain the ministry's objectives.

The information on organisational strategic levels postulates that organisations comprise of different levels. The focus of performance management framework at different levels will also vary. Nonetheless, the

organisations should ensure that all the different levels are aligned with the ultimate goal of the organisation.

In relation to this study, the data implies that all the three strategic levels are imperative for the effective application of the Performance Management System in the Ministry of Health in Lesotho. The MOH is an organisation; as such the ministry should ensure that every aspect of the organisation has adopted an approach consistent with the overall goal of the ministry.

The corporate level is the highest decision-making body in an organisation, and so it should set the example for the whole organisation as to how the PMS is applied. The revelations that some senior management employees at the MOH have no individual plans, reflect that the focus of the PMS at the corporate level is at risk.

It has been indicated that the Performance Management System at the business level is aimed at attaining the Ministry of Health objectives. The discovery that the activities of the employees are not aligned with the PMS processes implies that the PMS might fail to achieve its focus at the organisation's business level.

The business and functional levels contribute to the attainment of the corporate strategy of the organisation. When it becomes obvious that the corporate and business level are not in par with the PMS requirements, an inference can be made that the focus of the PMS at the functional or the operational level is not likely to be fruitful. In summing up, all the different organisational strategic levels at the MOH are detrimental for the effectiveness of the PMS in the ministry. The MOH needs to ensure that all its strategies from all the levels are aligned with the PMS processes.

2.4 EMPLOYEE MOTIVATION

At any strategic level of an organisations, there are employees who ensure that the goals of the organisation are met. At the Ministry of Health in Lesotho, there are employees at different management levels who assist the ministry to attain its objectives.

Daoanis (2012) wrote that the success of any organisation depends on the quality and characteristics of its employees. It has been noted that the PMS in Lesotho's MOH is aimed at motivating the employees (The Ministry of the Public Service, 2010). It is imperative to investigate on employee motivation.

Rijalu, Reta and Zewude (2014) described employee motivation as an inner drive that compels individuals to act towards the achievement of organisational goals. Manzoor (2012) defined employee motivation as the power that triggers an employee to act to attain the desired targets. Motivation is supposed to stimulate performance that is objective-based.

There are many ways of motivating employees to perform well, and many theories indicated in the literature review chapter that show how the employees can be motivated to achieve the organisational objectives. The goal-setting theory states that not only does the assignment of specific goals result in enhanced performance, but also goal acceptance, and increasing the challenge leads to increased motivation and thus improved performance (Lunenburg, 2011).

The expectancy theory by Vroom, on the other hand, believes that individuals change their behaviour according to their anticipated satisfaction in achieving certain goals (Lucas, Lupton and Mathieson 2006). Employees tend to strive hard to achieve the organisational

objectives when they know they will be honoured or compensated for their efforts.

Hertzberg's theory on motivation views salary, interpersonal relations and working conditions as hygiene factors that satisfy people at work (Hertzberg, 1974). But while their absence causes job dissatisfaction, their presence does not always motivate employees. Hertzberg describes five factors determining job satisfaction: achievement, recognition, the work itself, responsibility and advancement. These factors according are called "satisfiers" because they are related to the task performed at work, while the hygiene factors are named "dissatisfiers" because of their relationship with the environment in which work is done.

In conclusion, in this study, the different ways of motivating employees to improve their performance are defined through the lenses of the three mentioned theories. In addition, these mean that motivated employees are likely to produce good or better organisational performance. Employee motivation and performance management are related, in that the former greatly affects the latter.

The study has revealed that the employees at the Ministry of Health in Lesotho are not motivated to perform their duties; possibly due to a lack of clear goals, rewards, promotions or training. It has been noted that performance management can enhance employee motivation in various ways, but if none of them is applied, then the effectiveness of the PMS is in doubt. In relation to the research problem, the lack of employee motivation might be one of the reasons why the PMS in the Ministry of Health is not producing the anticipated results.

2.5 PERFORMANCE APPRAISAL

The previous section has reflected that the employees are pivotal in enabling organisations to attain their objectives. Thus the organisations simply cannot achieve their goals and objectives without them. In addition, performance management has been defined as a process involving performance planning, performance managing, performance appraisal, performance rewarding and performance development (Deb, 2009). PMS should employ performance appraisal (PA) to assess the performance of employees against the set targets.

Daoanis (2012) wrote that Performance Appraisal is a vital tool in measuring the frameworks set by the organisation within which its employees work. Nonetheless, the process of performance appraisal has been criticised for being too complex, time-consuming and bureaucratic (Murphy, 2004). Bersin (2008) also noted that performance appraisal is used for assessing past behaviours of the employee and this is a situation some managers exploit to victimise unfavoured employees.

Fletcher (2001) indicated that the PA has become part of the approach to integrating performance management strategies with the employee performance. Therefore performance appraisal is used by the organisations to access the performance of the employees, and develop their competence and becomes a basis for distribution of rewards. Contrary to this view, Armstrong and Baron (2015) feel that performance appraisals are expected to meet too many and conflicting objectives. The evaluative uses of the performance appraisals drive out real conversation and thereby reduce the potential for developmental and motivational impact.

Katerina, Andrea and Gabriela (2013) stated that there are two forms of employee performance appraisals. These are the formal or systematic

appraisal and the informal or non-systematic appraisal. The first is a formal process conducted on a systematic basis to compare the expected and real individual performance. The latter refers to the continuous evaluation of the employee by his or her supervisor during the work processes.

Although performance appraisals are essential for effective evaluation and management of staff, raters should provide objective and unbiased ratings for employees' appraisal to give accurate information (Boachie-Mensah and Seidu, 2012). Champion (2015) indicated that performance ratings tend to be unreliable and perhaps biased because they are based on the judgment of a single person, usually the supervisor. Sometimes performance ratings tend to be lenient and insufficiently differentiating and this makes them useless (Roberson, Galvin and Charles, 2007).

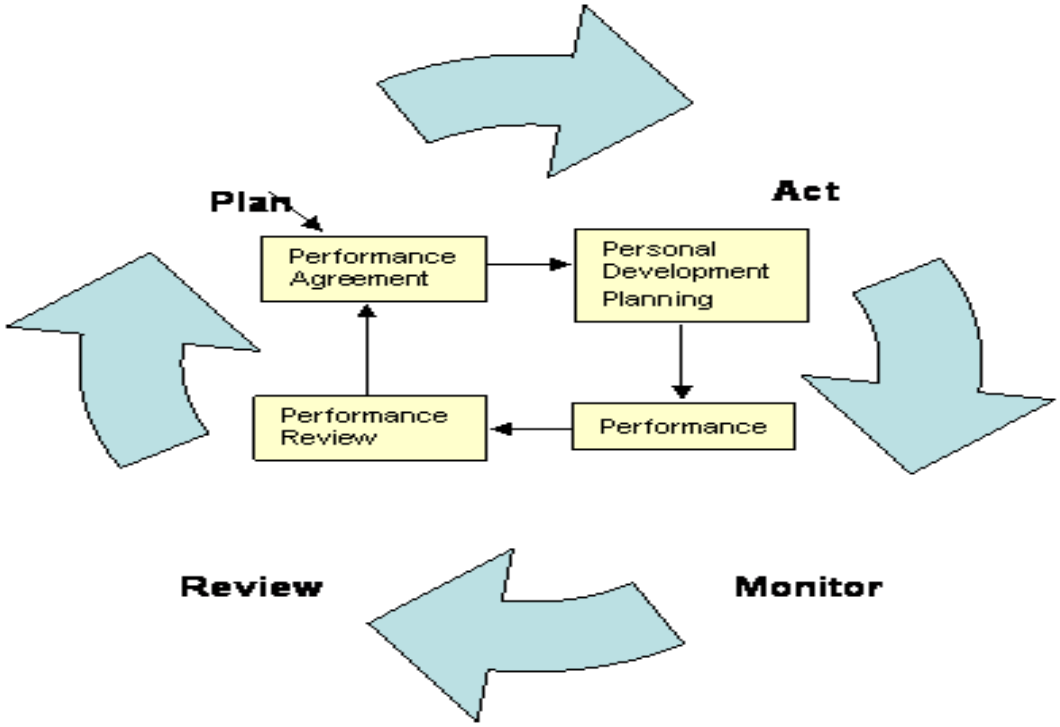
It can be concluded that the PA is an important component of performance management in that it evaluates the performance of employees against set targets. However, due to its nature, there seem to be many pitfalls, to the extent that in some situations they no longer serve their purpose. This also leads employees to perceive the perceptions of the employees about the PAs as unpleasant.

The performance appraisal is a pivotal tool for performance management because it forms the basis for distribution of rewards, trainings and improvement programmes. Nevertheless, it has been discovered that most of the employees, at the MOH in Lesotho, especially those on the subordinate level, rarely undertake PAs. These means that rewards and training are not performance-based. Faced with this fact, the PMS, it is not likely to yield the expected positive results for the organization.

2.5.1 Performance management cycle

Performance management goes through various steps. Below is a diagram illustrating the stages of this ongoing process. Based on the implementation of individual plans, employee performance is monitored and assessed. More importantly, feedback on to performance is taken into consideration when developing new work plans. Thus employee training and work adjustments are determined by the performance assessment.

Diagram 2: Performance Management System Cycle



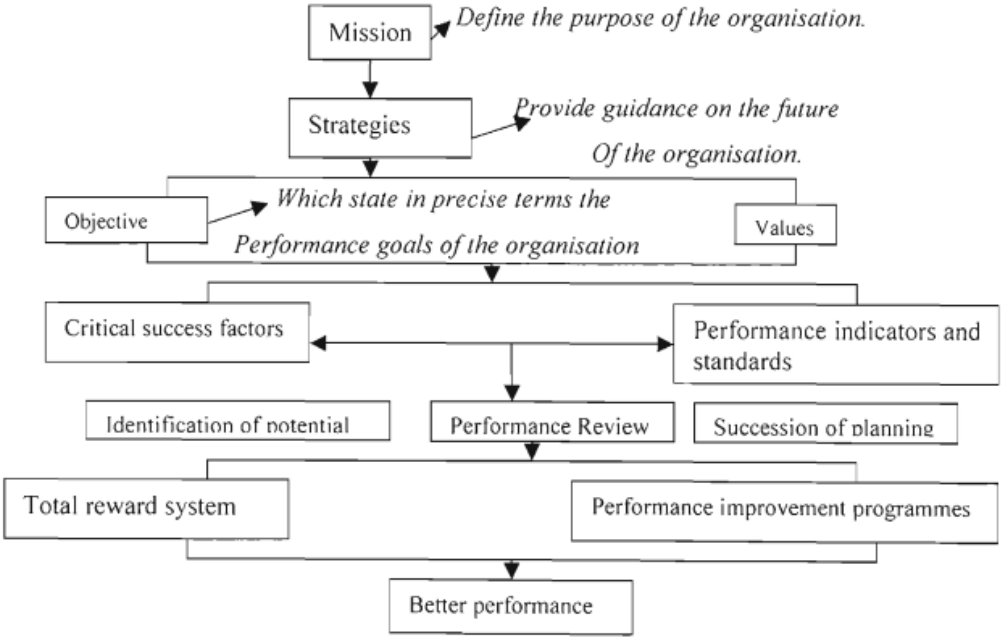
Source: Armstrong, 2006

Diagram 3 represents a performance management process. It shows that the performance of an organisation is derived from the clear definition of its mission, strategies and objectives. In addition, in managing their

performance, organisations need to identify key performance indicators, reward employees based on performance and employ performance development programmes.

In the context of the problem of this study, the diagram indicates that there are intertwined processes entailed in performance management which are likely to yield positive results on an organisation's' performance. The Ministry of Health in Lesotho should consider such processes to safeguard the effectiveness of their Performance Management System. The implication is that failure to take one of the processes into cognisance may imply the failure of the PMS.

Diagram 3: Performance Management Process



Source: Carrel, Elbert, Hatrield, Grobler, Marx and Vanderschy, 1998

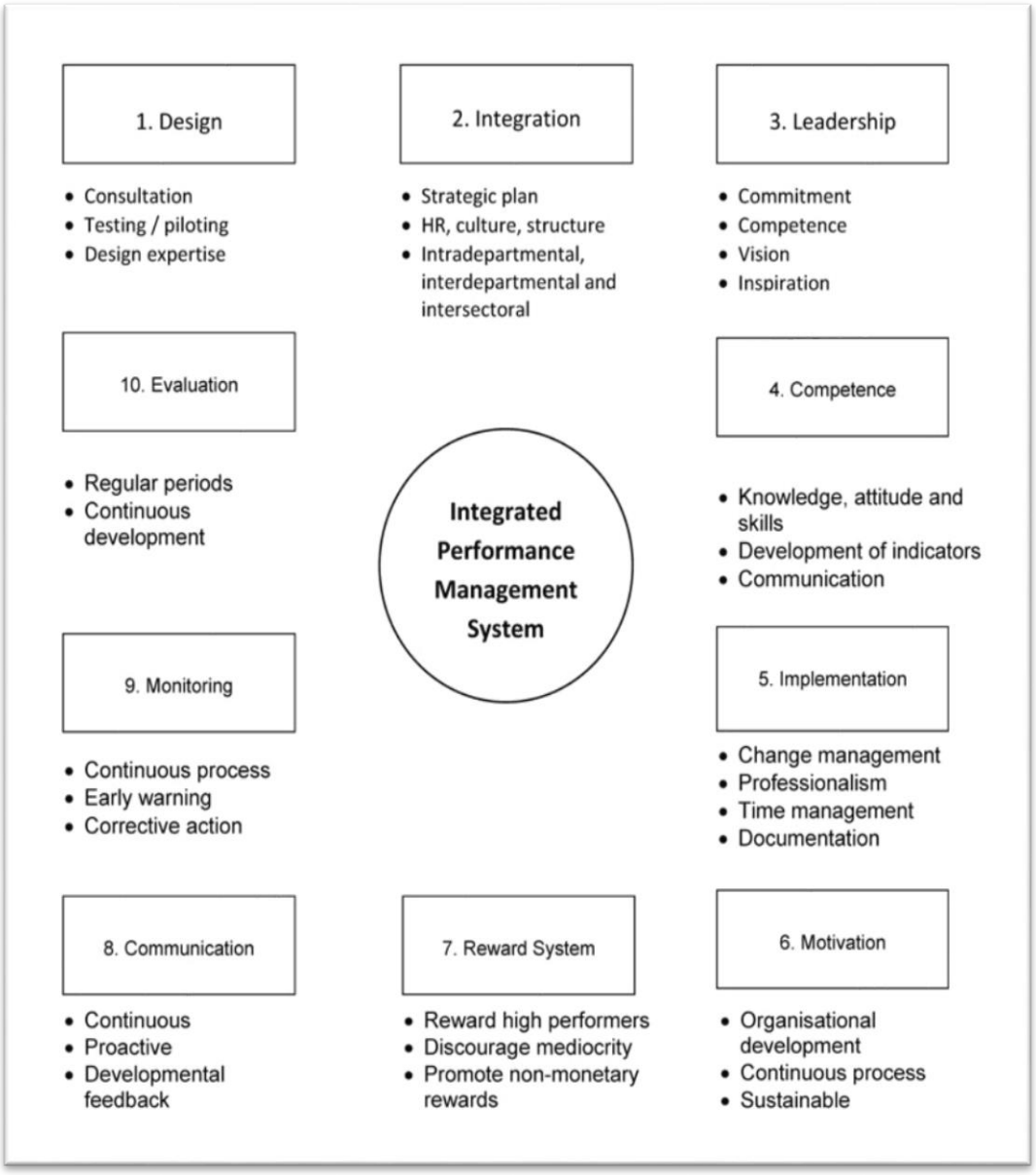
2.6 INTEGRATED PERFORMANCE MANAGEMENT SYSTEM

At this juncture, the diagram below 1.4 highlights the performance management processes commencing from design to evaluation that can

enhance an integrated Performance Management System in an organisation. The diagram shows that the design of the PMS should address the needs of the particular organisation. In addition, when designing the PMS, the employees should be consulted and the system should be piloted prior to its introduction.

Further, there should be synergy between the PMS and the strategic planning, human resource management processes, the organisational culture and other core organisational systems and processes. The organisations should also reinforce leadership support for the Performance Management System. The employees and managers should also have the knowledge necessary to implement the PMS appropriately and motivation techniques should be put in place; for instance, rewards should be awarded to high performers. Moreover, there should be continuous communication regarding the employees' performance, and their activities should be monitored and evaluated on a timely basis.

Diagram 4: Integrated Performance Management System



Source: Saravanja, 2010

2.7 EVOLUTION OF THE PERFORMANCE MANAGEMENT SYSTEM

Various authors provide contradicting ideas regarding the evolution of the performance management in the world. Bouckaert, Halligan and Van Doreen (2010) indicate that it has been around for more than 100 years. There have been three performance management movements that took place in the nineteenth century and all of them were a response to industrialisation, poverty and government corruption.

In contrast, Toppo and Prusty (2012) showed critiques surrounding the Performance Appraisal system, which is as old as mankind, lead to the evolution of Performance Management Systems in the twentieth century. According to these authors, it was more important for organisations to focus on defining, planning and managing employee performance rather than merely appraising the performance of employees. Therefore, the Performance Management System is more than a new name for a performance appraisal system. A PMS integrates performance planning, performance appraisal and performance feedback to ensure that the performance of employees supports organisational goals.

Armstrong and Taylor (2014) maintain that the Performance Management System was first used in 1970 though it was not recognised at that time, and only became accepted and fully utilised in the 1980s.

Rather, Makamu and Mello (2014) wrote that in the teaching profession, the application of the PMS was traced back from 1444 to 1700. During those ancient times, there were already concerns regarding the services provided by teachers, hence the need to monitor their performance.

The information above reveals that there is no consensus regarding the evolution of the Performance Management System. It can be concluded that performance management has evolved over decades. In fact, as

organisations grew and became sophisticated, the way of managing the performance of the organisations had to alter and work in tandem with the changing organisational demands.

The Performance Management System evolved to fulfill certain objectives. These objectives as shown by Martinez and Kennerly (2005) are to improve staff accountability and performance at work. The PMS is also supposed to increase employee satisfaction and stimulate operational improvement. In addition, the system has to focus people's attention on the goals of the company and improve collaboration between departments. Through a PMS, analytical thinking to generate and select action plans is produced. Employees are likely to understand the business of the organisation and a platform is set for discussing performance.

2.8 EVOLUTION OF THE PERFORMANCE MANAGEMENT SYSTEM IN AFRICA

Africa is not immune to the dynamic global systems that affect the rest of the world. Dzimbiri (2008) mentioned that the Performance Management Systems in Africa emerged around the 1980s with the advent of New Public Management whereby the states' focus changed to results orientation, as opposed to the process orientation of the traditional public administration.

In the twentieth century, African countries such as Egypt, Kenya, Zimbabwe and South Africa began to introduce performance management initiatives (De Waal, 2007). Most of these initiatives were limited to the introduction of performance-oriented staff appraisal systems.

Though most African countries introduced the Performance Management System, Martinez (2001) highlighted that in many of African countries,

performance management was still built of disconnected policies and practices which are not clearly linked to performance.

The evolution of the Performance Management System shows that it came about as a result of the loopholes surrounding the notion of the performance appraisal system which was used to decades ago. The time at which such a system was introduced in different countries varies, and this may have a bearing on the implementation and outputs expected from the system.

In general, the literature (De Waal and Coevert, 2007 and De Waal, Goedegebuure and Geradts, 2011) notes that although organisations implement the Performance Management System to improve their performance, it is not always the case that the system will produce the expected results. This is why pre-conditions for effective implementation are highlighted.

It has been shown that performance management in some instances has failed to improve the organization's performance, and there exist varying views as to how performance management can be improved. The literature, by virtue of indicating different factors which actually bring about positive effects of the PMA implies that organisations should assess their environments and determine which factors are applicable for their particular situation.

In brief, the literature reflects that the Performance Management System is not a onceoff activity or event, but encompasses different processes such as planning, acting, monitoring, reviewing and rewarding or developing performance. This study takes into consideration that employees or individuals in organizations play a crucial role in enhancing organisational performance, and this is why the Performance Management System was

introduced: to ensure that the individual and team objectives are aligned to corporate objectives.

2.9 THEORETICAL BASIS FOR PERFORMANCE MANAGEMENT

There are theories of management that relate to organisational performance and performance management. The theories used in this study to explain performance management are goal-setting or motivation theory, expectancy theories and contingency theory. The problem of this study was that the Performance Management System in the Ministry of Health in Lesotho was not meeting the intended aims. These theories were chosen because they outline the different angles from which the performance of the organisation can be influenced: goal-setting, performance-based rewards and the organisational environment. The theory that seems to be the most appropriate to this study is the goal-setting theory.

2.9.1 Goal-setting or motivation theory

Lunenburg (2011) stated that the goal-setting or motivation theory assumes that the theoretical basis for performance management is the setting of organisational goals. This theory relates the source of motivation to the desire and intention to reach a goal (Smither and London, 2009). Locke and Latham (2006) explained that goals affect employee motivation in that they set the primary standard for self-satisfaction with performance. Yearta, Maithis and Briner (1995) expressed the opinion that goal-setting is a motivational technique that shapes individual efforts at work and provides a standard against which performance can be assessed. Thus, through employing the goal-setting theory, an organisation is likely to experience positive effects on employee performance and satisfaction (Kim and Hammer, 1976).

In addition, Locke and Latham (2006), and Smither and London (2009), showed that there is a positive linear relationship between goal difficulty and employee performance. This means that difficult goals which are not in conflict are likely to enhance employee performance. Smither and London (2009) suggests that this relationship will stay positive as long as the employee is committed to the goals and has the ability to attain the goal. Lunenburg (2011) indicated that not only does the assignment of specific goals result in enhanced performance but also goal acceptance and increasing the challenge leads to increased motivation and thus improved performance.

Smither and London (2009) maintained that goal-setting theory describes several mechanisms to motivate employees to perform better; by directing the attention and behaviour of employees towards the attainment of the organisational goals. Through difficult goals, the employees are required to put in a certain amount of effort. The employees will have to apply effective means to achieve the goals and be task persistent. Nonetheless, for the above mechanisms to be effective, the goal setting theory assumes that the goals should be accepted, specific, difficult and there should be feedback on goal attainment. Goal-setting theorists construct that there should be deadlines on goal attainment.

The perceptions of employees regarding the goals are also important in goal-setting theory (Locke and Latham, 2006). Ideally, employees should view the process of attaining the goals as the challenge and not a threat. This will help them to focus not on failure but on success, and understand the usefulness of their effort for meeting the goals. The theorists also indicated that requisite task knowledge is important to enhance planning, monitoring and evaluation progress towards goal attainment.

Yearta and Maithis (1995) indicates that participation in the goal-setting process may increase employees' perception of control over the goals,

and so increase their commitment to attaining the goals. This must surely have positive effects on an organization's performance.

The data on goal-setting indicates that setting specific, measurable and challenging goals can motivate employees to strive hard to reach the goals, thereby improving organisational performance. It can also be deduced that goal acceptance and commitment are crucial for performance improvement. Without the relevant knowledge to execute the goals, the setting of specific and difficult goals may not be fruitful, the reason the theory underlines the importance of knowledge acquisition in helping employees to accomplish complex tasks towards a goal. The theory also shows the benefit of controlling the employees' perceptions about the goals so as to enhance goal acceptance and commitment.

Therefore in relation to the problem at Lesotho's MOH, the goal-setting theory implies that the ministry should set clear, specific but difficult goals, and also work to reach acceptance of such goals. However, the theory has the limitation of excluding the notion of rewards on goal attainment.

2.9.2 Expectancy theory

The expectancy theory of Vroom explains that individuals change their behaviour according to their anticipated satisfaction in achieving certain goals (Vroom, 1964). Lucas, Lupton and Mathieson (2006) showed that the expectancy theory is based on the notion that human beings always expect something in return for their effort in attaining organisational goals. In addition, the theory reflects the individualistic nature of human beings in their expectations. Succiu, Mortan and Lazar (2013) opined that the theory indicates that individual benefits can enhance improvement in the performance of the organisation.

Nonetheless, Hertzberg's theory on motivation views salary, interpersonal relations and working conditions as hygiene factors that motivate people at work (Hertzberg, Mausner and Snyderman 1959); and postulates that people cannot live without these needs. Gawel (1997) explained that the *absence* of the above factors results in job dissatisfaction but their presence does not with certainty motivate employees or create satisfaction.

Hertzberg, Mausner and Snyderman (2010) note five factors determining job satisfaction, and they are achievement, recognition, the work itself, responsibility and advancement. These factors according to Hertzberg's theory of motivation are called 'satisfiers" because they relate to the task performed at work, while the hygiene factors are named "dissatisfiers" because of their relationship with the environment in which work is done.

Hertzberg's theory concurs that motivation does help improve performance at workplace, and explains how motivation achieves this. According to Vroom and Hertzberg's theories of motivation, there are many forms of motivating people to accelerate their performance but not all forms are capable of doing so in the long run.

Although expectancy theories stipulate the aspects they believe will improve performance of individuals, they do not show how the activities of individuals will be converted into good organisational performance. Furthermore, Vroom's motivation theory, by virtue of advocating for individual rewards, may have financial implications.

It can also be noted from the above that the theoretical basis for goal-setting and expectancy theories of performance management varies. For instance, goal-setting theory views the setting of goals and finding appropriate means to achieve them as the basis for improved organisational performance. In contrast, Vroom's expectancy theory

shows that rewards based on performance are a means of enhancing good performance. Hertzberg's theory of motivation views factors such as responsibility and recognition at work as real motivators.

2.9.3 Contingency theory

The Ministry of Health as an organisation may be analysed through the use of organisation theories. Contingency theorists such as Burns and Stalker assumed that the most effective way to organise is "contingent" upon the complex and changing environment the organisations thrive in (Hatch, 1997). The underlying assumption with contingency theory is that no single type of organisational structure is equally suitable to all organisations (Islam and Hu, 2012). Therefore effectiveness depends on a fit or match between the type of technology, environment, organisational structure and information system.

Klaas (2004) postulated that organisations as open systems depend on environmental resources to sustain them, but these resources are scare, and as a consequence competition exists. Furthermore, the theory indicates that the performance of the organisation differs depending on the type of the environment within which they operate (Donaldson, 2001).

In a stable environment, organisations specialise with routine activities, also called mechanistic (Hatch, 1997). However, in a rapidly changing environment, the mechanistic nature is lost because the organisation has to change its activities so as to adapt to the changing environment; these are named organic organisations. This flexibility of organisations is said to be crucial because it allows for innovation and adaptation.

Nevertheless, Weill and Olson (1987) indicated that contingency theory does not take account of people in analysing organisations. As a result it is

criticised for being too macro and micro in its approach to organisational performance.

Contingency theory regards the environment as crucial in determining the success of the organisation. In relation to this study, the contingency theory shows the importance of the environment the Ministry of Health operates within in determining its performance. The Ministry of Health in Lesotho encompasses the characteristics of both mechanistic and organic organisations.

This is due to the fact that the administration at the Ministry of Health is more mechanistic in nature, for example, the strategies for achieving the goals are created by the administration department but the implementation of the strategies, which is usually done at hospitals, is organic in nature. Thus through the theory, it becomes clear that although the Ministry of Health is a single organisation, it encompasses the characteristics of both organic and mechanistic organisations.

From the ideas of contingency theory, it is obvious that improved performance at the Ministry of Health may not only be a derivative of Performance Management System, but other factors, such as the environment may influence the organisation's performance. This suggests that MOH should take the environment into consideration and apply either mechanistic or organic policies where appropriate. Failure to identify the environment the Ministry operates in may lead to the application of wrong activities in certain environments.

2.9.4 Conceptual framework

Finally, though this study used three theories to explain performance management, the-goal setting theory seems to be the most appropriate to the study, the reasons being that the goal-setting theory unpacks the

notion of setting the goals and explain how that can improve organisational performance. By so doing it provides an insight as to why the PMS in the Ministry of Health in Lesotho is not producing the anticipated results. The goal setting theory encapsulates performance management attributes such as defining organisational goals, planning the attainment of goals, monitoring and evaluating employee performance,

The concepts related to this research are setting of the organizational goals, planning, monitoring, evaluation, feedback and rewards or improvement programmes. The concepts identified by this study provide an insight into what is required in answering the research problem; that is the ineffectiveness of the Performance Management System in the Ministry of Health in Lesotho.

During the study it was revealed that performance evaluation is rarely undertaken at the Ministry of Health in Lesotho. This means that the level of employees' performance is not likely to be known to the management or the employees themselves. The MOH will therefore not be able to clearly identify those employees who need to improve their performance. It should also be noted that to attain this, the leadership of the MOH need be committed, competent and have the ability to create a productive environment for the effectiveness of the PMS.

As illustrated in Diagram 5 below, in the goal-setting theory the organisation should involve the employees in setting, defining and planning their goals. It follows then, that the activities leading to goal attainment have to be monitored and evaluated, and then feedback pertaining to the goals given to employees. Eventually, the organisations should introduce performance improvement programmes.

Overall the literature shows a relationship between the Performance Management System and organisational performance, the latter being

mostly affected by the former. With regard to the research problem, the literature suggests that the Ministry of Health in Lesotho should take cognisance of these attributes to safeguard the effectiveness of the Performance Management System in the ministry.

The diagram below is a schematic representation of the main attributes embraced in the Performance Management System as per the goal-setting theory.

Diagram 5: The Performance Management System attributes



Source: Own, 2015

CHAPTER THREE

METHODOLOGY

3.1 INTRODUCTION

The chapter begins by describing methodology, the research paradigm and the approach to be employed. The justification for using the research approach is given. The research design, data collection and analysis are then provided. In addition, the notion of validity and reliability, significance of the study, limitations, ethical considerations, time frame and chapter outline are indicated in this section.

3.2 DEFINITION OF METHODOLOGY AND RESEARCH PARADIGM

Babbie and Mouton, (2001) defined methodology as the systematic, methodological and accurate execution of the research design. On one hand, Adams, Haffic, Raeside and White (2007) described research methodology as the science and philosophy that enables the researcher to know what they know and allows an understanding of what actually is knowledge.

Therefore, research methodology refers to the research techniques used to answer the perceived problem and these are primarily based on ontological and epistemological assumptions (Neuman, 2011). Ontology is described as the reality or the nature of being, whereas epistemology rests on how the reality is known or the creation of knowledge.

Research methodology may be explained as the systems and techniques on how the researcher intends to conduct the research so as to answer the research questions, and these are linked to philosophical foundations.

For instance, the ontological and epistemological orientations of the study are based on an interpretive social science paradigm. The underlying assumption with interpretive social science is that there is a greater opportunity of understanding the perceptions of people about their social activities when they are studied in their own social context (Kelliher, 2005). In essence, interpretive social science is based on the view that knowledge about social reality is not objectively determined but socially constructed (Walsham, 1995).

3.3 QUALITATIVE RESEARCH APPROACH

The problem of this research was that the Performance Management System in the Ministry of Health in Lesotho is not producing the expected results. To describe and explain the reasons behind the ineffectiveness the PMS, qualitative research approach has been used.

Qualitative research is an approach that considers the insider's perspective on social action (Babbie and Mouton, 2001). The emphasis is on conducting a detailed study of specific cases that occur in a natural setting (Neuman, 2011). Moreover, logic in the qualitative approach arises from the ongoing practice and proceeds in a cyclical, back-and-forth pattern.

Qualitative research also entails an interpretive, naturalistic approach to the reality, in which researchers study elements in their natural setting (Creswell, 2013). Through a qualitative inquiry, the distance between the researcher and those under study is minimised. Thus qualitative research allows the researcher to understand how people interpret their experiences; how they construct their reality and the meaning they attribute to their experiences (Merriam, 1998).

In a nutshell, qualitative research can be viewed as the research that attempts to understand and interpret the phenomenon in terms of the meaning people have constructed, and data collection is undertaken in a natural setting.

3.3.1 Justification for qualitative research approach in the study

The study was aimed at describing and explaining the underlying reasons behind the ineffectiveness of PMS in the Ministry of Health in Lesotho. The qualitative research approach was suitable to acquiring in-depth information about how employees understand the PMS, difficulties met in implementing PMS, how the activities of individuals integrate with the PMS processes and how the PMS in the can be improved.

One of the research questions of the study was: What do the employees of the Ministry of Health in Lesotho understand and perceive by the Performance Management System? In order to construct the answers to that question, a qualitative research approach was adopted because it allowed the researcher to interpret the PMS in terms of the meanings the employees ascribe to the phenomenon.

3.4 RESEARCH DESIGN

The study has employed a single case study research design. A case study as defined by Creswell (2013) is a qualitative approach that studies a real life bounded system or multiple bounded systems. It is further elaborated as an in-depth examination of an instance of some social phenomenon within certain parameters (Creswell, 1998, 2013; Yin, 2009; Merriam, 1998, 2009; Babbie, 2013).

In addition, Merriam (1998) indicated that case studies are characterised by particularism, which means that they focus on a particular situation,

event or programme. Case studies are also *descriptive,* which reflects that the end product of a case is a rich, thick description. Case studies are also described as heuristic, indicating that they can bring about the discovery of the new meaning, extend the researcher's experience or confirm what is already known. A case study can be defined as an intensive description of a phenomenon or social unit (Babbie, 2013).

Justification for the case study approach

The case study approach was deemed appropriate in that it enabled the researcher to elicit detailed information at a contextual level to describe and explain the reasons preventing the success of PMS. It made possible a broad understanding of the problem and enabled the provision of possible recommendations.

The case study has been defined in the preceding section as an approach that studies a real life bounded system or multiple bounded systems (Creswell, 2013). The problem about the ineffectiveness of Performance Management System is within the boundaries of the Ministry of Health in Lesotho, which is a bounded system: a further point which made the case study research design appropriate for the study.

It is crucial to note that case studies can have a limitation of generalisation, in that what may be observed in a single instance of some phenomenon cannot be generalised to other cases. Nevertheless, lessons learned from the case studies may provide an insight about a phenomenon.

3.5 DATA COLLECTION

The study has collected both primary and secondary data. This was to acquire sufficient and relevant data to answer the problem pertaining to Performance Management System in the Ministry of Health in Lesotho.

3.5.1 Primary data collection

The data to answer the perceived problem has been collected through interviews. An interview may be defined as a short-term social interaction between the researcher and the respondent with the purpose of obtaining specific information from the respondent (Yin, 2011; Neuman, 2011). (2011) also pointed out that in a qualitative interview, the researcher will have a framework of the study questions and not a questionnaire containing a list of questions to be posted to the participant.

In this study, face-to-face interviews have been used. Through these interviews, the researcher was able to acquire more information from the respondents' facial expressions and was also in a position to probe for fuller answers. As a result, interviews allowed the researcher to acquire in-depth information pertaining to the problem.

The study has also used focus groups to collect data. Onwuegbuzie, Dickson, Leech and Zoran (2009) describes a focus group as a way of collecting data by gathering a small number of people in an informal group discussion focused around certain issues. One of the distinct features of focus groups is that they involve in-depth group interviews and the participants are selected because of their knowledge of the study area, although not necessarily representative (Rabie, 2004).

The employees of the Ministry of Health in Lesotho can be divided into different management levels. As a result, the study used two focus groups, one for the middle management group and another for the subordinate group. Each group consisted of five participants to ensure that there were enough participants to yield diverse information; the nature of the research problem required perspectives from different individuals in a group. The duration of the group interviews was one hour.

Due to group dynamics, the type of data extracted through the social interaction of participants in a group was deeper and richer and enabled the researcher to describe and explain the reasons underlying the ineffectiveness of Performance Management System in the MOH.

One disadvantage of the focus group technique is that the researcher may unknowingly limit free discussion of group members. In this instance the researcher tried not to pose questions or comments that may be sensitive to group members, so as to minimise this effect.

3.5.2 Secondary data

Secondary data is explained by Church (2001) as documented data. Tasic (2012) showed that secondary data is generated by means of the primary data gathering technique. The study also collected secondary data so answer the research questions. Documents used in the study were the legal framework for the Performance Management System in Lesotho and the completed Performance Appraisal.

The researcher also requested individual plans from the employees under the study, but in vain. Most employees indicated that they do not have them; some indicated that they did have one but had misplaced it.

3.5.3 Sampling

As indicated in the background chapter, the Ministry of Health in Lesotho comprises of six departments. Purposive sampling was employed to select three employees from each department, one from senior management,, one from middle management and a subordinate. The reason for selecting all these categories was that the PMS applies to all employees at the Ministry of Health, regardless of their positions or management levels; as a consequence the views of all categories are important. Therefore 18 employees were selected from the MOH headquarters which has a staff of 206.

Purposive sampling may be viewed as non-probability sampling in which the units to be studied are selected based on the researcher's judgment about which will yield more detailed and relevant information (Merriam, 1998; Patton, 2002; Yin, 2011; Babbie, 2013). The participants for the focus groups were also selected through purposive sampling.

Based on the knowledge and experience gained from the MOH, the researcher judged and selected those employees who were eligible for selection to the samples.

Table 1: The Sampling Table

	Number of participants	
Employee levels	**Interviews**	**Focus groups**
Top management	6	-
Middle management	6	5
Subordinate group	6	5
TOTAL	**18**	**10**

Source: Own, 2015

3.6 DATA ANALYSIS

Miles and Huberman (1994) explains that data analysis is an activity based on data reduction, data display and conclusion drawing or verification. Therefore, the practical goal of data analysis is to find answers to the research questions (Merriam, 2009). Neuman (2011) views data analysis as the search for patterns in data. These patterns can be behaviour, objects, phases or ideas. Data can be organised and presented by the application of tables and diagrams. Babbie and Mouton (2001) indicated that qualitative data analysis is a type of analysis of data that was gathered using qualitative techniques. Neuman (2011) wrote that to analyse data means to systematically organise, integrate and examine the data that was collected.

In this study, data analysis was done simultaneously with data collection. In analysing the data, the study adopted the qualitative data analysis steps by Creswell (2009). Therefore; the researcher began analysis by organising and preparing the data for analysis. This involved scanning of materials from the field, sorting and organising data into different types. In this study data was arranged according to the goals of the study which are the knowledge of employees about PMS, the difficulties encountered in the application of PMS, and the integration of individual activities with PMS processes.

The researcher read through all the data and reflected on the general meaning. With reference to the literature and theoretical framework, the researcher interpreted the findings.

3.7 RELIABILITY AND VALIDITY

Babbie and Mouton (2001) explains that reliability entails consistency or dependability. Reliability also refers to the stability of a measure (Kelliher, 2005). In a qualitative research, reliability implies that the process of the study should be consistent and stable over time and across researchers and methods (Miles and Huberman, 1994). To attain reliability, the researcher has conducted an audit trail to explain how the results were obtained. Diagrams and tables have been used in the data presentation chapter to elaborate on the findings.

Neuman (2011) defines validity as the extent to which an idea corresponds with actual reality, meaning truthfulness. In qualitative research this is referred to as authenticity. Creswell (2013) views authenticity as the fairness of the researcher in representing the ideas of the participants. To ensure authenticity, the researcher took a neutral stance by presenting the verbatim accounts of the participants as drawn from the raw data. Validity therefore focuses on trustworthiness, rigour and evidence (Badenhorst, 2008). In essence, validation is an interpretive way of understanding the truth (Angen, 2000).

This study has employed triangulation of data collection techniques so as to ensure validity. According to Neuman (2011), triangulation is the idea that looking at something from multiple viewpoints improves accuracy. Therefore the researcher used multiple data collection methods to ensure that the data collected is valid. These are interviews, documentary analysis and focus groups. The data collected was examined to see if there was cohesion. Although the data collection instruments used were different, they yielded similar results.

3.8 SIGNIFICANCE OF THE STUDY

Performance Management System is a tool used by organisations to improve the organisational performance by aligning the activities of the employees towards organisational goals (Fay, 1990). The MOH introduced the system to better the performance of the organisation; in other words, to improve the delivery of health services to the nation. Despite that, the PMS in the Ministry of Health in Lesotho has not achieved its intended goals.

The study was aimed at understanding and describing the reasons hindering the effectiveness of PMS in the Ministry of Health in Lesotho. As a consequence, when the reasons for the problem are identified and described, appropriate actions can be taken to bring remedy them.

3.9 LIMITATIONS

The researcher conducted interviews and focus groups at lunchtime and after hours to accommodate those respondents who have limited time. Access to some documents such as the completed appraisal forms of employees was a limitation. However, the researcher explained the importance of acquiring enough and appropriate information for the study and access to such documents was then granted.

3.10 ETHICAL CONSIDERATIONS

The respondents were not forced to participate in the research; participation was entirely voluntary. The information provided by the respondents has been kept confidential and the respondents were not asked to provide their names nor asked to provide information that may reveal their identity. In addition, the respondents were not asked questions that required them to recall things that happened a long time ago. The

study was also designed so as not to pose questions that may result in psychological injury. The researcher's identification and the reasons for conducting the study were provided to the respondents (Babbie, 2013; Babbie and Mouton, 2001).

Though the researcher was an employee at the Ministry of Health in Lesotho, in the study she was a researcher. The researcher associated with the employees of the Ministry of Health as a researcher and not as a previous employee. This was to maintain the authenticity of the study.

CHAPTER FOUR
DATA PRESENTATION

4.1 INTRODUCTION

This chapter gives an account of the results obtained during data collection which was mainly undertaken through interviews and focus groups. The secondary data has also been incorporated. The main research question was: Why is the Performance Management System in the Ministry of Health in Lesotho not producing the anticipated results? The data presented strives to answer that research question.

The sub-questions that guided the open-ended questions are:

1. What do the employees of the Ministry of Health in Lesotho understand and perceive by the Performance Management System?
2. What are the difficulties encountered in the application of the Performance Management System in the Ministry of Health in Lesotho?
3. How are the activities of individuals integrated into the Performance Management System processes?
4. Why are the Performance Management System functions at the Ministry of Health in Lesotho not fully utilised?

These research questions provide a framework that leads to the understanding of the research problem of the study. The data was collected at the Ministry of Health headquarters in Lesotho in 2015. The Ministry of Health in Lesotho comprises six departments. Therefore purposive sampling was used to select three employees from each

sample; one from the senior management, a second from middle management and the third from subordinate level.

A qualitative study with a total of 28 respondents was undertaken. In this study, 18 respondents were interviewed for one hour each and two focus groups involving 10 respondents were conducted. Some components of quantitative research are used to present the findings. The study employed three sources of data which are interviews, focus groups and document analysis. Therefore the presentation of the data will comprise of findings from the different sources of data. These sources of data inform the data presentation. The data presentation will begin with the data from the interviews, then focus groups and lastly the document analysis. This structure will be used throughout all the data presentation chapter.

4.1.2 Categorisation of the respondents

As indicated in the methodology of the study, alphabetic and numeric codes were assigned to each participant for the sake of anonymity. The employees of the Ministry of Health in Lesotho can be categorised into three different groups (Takondwa, *et al.,* 2010). There is the senior management group which is made up of the Minister, the principal secretary and the directors of different departments. These employees are at the highest strategic level of the organisation, and so they set the direction and scope of the whole organisation (Barnes, 2008). To safeguard anonymity, the researcher has assigned the code SME 1 to 6 for the employees from this group.

The middle management group consists of the heads of the departments and supervisors at various department and levels. Based on the literature these employees are charged with overseeing the attainment of the ministry's objectives which are to improve health, combat HIV/AIDS and

reduce vulnerability (National Development Strategic Plan, 2012). The employees from this group are assigned the codes MME 1 to 6.

Lastly, the subordinate group comprises employees from diverse departments such as accounts, human resources, planning, administration, procurement and health services, who are at the functional level of the organisation. Hill, Jones and Schilling (2014) indicated that at the functional level, the PMS has been approached from the operations perspective. The activities of these employees contribute towards the objectives of the Ministry of Health in Lesotho.

Table 2: Participants' breakdown

Group type	Interviews	Focus Groups	Assigned codes
Senior management employees	6	-	SME
Middle management employees	6	5	MME
Subordinate employees	6	5	SE
TOTAL	**18**	**10**	

Source: Own, 2015

4.2 DATA PRESENTATION THEMES

The presentation of the research findings has been carried out through themes that relate to the research questions and research goals. These themes are ideally answers to the research questions. With reference to the themes, the sub-sections that follow will present the findings of the research.

4.2.1 Knowledge of employees on the PMS

The knowledge of employees on the Performance Management System is critical because it determines the success of the system. Without adequate knowledge about the PMS, the employees will not understand the requirements of the PMS and how it should be executed. Consequently, the effectiveness of the PMS will be adversely affected. Therefore, to describe and explain why the PMS in the MOH in Lesotho is not producing the anticipated results, the researcher elicited data on knowledge about the PMS.

4.2.1.1 Awareness of the PMS

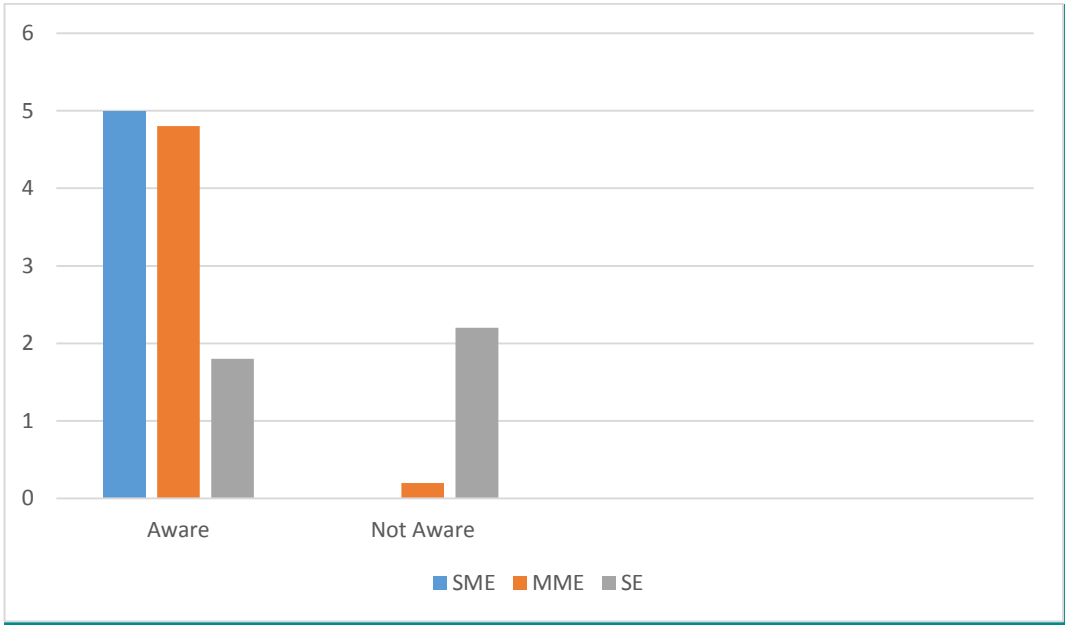
Firstly, to find out if employees have an insight about the PMS, employees at different levels were asked if they are aware of the PMS. This was asked to extract the employees' level of consciousness regarding the processes that determine the direction of their activities.

The majority of the employees under study said that they are aware of the Performance Management System. Respondent SME 1 actually said: "Yes we are aware of the Performance Management System, although we do not really understand how it works" (SME 1, Interview, 14 September, 2015). Most of the employees who said that they are aware of PMS occupy senior positions and middle management positions.

It is important to note that some employees said that they are not aware of Performance Management System. One of the respondents, SE 2 said that they only know the Performance Appraisal which they once filled with the supervisor when their appointment was due for confirmation (SE 2, Interview, 15 September 2015). The majority of the employees who showed that they are not aware of the PMS hold lower positions.

Diagram 6 provides a clear picture of these revelations. This diagram indicates that most employees who said that they are aware of the PMS are the employees from senior and middle management. However, it can be noted from the diagram and the data that even though some employees at subordinate level mentioned that they are aware of the PMS, the majority of employees who indicated that they are not aware of the PMS are from the subordinate level.

Diagram 6: Awareness on the PMS



Own, 2015

4.2.1.2 The purpose of the Performance Management System

Having discovered that some employees are aware of the PMS, the study elicited information pertaining to their knowledge about the PMS. To extract the employees' knowledge, they were asked to provide their thoughts regarding the purpose of the PMS.

Some employees at the subordinate level stated that they have no idea. However, employees from the senior management, middle management

and a few subordinate employees provided diverse views; the verbatim accounts shown below illustrate their various perspectives.

Table 3: The purpose of the PMS

Management level	Responses
Senior management	i. The purpose of the PMS in the Ministry of Health is to monitor the performance of employees so that they can efficiently meet the ministry's goals (SME 2, Interview, 15 September, 2015). ii. SME 3 (Interview, 17 September, 2015) said that the Performance Management System in the Ministry of Health in Lesotho is intended to measure work on agreed targets by both the supervisor and supervisee. iii. The other respondent briefly indicated that the purpose of the PMS in the Ministry of Health in Lesotho is to help improve the ministry's performance (SME 4, Interview, 17 September, 2015). iv. The participants SME 1 and SME 5 (Interview, 18 September, 2015) stated that prior to the application of the Performance Management System in the Ministry of Health in Lesotho, the performance of the public officers was deteriorating, and therefore the PMS was introduced to bring best performance into the public service. v. One respondent, SME 6 from the senior management, provided a different perspective by indicating that it the PMS is intended to identify training needs for individual officers (Interview, 18 September, 2015).
Middle management	i. Respondent MME 3 said that the main purpose of the Performance Management System is to instill integrity into the public service by regulating the activities of the staff (MME 3, Interview, 14 September, 2015). ii. The other participant MME 2 answered by saying "The purpose of the PMS in the Ministry of Health is to assist the ministry to achieve the set goals, however, I wonder if that is actually happening." (MME 2, Interview, 14 September, 2015). iii. Respondent MME 1 mentioned that the motive for the PMS is to reward the employees who achieve the goals

	of the organisation (MME 1, Interview 14, September, 2015). iv. Another participant said the reason for the PMS is to measure the employees' performance (MME 5, Interview, 15 September, 2015). v. Participant MME 4 said that the purpose for the PMS is to promote and enhance professionalism by ensuring that the employees are honest, reliable, and competent and have respect for others (MME 4, Interview, 15 September, 2015). vi. The purpose of the PMS is to identify poor performers and correct misconduct as early as possible (MME 6, Interview, 16 September, 2015).
Subordinates	i. Participant SE 3 said "I actually do not know the purpose of the PMS but I think it is aimed at assessing the performance of employees." (Interview, 15 September, 2015). ii. The respondents SE 4 and SE 5 showed that they have no idea about the purpose of the PMS. (SE 4, Interview, 16 September, 2015; SE 5, Interview, 16 September, 2015). iii. According to participant SE 2, the PMS is intended to punish non-performers (Interview, 15 September, 2015). The respondent noted that following the performance appraisal, some employees who attained bad ratings are transferred to remote areas.

Source: Own (2015).

4.2.2 Perceptions of employees about the PMS

The perceptions of employees are important because they determine the success or failure of the system. If the employees are not happy with the PMS, they are likely to be unwilling to participate in the PMS processes because they will not see any value in it, and the performance of the organisation might be adversely affected by this. The literature has shown that the PMS in the Ministry of Health in Lesotho is aimed at motivating the employees to perform better. To elicit the perceptions of employees about the PMS, they were asked to elaborate on how it motivates them to perform their duties.

4.2.2.1 Employee motivation

Most of the employees under the study said the PMS does not motivate them to perform their duties. Some even added that “No-one is taking the PMS seriously; officers fill it when applying for promotions” (SME 2, Interview, 16 September, 2015 and MME 4, Interview, 17 September, 2015).

In addition, respondent SME 1 who has been in the ministry since 1999, said that although the PMS was introduced to improve the performance of staff and thus service delivery, its existence does not seem to add value to the ministry (SME 1, Interview, 18 September, 2015). In fact, this respondent said the PMS has never motivated the employees in any manner.

Another participant mentioned that, “actually nothing motivates me here at work because there is no benefit for performing better” (SE 3, Interview, 16 September 2015). The respondent added that the previous year she was moved from the administration registry section to the human resources registry because a colleague in the human resources registry

was always absent, late for work and underperforming. The respondent felt de-motivated because the misconduct of her colleague was not corrected; instead the colleague was moved to another section.

In contrast, some said that through the application of the individual plans, the PMS encourages them to perform their duties well (MME 2 and MME 3, Focus Group, 17 September, 2015). These employees showed that the individual plans direct their activities in a way that leads to the attainment of the departmental objectives. When they achieve the goals set in the individual plans, they become even more motivated.

4.2.3 Integration of individual activities with the Performance Management System

Having noted the perceptions of employees regarding the PMS in the Ministry of Health in Lesotho, the researcher found it essential to elicit information on how the employees' activities are integrated into the Performance Management System processes. The conceptual framework of the study has shown that it is crucial for the employees' activities to be integrated to the PMS processes, so that the activities of the employees are driven by the PMS. The following sections present the findings regarding the integration of individual activities and the PMS in the Ministry of Health.

4.2.3.1 Individual work plan

Employees were asked if they have the individual work plans. A work plan transfers strategic objectives of an organisation into specific tasks and activities to be undertaken by an employee during a certain period of time. In response, the majority of the respondents said they do not have individual plans. To justify this, the respondent MME 3 said that their

activities are determined by the work itself (MME 3, Interview, 14 September, 2015).

Participant MME 5 highlighted that they do not have individual work plans because their activities are driven by work assigned by the supervisors (MME 5, Focus Group, 17 September, 2015). It is important to note that some employees mentioned that they do not use the individual work plans because their daily work is based on the job description (SE 3, Interview, 15 September 2015 and MME 6, Interview, 16 September, 2015). Respondents SE 4 and SE 5 stated that they never had individual plans because their activities are a result of the work schedule (SE 4, Focus Group, 16 September, 2015; SE 5, Focus Group, 16 September, 2015).

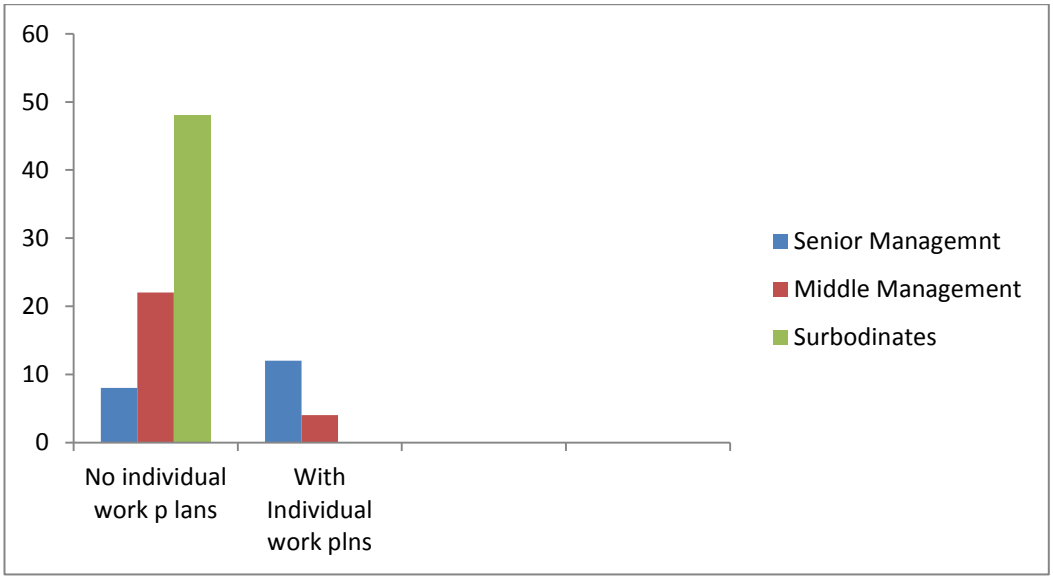
Only few respondents maintained that they have the individual work plans which determine their daily work; these are mainly employees from the senior management level and some few middle management employees. When asked what determines their daily activities, it was revealed that although they have individual work plans, their activities are not determined by these as the legal framework for the PMS details. Participant MME 5 said: “Even though we have developed the individual work plan with the supervisor, my daily activities are determined by impulse instructions from the supervisor” (MME 5, Focus Group, 17 September, 2015). Respondent MME 2 (Focus Group, 17 September, 2015) was among those who indicated that they have the individual work plans; however, her daily activities are dictated by clients’ requests for services. Respondent SME 2 (Interview, 15 September, 2015) pointed out that there are individual work plans that determine their daily activities.

The study also revealed that there are variations as to how those individual work plans are developed. Some employees said that their individual work plans are developed in relation to the ministry’s strategic plan (SME 2, Interview, 15 September, 2015 and (SME 4, Interview, 17

September, 2015). Participant SME 6 (Focus Group, 18 September, 2015) on the other hand, mentioned that the individual work plans are developed based on the departmental plan, whereas respondent MME 1 (Interview 14 September, 2015) indicated that their individual work plans are made in conjunction with their job descriptions. However, the legal framework on the PMS states that the developed annually in accordance with the ministry's strategic plan (The Public Service Rules and Regulations, 2008).

The following diagram presents the employees' responses regarding the individual work plans. This diagram reflects that most employees, especially those within the subordinate group have not developed individual work plans. The senior management constitutes a small portion of employees without individual work plans. In essence, the diagram shows that although most employees under the study indicated that they do not develop work plans, there are some employees predominantly from the senior management with work plans. This is contrary to the employees from the subordinate group who divulged that they do not have individual work plans.

Diagram 7: Individual work plans



Source: Own, 2015

4.2.3.2 Performance appraisal

It has been stated in the literature review that the Performance Appraisal is an important component of the Performance Management System (Deb, 2009). The PA is a tool to measure the framework set by the organisation for its employees. To examine the integration of the individual activities and the PMS, the employees were asked questions relating to PA.

4.3.2.3 Performance appraisal frequency

The employees were asked how often their performance is evaluated. Most respondents, especially from the senior and middle management groups said that their performance is rarely evaluated. Respondent MME 1 (Interview, 14 September, 2015) said “My performance is appraised when need arises”. Participant SME 5 (Interview, 18 September, 2015) said PAs are not done often. These employees showed that performance evaluation requires tremendous time, effort and knowledge, all of which are usually limited.

It is important to note that some employees said their performance is evaluated often. Participant MME 3 (Focus Group, 17 September, 2015) noted that the PA occurs after every three months.

In contrast, some employees from the subordinate level said that their performance has never been evaluated. Participant SE 5 (Focus Group, 16 September, 2015) revealed that the PA has never occurred since appointment. The other employees within the subordinate group mentioned that they thought that the performance appraisal, which is a component of the PMS, is applicable to seniors only (SE 4, Focus Group, 16 September, 2015; SE 5, Focus Group, 16 September, 2015).

The examination of the completed appraisal forms reflected that the employees' performance is not evaluated often as required by the Performance Management System. The legal framework on the PMS indicates that the Performance Appraisals should be conducted twice a year (Basic Conditions of Employment of Public Officers Act, 2011). However some PAs the researcher viewed were filled five years ago and some three years ago. Few appraisals had been done in the past year, and these only done because employees were applying for confirmations and promotions (Lesotho Government Performance Appraisal System, 2006).

4.3.2.4 Basis for performance appraisal

The employees were also asked the basis for the performance appraisal. The respondents provided different perspectives. For an example, the respondent MME 6 (Interview, 16 September 2015) said the basis for the PA is the job description. One participant (MME 5, Focus Group, 17 September, 2015) said it is for the achievement of goals, while other respondent mentioned that performance appraisal is based on the individual work plan (SME 3, Interview, 17 September 2015).

Most employees from the subordinate level showed that their performance has never been evaluated. Some even indicated that they had not even seen a performance appraisal form. It should be noted that the completed performance appraisals that the researcher examined reflected that in most cases, the basis for performance appraisal was job descriptions (Lesotho Government Performance Appraisal System, 2006).

4.3.2.5 Reasons for performance appraisal

To further elicit information on how the individual activities integrate with the PMS, the employees were asked the reasons for the performance

appraisal. Most employees, especially from the senior and middle management levels said that their performance was evaluated because they were applying for promotion. The respondent SME 2 (Interview, 15 September 2015) even said that “The last time my performance was appraised was when I was applying for the position I currently occupy”. According to the respondents the performance review undertaken through the Performance Appraisal is a prerequisite when applying for promotion (MME 1 Interview, 14 September, 2015; MME 2, Focus Group, 17 September, 2015).

Some employees under study showed that their performance was appraised because their posts had to be confirmed as permanent and pensionable. The respondent SE3 (Interview, 15 September 2015) said that a PA is required as part of appointment confirmation. To attain confirmation of appointments, their performance was appraised.

Other employees provided a different perspective. These employees maintained that their performance was evaluated because the PMS requires the timely evaluation of their performance which is done half yearly (MME 1, Interview, 14 September, 2015; SME 3, Interview, 17 September, 2015).

4.3.2.6 The information provided in the performance appraisal forms

The researcher found it imperative to elicit the nature of the information provided in those PA forms. In order to find that data, the respondents were asked to share their thoughts about the forms.

The majority of the respondents indicated that in most cases, the information does not reflect a true picture of their actual performance. Participant MME 2 (Focus Group, 17 September, 2015) said that the reason for this is that the work nature of some employees involves a lot of

interruptions from other public servants. As a result, they fail to meet the set standards. When filling the performance appraisal forms, the employees do not state that they failed to attain the required standards.

Respondent SE (Interview, 15 September, 2015) said that the ratings from the supervisor are not fair, because the information in the PA forms will differ with the actual performance. Participant SME 1 (Interview, 18 September, 2015) noted that the structure of performance appraisal forms is limited, and that it does not take into account duties other than routine government activities. As a result, some of the activities in a job are not represented in the performance appraisal forms. Therefore part of their performance related information is excluded in the PA forms.

A few respondents mentioned that the information provided in the PA forms is a true reflection of their actual performance. Respondent MME 1 (Interview, 14 September, 2015) stated that the information provided in the performance appraisal is based on the mutual agreement between the employee and the supervisor, and as such, it reflects a true picture of actual performance.

However, when examining the completed appraisal forms, the researcher found that most employees were awarded good ratings. The underlying trend was that the employees who gained good ratings were applying for promotions. In addition, the recommendations by the supervisor and heads of departments confirmed the inferences (Lesotho Government Performance Appraisal System, 2006). This means that the information provided in the PA forms is not likely to be valid because it is intended to attract promotions and not necessarily to evaluate the performance of the employees as required by the PMS.

4.2.3.7 Training

The respondents were also asked if they had undergone any training, and most of the employees at different levels indicated that they had. For instance, respondent SE 2 stated: “We go for team-building training every financial year; however there are no results after the training.” (SE 2, Interview, 15 September 2015). Respondent SME 4 agreed that they do go for training although the type and frequency of the trainings vary depending on different positions that employees occupy (Interview, 17 September, 2015).

When asked what criteria were used to determine training needs, the employees provided various perspectives. One respondent said they are usually taken for training when they were stressed (SE 2, Interview, 15 September 2015). Some mentioned that training is determined by the level of absenteeism from work (MME 3, Interview, 15 September 2015; MME 6 Interview, 16 September 2015).

A respondent from the senior management level indicated that training depends largely on the level of performance (SME 1, Interview, 18 September 2015). On the contrary, the participants MME 2, and MME 5 said that their relationship with the supervisor determines their training: good relationships mean more training and bad relationships mean minimal training (MME 2, Focus Group, 15 September 2015; MME 5, Focus Group, 17 September 2015).

The Public Service Rules and Regulations (2008) stipulates that based on the needs assessment, the employees should be periodically trained. These training can be short term, long term, block release or on job training (Ministry of the Public Service, 2012).

4.2.4 Difficulties encountered in the application of the PMS

4.2.4.1 Daily activities and feedback

In order to establish the difficulties encountered in the application of the PMS, the employees were asked if their daily activities are monitored. The majority showed that their daily activities are monitored by their supervisors in their respective departments. Participant MME 1 further stated that there is a monthly departmental meeting whereby the supervisors and supervisees meet to discuss daily work progress. (MME 1, Interview, 14 September 2015).

When asked if they receive feedback regarding their performance, most of the employees indicated this was rare; a few said they never get feedback as to how they are performing. Respondent, SE 3 said "I have never received feedback regarding my performance, but most of the time my supervisor will tell me to do some things to improve my performance." (SE 3, Interview, 15 September 2015).

4.2.4.2 Rewards, performance improvement programmes and punishments

The respondents were also asked if there are rewards, improvement programmes or punishments following the PA process. Most respondents pointed out that there are none. One participant pointed out that since the PA at the Ministry of Health is usually undertaken for promotions or confirmations, there are no rewards, improvement programmes or punishments following the process (MME 6, Interview, 16 September 2015).

One respondent provided a different opinion, saying that there are rewards for the achieving officer. For example, the respondent SME 4 said that the rewards for officers with outstanding performance are budgeted for annually by each department, although it may be the case that these are only on paper. (Interview, 17 September 2015). The other participants indicated that they have no knowledge of any rewards or punishments. (SE 4, Focus Group, 16 September, 2015; SE 5, Focus Group, 16 September 2015).

It is important to note that the Basic Conditions of Employment of Public Officers Act (2011) has stated that there is intent to introduce performance-related pay within the public service, putting an end to automatic annual salary increases. This act also shows how the performance related pay should be executed.

4.2.4.3 Relationship between the supervisor and supervisee

In responding to the question of how the PA process affects the relationship with a supervisor, the majority of participants revealed that in most cases the relationship sours initially but that fades away as time goes on.

Respondent MME 1 said: “The supervisors should evaluate their supervisees in a manner that is fair to protect the supervisees, the clients and the broader public.” (MME 1, Interview, 14 September, 2015). However, according to the participants, some supervisors display favoritism when evaluating some employees, which they said has an adverse effect on their morale. Their comments also revealed that not only does performance evaluation affect the relationships between the supervisors and supervisees, but also between employees and their colleagues (MME 2, Focus Group, 17 September 2015; MME 5, Focus Group, 17 September 2015).

Participant SME 4 said that when disruptions occur in the workplace, some supervisors do not resolve the impasses openly, honestly, and in the best interest of the client and the supervisee's development. (SME 4, Interview, 17 September 2015). Rather, some supervisors penalise the supervisees for the disruptions to work the PA brings about.

4.3 WAYS TO IMPROVE THE PERFORMANCE MANAGEMENT SYSTEM

Participants felt the PMS should be improved so that it serves the purpose of the ministry. Rewards or salary increments should be awarded to employees who perform well (SE 4, Focus Group, 16 September 2015; MME 5, Focus Group, 17 September 2015; SME 1, Interview, 18 September 2015; SME 5, Interview, 18 September 2015). This, according to the respondents, would help improve the ministry's core business and employees' competence.

One participant also commented that both the supervisor and supervisees need to be honest when completing the appraisal forms (MME 1, Interview, 14 September, 2015). In addition some respondents showed that there should be feedback after PAs to allow employees to know how well or how badly they are performing. Study member SME 1 said "Feedback regarding performance will help employees know their strengths and weaknesses hence maintain or improve their performance so as to efficiently attain the ministry's objectives" (SME 1, Interview, 18 September, 2015).

Furthermore, some respondents indicated that the supervisors and supervisees should receive training on PMS so as to enhance the proper application of the tool (MME 3, Focus Group, 17 September 2015; MME 5, Focus Group, 17 September 2015). One participant also mentioned that

all the departments in the ministry should take ownership of the PMS, and not only the human resources department. (SME 2, Interview, 15 September 2015). According to respondent MME 6, “The managers at the MOH should also identify through job analysis the aspects of performance that are relevant to the Ministry of Health” (MME 6, Interview, 16 September 2015).

4.4 SUMMARY OF RESEARCH FINDINGS

The chapter has presented the findings of the study. Open-ended questions were used to elicit information as to why the PMS in the Ministry of Health in Lesotho is not producing the anticipated results. The interviews and focus groups conducted by this study revealed that the employees are aware of the PMS. It has also been found that most employees from the senior and middle management level have an insight about the purpose of the system. However, the majority of the employees from the subordinate level had no idea about the purpose of the PMS.

Further, most of the respondents showed that they do not have individual work plans. When asked what determines their daily activities, these respondents provided various alternatives to the individual plan. The findings also uncovered that the PA is undertaken mainly when employees apply for promotions or confirmations.

The study also discovered that the basis for the Performance Appraisal differs; for an instance some employees said it is to help in the achievement of goals, some said the job description whereas others mentioned individual plans. The data presented above also shows that the information provided in the PA does not reflect the actual employee performance.

The questions asked in the study also revealed that the daily activities of employees in the Ministry are monitored. However, there seems to be no feedback to the employees regarding their performance. In addition, the findings reveal that there are no rewards, improvement programmes or punishments following the PA. Even though a few respondents maintained that rewards are budgeted for annually by each department, these are said to be only in paper. The findings also discovered the participants believe that the PMS needs to be improved, by training the supervisors and supervisees, introducing rewards or salary increments for good performers and feedback on performance.

CHAPTER FIVE

DATA ANALYSIS

5.1 INTRODUCTIONS

The chapter articulates the outcomes and meaning of the data that has been presented in the previous chapter. The data has been analysed firstly by identifying the important categories, and then classifying these into general patterns and examining the relationships or connections among them. Lastly, the alternative explanations, negative cases and disconfirming evidence are evaluated to corroborate the data timespans to comprehensible wholes.

The analysis has been categorised through themes related to the goals of the study in order to provide an understanding of the underlying reasons behind the ineffectiveness of the PMS. These are the knowledge of employees about the PMS, the difficulties encountered in the application of the PMS, the integration of individual activities with the PMS and an explanation as to why the PMS functions are not fully operational.

5.2 KNOWLEDGE AND PERCEPTIONS OF EMPLOYEES REGARDING THE PMS

The data presented in the previous section reflects that most employees in the study, especially from senior and middle management, are aware of the Performance Management System. In contrast, most of the employees from the subordinate level are not even aware of the PMS. However, the Public Service Rules and Regulations (2008) states that the Performance Management System in the Ministry of Health in Lesotho is aimed at managing, evaluating and aligning the performance of employees towards

the attainment of the ministry's objectives. Moreover, these regulation stipulates that the heads of departments are charged with overseeing the smooth implementation of the system.

An inference can be made that in order for the PMS to fulfill its aims, the employees ought to have knowledge about it so that they may appreciate its existence. To some extent, the employees from the senior and middle management level have an insight about the technique that manages their performance.

The other group of employees do not even recognise the existence of the Performance Management System in spite of the fact that some from senior and middle management are aware of the PMS. When this happens, the notion of knowledge sharing among the employees becomes questionable.

As per the goal-setting theory, knowledge acquisition is important for the employees to accomplish complex tasks related to the organisational goals (Locke and Latham, 2006). This theory shows that task knowledge enables planning, monitoring and evaluation progress towards goal attainment. Moreover, according to goal-setting theory, knowledge acquisition may help in controlling the perceptions of the employees regarding the organizational goals. In relation to the study, this means that the dispensation of performance management related information will equip the employees with knowledge regarding the PMS and positively influence their perceptions about the system.

Thus knowledge about the PMS by the employees of the Ministry of Health in Lesotho is crucial because it might ease the implementation process which directly affects the employees. Consequently, the fact that some employees from the subordinate level are not even aware of the PMS may hinder the effectiveness of the system. Without adequate

knowledge, employees at the subordinate level may not know what the PMS expects from them and what they should expect from the system.

Employees at the subordinate level are at an organisation's functional level and so are charged with the implementation of the business strategy. This means that at the functional or operational level, the PMS in the MOH in Lesotho should be focused on channelling the functions and activities of the employees towards the attainment of the core business of the ministry. Thus this lack of knowledge may hinder the full application of the PMS and the expected positive results might be difficult if not impossible to attain.

There are various responses from ministry employees at different levels about the purpose of the PMS. Some, for instance, said that the PMS is intended to instill integrity into the public service, some said it is aimed at monitoring the performance of the employees, whereas others felt the PMs was there to punish non-performers (MME 3, Interview, 14 September 2015; SME 2, Interview, 15 September 2015; SE 2, Interview, 15 September 2015). Based on the data, the majority of the subordinate employees in the study have no idea about the purpose of the PMS.

The literature (Ministry of the Public Service, 2010; Millennium Challenge Account, 2010; Public Service Rules and Regulations, 2008) has reflected that the main purpose of the PMS is to help the MOH to effectively and efficiently attain its objectives by managing the employees' performance. As such the employees' responses that the PMS is conceptualised and understood differently by the various employees.

Locke and Latham (2006) indicated that perceptions of employees regarding goals are important in goal-setting theory as they enhance the achievement of the organisational goals. As previously mentioned, the PMS has been introduced in the Lesotho MOH to manage the potential of individual and teams to attain the ministry's goals. Having shown the

employees' perceptions about the PMS are not directed, there is a likelihood that the application of the PMS will also vary due to diverse comprehensions of the system. With different conceptions and perceptions by the employees, the PMS may not be applied appropriately and as such it might not accomplish the anticipated results.

To sum up, these reflections also show that to some extent, knowledge sharing is limited among the employees of the Ministry of Health in Lesotho. Employees are at the heart of every organisation regardless of the positions they occupy. Failure to distribute knowledge amongst the employees means that the PMS will be understood and perceived differently and so its use as a tool might be at risk.

5.3 EMPLOYEE MOTIVATION

It emerged from the data that there are no rewards, improvement programmes or promotions to motivate the employees. One of the aims of the PMS in the in the MOH is to motivate the employees to perform better (Ministry of the Public Service, 2010). The theoretical framework of the study has also shown that there are many forms of motivating employees, among them clear goals, rewards based on performance and advancements or responsibility (Lunenburg, 2011; Succiu, Mortan and Lazar, 2013; Hertzberg, Mausner and Syderman, 2010). In addition, the literature shows that salary increase take place annually in the Ministry regardless of the performance measurement (Millennium Challenge Account, 2010).

It can therefore be deduced that there is no stimulus that compels employees to perform better at the MOH. There is no added benefit for good performers, and more importantly, no corrective actions are put in place for poor performers. Despite the implementation of the PMS more than a decade ago, the employees are not motivated to increase their

performance. Consequently, the expected results of improving individual and organisational effectiveness in delivering quality health services might be difficult to attain.

There are various ways of motivating employees to perform well described in the literature. However, none of these are applied at the MOH; rather, salaries are incremented annually despite performance, therefore even lowering the morale of those who are performing. It cannot be ignored that some forms of motivating employees might not be effective in the long run, which is why, according to Hertzberg's theory of motivation, salary is not the real motivator (Hertzberg, Mausner and Snyderman, 2010). Although employee motivation is important in performance management, the MOH should assess its environment and determine the most applicable form of motivation.

Pulakos, Hanson, Arad and Moye (2015) indicates that the carrot-and-stick rewards are not effective for the challenging behaviour in today's complex work environment. To some extent, performance management may be blamed for its own ineffectiveness in some organisations. The very nature of the PA as a function of performance management may also de-motivate the employees. This conjecture is reinforced by Champion (2015) who indicated that performance ratings tend to be unreliable and perhaps biased because they are based on the judgment of a single person, usually the supervisor.

It cannot be ignored that motivating the employees by means of rewards based on performance can have financial implications. Nevertheless, this this strategy might be beneficial for the MOH because it is focus driven rather than automatic annual salary increments which already cost the ministry. Hunt (2015) maintained that pay for performance may not work everywhere but can work in situations where it is applied appropriately. The study therefore makes an assertion that the absence of employee

motivation weakens the ability of the PMS to achieve the expected results. At this juncture, it can be stated that without employee motivation, the PMS in the Ministry of Health in Lesotho may not attain the expected outputs.

5.4 INTEGRATION OF INDIVIDUAL ACTIVITIES AND THE PERFORMANCE MANAGEMENT SYSTEM

The PMS at the Ministry of Health in Lesotho is not only intended to motivate staff to perform better but also to manage the potential of individuals and teams to benefit the organisation (Millennium Challenge Account, 2010). This means that the activities of the individuals ought to be integrated with the PMS processes such as the individual plans and PAs.

5.4.1 Individual work plan

It was discovered that most of the employees in the study do not have individual work plans even though the Public Service Rules and Regulations (2008) indicate that employees and their immediate supervisors should develop individual plans in accordance with the ministerial or departmental operational plan, job descriptions and individual assignments.

Saravanja (2010) has shown that in order to better integrate the PMS, there should be synergy between the PMS and strategic planning, human resource management processes and other core organisational systems and processes. The revelation that the employees of the MOH do not use the individual plans poses a challenge in that the lack of individual plans implies the absence of a link between the individual activities and the PMS. This makes it difficult, if not impossible, for the PMS to bear the desired fruits for the ministry.

Performance management is defined as the techniques that can be used by organisations to speed up the attainment of their goals and so improve service delivery (Kennerly and Neely, 2002). In order to attain their goals, organisations recruit individuals. If the activities of the individuals are not subject to the requirements of the PMS the technique will have no contribution towards the performance of the organisation. In the MOH, the PMS has not been properly administered and this might cause the system to be ineffective.

Some of the respondents who do not have work plans said that their activities are determined by the work schedule, individual assignments or the “work itself”. On the same point, De Waal, Goedegebuure and Geradts (2011) observes that although organisations that have implemented performance management may perform better than those who have not, it is not always the case that the PMS will produce the anticipated positive results. In the light of this, it is unlikely the MOH will enjoy the expected positive results because the activities of the individuals are disconnected from the PMS processes.

Markus (2004) indicates that the adoption of a new system, new procedures and new templates is not adequate to make performance management effective unless the pre-requisites for the success are met. In the case of the MOH in Lesotho, even if they adopted individual plans, they will be of no use if they are not applied appropriately.

It cannot be ignored that few employees, especially from senior and middle management maintained that they have individual work plans. However, the regulations state that all employees should develop individual plans with their supervisors. In addition, employees who have individual plans form a small portion of the employees.

Furthermore, the manner in which some of these employees develop their individual work plans is not congruent with the requirements of the PMS as stipulated in the legal framework. For an instance, the Public Service Rules and Regulations (2008) stipulated that individual work plans should stem from the ministerial or departmental operational plan, job descriptions and individual assignments. Some respondents said that their individual work plans are based on the ministry's strategic plan.

All in all, the data reflects that while some employees have developed individual work plans those plans may not effectively achieve the ministry's goals because the nature of their development is not in line with the PMS requirements as stipulated in the legal framework. It is evident that to some extent, the activities of the individuals in the MOH are not adequately linked with the PMS processes, which might lead to the failure of the PMS in the Ministry of Health in Lesotho.

5.4.2 Performance appraisal

The data has revealed that PAs are rarely undertaken at the MOH. Performance management has been defined as a process involving performance planning, performance managing, performance appraisal, performance rewarding and performance development (Deb, 2009). Toppo and Prusty (2012) indicated that the PA is one of the components of the PMS. The conceptual framework of the study has also shown that performance evaluation is crucial in enhancing the effectiveness of the PMS.

The lack of PAs reveals that to a great extent the MOH does not adhere to the requirements of performance management. When this happens, the ministry may encounter difficulties in improving the performance of such employees or motivating them because the standard of their performance will be unknown.

The previous section has reflected that most employees at the MOH do not have individual work plans and as such their activities are not driven by the PMS. However the goal-setting theory shows that performance management requires that there should be planning on how to attain the organisational goals (Lunenburg, 2011). Thus, a lack of performance appraisal exacerbates the situation because corrective measures and development training for poor performance cannot be effectively executed.

Some employees said their performance is evaluated twice a year. This aligns with the Public Service Rules and Regulations (2008) recommendations that the performance of public officers should be reviewed at least twice a year. This means that the performance of these employees can easily be improved which in turn should lead to the overall improvement of the ministry's performance. Nevertheless, due to the fact that very few employees are evaluated twice a year, the contribution to the PMS will not be noticeable.

The data shows that performance reviews do sometimes occur in the ministry. The researcher thought it imperative to extract the basis and reasons for such performance appraisal. The data reflects that the basis and reasons for performance appraisal are more likely to be linked to other factors rather than the PMS requirements. For instance, some respondents explained that their PA is mainly based on the job description and the extent to which they attain the set goals (MME 6 Interview, 16 September 2015; MME 5 Focus Group, 17 September 2015).

This is contrary to the legal framework on the PMS that stipulates PAs should be based on individual work plans (Public Service Act, 2005; Public Service Rules and Regulations, 2008). It should be noted that performance management is a continuous process of identifying, measuring and developing the performance in an organisation through

linking individual performance and the organisation's mission and goals (Aguinis, 2011).

In the MOH the PA is not based on the day-to-day activities of employees as required by the PMS, but is subject to documents such as the job descriptions. Some employees even pointed out that sometimes their daily activities are not guided by the job descriptions but by the 'work itself'.

Not only are the activities of employees at the MOH not guided by the PMS but also the use of the PA in respect of such employees is not in conjunction with the PMS principles. As a consequence, although the MOH implemented the PMS in 2001 to improve the delivery of health services to the nation (Ministry of the Public Service in Lesotho, 2010) the anticipated results are not likely to be achieved in these circumstances.

Reasons furnished about the PA by the respondents also shed light as to why the PA is executed in a manner not consistent with the PMS guidelines. The main two reasons provided by the respondents for PAs being conducted are when appointment must be confirmed or to support applications for promotion. Deb (2009) has shown that the PA is used for assessing employees' performance. Fletcher (2001) indicated that is used to develop the competence of the employees and becomes a basis for distribution of rewards. So one can draw the conclusion that the PA in the MOH is being under-utilised by being limited to the individual benefits rather than for the organisation's benefit. This demonstrates why PMS functions at the MOH are not fully utilised which contributes to the ineffectiveness of the PMS in the Ministry of Health in Lesotho.

It cannot be overlooked that some respondents said that PAs are undertaken because the PMS requires the timely evaluation of their performance. This is congruent with the guidelines for the PMS as reflected in the legal framework. Nevertheless, this will only be beneficial

for the MOH if the respondents have appropriate individual plans which are executed daily and are the basis for their performance appraisal. So although some respondents have given a correct reason for the performance appraisal, the contribution of these to the PMS and hence to the overall performance of the MOH can only be enhanced when their activities are aligned with the PMS processes.

Moreover, the data has shown that the majority of respondents mentioned that the information provided in the PA forms does not reflect their actual performance. It is important to note that the main aim of performance management as per the goal-setting theory is to channel the individual activities towards attainment of organisational goals by setting the standards of performance and assessing the progress in achieving those standards (Maithis and Briner, 1995). Carrel, *et al* (1998) indicates that following performance appraisal, organisations should introduce rewards system and performance improvement programmes.

As a result, one may conclude that when assessing employees' performance, the information provided in the PA has to be in tandem with the actual performance to allow the necessary adjustments and improvements on performance of employees to be made. Erroneous information in the appraisal forms is likely to lead to wrong conclusions about the performance of the employees; in this case it is hard for the MOH to make informed decisions. For instance, non-performers will not get the punishment or support they deserve; likewise good performers are not likely to be rewarded. Therefore, with good ratings for poor performers, the purpose of the PMS in the MOH will not be attained.

Some employees agreed that the information they provide in the PA forms reflects the true picture of their actual performance. Thus sound decisions regarding the performance of the employees can be made and as a result, might yield the expected results. This implies that the employees who give

incorrect information in the PA lack honesty and this may hinder the purpose of PMS in the ministry.

It should be noted that PAs have been criticised for being too complex, time-consuming and bureaucratic (Murphy, 2004). Further, Armstrong and Baron (2015) wrote that PAs are expected to meet too many and conflicting objectives and employees often view them as a punitive, top-down control device. Thus, even though the under-utilisation and misadministration of PAs might hinder the success of the PMS in the MOH, the very nature of the PA might also contribute to the malfunction of the PMS

5.4.3 Training

The data has revealed that the majority of the employees under the study have undergone training. It has been learned from the literature that knowledge acquisition is one important aspect of performance management (Armstrong, 2006; Locke and Latham, 2006). This means that organisations should consider employee training as crucial to attaining the expected outputs from the PMS. The discovery that most of the employees in the study said they have undergone training indeed reflects the ministry has been executing this important component of the PMS.

Having said that, there seem to exist various criteria for determining the training needs at the MOH in Lesotho. Employees mentioned that their training is based on the level of absenteeism at the workplace, stress, the kind of relationship between the supervisor and supervisee and their level of performance. The Ministry of the Public Service in Lesotho (2010) has shown that training needs assessments (TNA) should be undertaken annually to determine which employees require training. The conceptual framework of the study has highlighted that after performance evaluation, improvement programmes should be introduced to augment the

performance of the employees. Based on the employees' actual performance and the performance standards, an analysis is made to determine which employees need training the most.

Consequently, although training is an important component of performance management, the criterion for determining the training needs should be based on the actual performance of the employee rather than other factors. Failure to adhere to the appropriate criterion by the MOH in Lesotho may imply the failure of such training in enhancing the required performance for the employees. Carrel, *et al* (1998) have shown that according to performance management, training follows performance review. In this regard, even though the employees at the MOH in Lesotho undergo training, such training will not add value to the organisation's performance unless aligned with the employees' performance needs. Training criteria that is disconnected from the performance of the employees might contribute to the reasons behind the ineffectiveness of the PMS in the Ministry of Health in Lesotho.

5.5 DIFFICULTIES IN THE APPLICATION OF THE PMS

5.5.1 Monitoring and feedback

The data presented in chapter four highlighted that the activities of the employees of the MOH are monitored. Martinez and Kennerly (2005) indicated that performance management is intended to improve staff accountability and performance at work. These can be enhanced by monitoring the activities of the employees. Thus the leadership of the organisation as an aspect of internal environment plays an important part in determining the success of the organisation (Gavrea, Ilies and Stegerean, 2011). With this in mind supervisors at all levels of management at the MOH should enhance the commitment of employees to the attainment of the ministry's goals.

By monitoring employees' activities, the results from the PMS are likely to be enhanced. Although monitoring the activities of the employees is beneficial for organisations, there should also be feedback regarding the employees' performance so that they may have an idea as to whether they are performing to the required standards or not. As already indicated, most respondents at the MOH revealed that they rarely receive feedback and some said that they had never received feedback pertaining to their performance. Smither and London (2009) wrote that there should be feedback to the employees regarding goal attainment. Toppo and Prusty (2012) maintained that the PMS integrates performance planning, performance appraisal and performance feedback to ensure that the performance of employees support organisational goals.

Without performance feedback, employees of the MOH will not know where and how they should make work adjustments to improve or maintain their performance. Without feedback, the PMS processes are incomplete. The implication for the MOH is that the PMS may not produce the anticipated results when its processes are not administered fully and correctly.

5.5.2 Rewards, improvement programmes and punishments

The preceding section noted that although the activities of the employees at MOH are monitored, there is limited or no feedback regarding the employee's performance. It was also revealed that although the PMS had been running for more than a decade, there are no rewards, improvement programmes or corrective measures in the system.

The literature has shown that apart from feedback, there should be rewards, improvement programmes or punishments (Basic Conditions of Employment of Public Officers, 2011; Carrel, *et al.,* 1998). Succiu, Mortan

and Lazar (2013) states that individual benefits can enhance improvement in the performance of the organisation. The Public Service Rules and Regulations (2008) stipulated that there is intention to introduce performance-related pay (PRP) within the public service. The Basic Conditions of Employment of Public Officers Act (2011) also show how the PRP should be executed.

However, at the MOH in Lesotho, employees are not rewarded based on their performance. These means that a good performer and a poor performer are awarded the same remuneration and the worst of it, is that there are no punishments enforced for poor performers. These data reflect that the MOH does not provide a productive environment for the PMS to bear the expected results. It cannot be ignored that the Codes of Good Practice (2005) clearly stipulates that an employee who does not perform his or her duties commits misconduct and is subject to a disciplinary hearing. However, if the leadership at the MOH does not implement the regulations for the benefit of the ministry, the PMS will be of no use.

It emerged that after the conduction of the PA, relations between the supervisor and supervisee soured. This suggests that both parties have minimal knowledge with regard to the purpose of the PA. Performance management is intended to improve staff performance at work (Martinez and Kennerly, 2005). The literature also shows that the end result of the application of performance management in an organisation should be better performance at all strategic levels. (Barnes, 2008; Jones, 2010; Hill, Jones and Schilling, 2014). The performance appraisal as one of the important components of performance management is intended to integrate performance management strategies with the employee performance.

As previously indicated, the goal of PA is to track individual contribution and performance against organisational objectives, and as a result it

becomes the organisation's basis for future planning and development. Therefore one may realise that the main aim of the PA is not to punish or show favouritism as the data presented reflects, but to identify individual strengths and weaknesses for future improvement.

As indicated in the literature, there is no best way to conduct an appraisal interview as it depends on various factors such as the situation, the relationships of the parties involved and their individual make-up (Cawley, Keeping and Levy, 1998). An understanding and appreciation of the goal of the PA is important for MOH employees as this will focus their attention on performance assessment rather than the environment, good or poor ratings and individual relationships.

It cannot be ignored that the absence of rewards, improvement programmes and punishments may also be one of the catalysts for sour relationships after performance appraisal. Daoanis (2012) wrote that performance appraisal is an important tool that forms the basis for organisations to reward good performers or correct non-achievers. The theoretical framework has conveyed that individuals always expect something in return for their effort in attaining organisational goals (Lucas, Lupton and Mathieson, 2006). As a consequence, lack of individual benefits, especially for good performers, may result in dissatisfaction and foster bad relationships among the supervisors and supervisees. When this occurs, the anticipated outcomes from the PMS might not be attained.

5.6 SUMMARY OF THE FINDINGS

The section analyses the data collected with regard to the underlying reasons preventing the effectiveness of the PMS in the Ministry of Health in Lesotho. The discussion of the data was based on four themes directly related to the goals of the study. These are: the knowledge of the employees about the PMS, the integration between the PMS processes

and the activities of the employees, the difficulties encountered in the application of the PMS and the explanation of the reasons why the PMS functions at the MOH are not fully operational.

Firstly, the analysis highlighted that most of the employees, especially from the subordinate level have limited knowledge regarding the PMS. In addition, it was revealed that some of the middle management employees lack knowledge on how the individual work plans and PAs have to be conducted. Acknowledging that the PMS in the Ministry of Health applies to all the employees regardless of their levels or positions, it is clear that without adequate knowledge about the PMS, the employees might not be able to use the tool properly. Hence the application of the PMS in the MOH is not likely to bear the desired results in this regard.

The earlier discussions in the literature have shown that for performance management to be effective, there should be integration between the processes of the PMS and employees' activities. Yet the findings indicate that there seems to be no integration between the PMS processes and the employees' activities at the MOH. As a consequence, when the activities of the individuals are disconnected from the system that is intended to manage their performance, the PMS will be of little benefit to the MOH.

The lack of performance feedback, performance-based rewards and punishments are some of the underlying reasons behind the ineffectiveness of the PMS in the MOH. As previously highlighted, without performance feedback, employees will not know if their performance is improving or deteriorating. The necessary performance adjustments will not be effected; rendering the PMS ineffective.

Most importantly, the analysis of the research findings have shown that the PMS functions such as the PAs and individual work plans are not fully utilised by the employees at MOH because some of them lack adequate

knowledge on the PMS, and so do not apply PMS correctly. An inference can therefore be made that without the complete utilisation of the PMS functions, the PMS at the MOH will not attain the desired results. Therefore, despite its implementation for more than a decade, the PMS might not produce the anticipated results if the environment at the MOH is not conducive. This means that the implementation of the PMS in the MOH does not necessarily guarantee its effectiveness. Markus (2004) postulated that the adoption of the new system, new templates and new procedures is not adequate to make the PMS effective because there are some basic prerequisites for the effectiveness of the PMS at the organisational level.

In accordance with the theoretical and conceptual framework of this study, organisations implement performance management to assist in channelling the activities of employees' towards the attainment of the organasational goals. As such, the attributes of performance management should be adhered to in order for performance management to bring the expected outputs. The implication of this for the MOH is that to bring about the desired outputs, the processes of the PMS should be taken into consideration and applied accordingly.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 INTRODUCTION

The Ministry of Health in Lesotho implemented the PMS in 2001 to improve the delivery of health services in the country. Nonetheless, it has been indicated that the PMS has not produced the anticipated results. The research set out to describe and explain the reasons behind the ineffectiveness of the PMS in the Ministry of Health.

The four research questions that the study sought to answer are: what do the employees of the MOH understand and perceive by the PMS, what are the difficulties encountered in the application of the PMS, how are the individual activities integrated with the PMS processes, and why are the PMS functions at the Ministry of Health in Lesotho not fully utilised.

The goals of this research were to determine the knowledge and perceptions of employees regarding the PMS. Secondly, the research was aimed at examining the integration between the individual activities and the PMS. Thirdly, the research was intended to investigate the difficulties encountered in the application of the PMS. The last goal of this research was to explain why the PMS functions in the Ministry of Health in Lesotho are not fully utilised.

This chapter provides the answers to these questions. The reasons as to why the PMS in the MOH in Lesotho is not producing the anticipated results are described and explained. Thus the main research question as

to why the PMS in the MOH is not producing the anticipated results, is answered.

The chapter commences by identifying, describing and explaining the general conclusions which are basically the answers to the research questions. In addition, the implications for the study and areas for future research are provided. Recommendations on how to remedy the anomaly are provided.

6.2 CONCLUSIONS

The major issues that emerged from the data collection and analysis are discussed with reference to the theoretical and conceptual framework of the study. These are lack of knowledge on the PMS, lack of compliance with the legal framework of the PMS, lack of employee motivation, misapplication of the PA and lack of leadership support for the PMS.

6.2.1 Lack of knowledge on the PMS

There is a saying that knowledge is power. However, it has been revealed that lower-level employees under the study do not have adequate knowledge of the PMS, which is why they perceive it as mainly intended to measure employees' performance.

This discovery is surprising, because almost all of the employees in the study said they have undergone training. The conceptual frame work of the study has shown that following the PAs, there should be improvement programmes. It should be noted that although training courses are important for capacitating the employees, they have to be based on the performance of the employees so as to meet their knowledge needs. It can be concluded that the existing lack of knowledge on the PMS by lower

level employees at the MOH indicates that training is not based on the performance needs.

Adequate knowledge of the PMS is crucial because it will allow the employees to know what is expected from them and their job. For instance, knowledge on the PMS will enable the employees to understand of the performance objectives and performance standards. The employees will have an idea of what the PMS requires from them and will also be conscious of what they should expect from the system.

It is imperative for the employees of the MOH to acquire the knowledge and skills, as this will determine the proper execution of performance management. Without this knowledge, the PMS processes may not be fully applied and the system will not yield the expected results because the tools of the system have not been appropriately applied.

This knowledge is particularly important for senior and middle managers. Among the concepts identified by the study, planning, monitoring and evaluation of the employee activities are crucial components of the PMS. These are undertaken by senior and middle managers at any corporate, business or operational level. Without adequate knowledge on the PMS, managers at different levels and departments of the MOH will not be fully prepared to complete all the tasks related to the PMS.

The study infers that lack of knowledge on the PMS by some employees is one of the root causes for the ineffectiveness of the PMS in the ministry. This also explains the limited application of the PMS functions. Therefore, the implementation of the PMS becomes worthless when the employees, as the users of the system, do not possess appropriate knowledge about the system.

6.2.2 Lack of compliance to the legal framework on the PMS

It has also been noted that despite the clear guidelines stipulated in the legal framework, there seems to be lack of compliance to the legal regulations enforcing the PMS. Performance appraisals in some instances are not undertaken at all, even though it is stipulated in the Public Service Rules and Regulations (2008) that the performance of the public officers should be evaluated twice a year. The theoretical framework of the study also indicated that performance evaluation is necessary because it enables organisations to make informed performance-related decisions.

Because of this lack of compliance with the legal framework, the PA as a function of the PMS is not fully applied but is limited to promotion and confirmation of posts. When this happens, the PMS will not be able to gauge the performance of the employees against the agreed targets.

It should also be noted that in cases where the employees said that their performance is appraised often, the basis for such appraisals are totally the opposite of what the Performance Management System requires. The Public Service Rules and Regulations (2008) indicate that the performance of the employees should be appraised with reference to the individual work plan which tabulates the intended targets. However, the employees conveyed that their performance is appraised based on their job descriptions and individual assignments.

This reflects that when not limited to promotions and confirmations, the PA at the MOH is inappropriately applied. This also underscores the fact that individual employee work plans in the MOH are not fully applied. As such, an inference can be made that the PMS functions are being misused and under-utilised.

The problem statement has shown that the PMS in the MOH is not producing the anticipated results of integrating the individual's activities and organisational objectives, enabling the ministry to design structured and focused training programmes based on the actual needs of the ministry, improving individual and organisational effectiveness in delivering quality health services and providing a basis for performance-related pay (Lesotho Health Assessment Systems Report 2010; Millennium Challenge Account, 2010; Takondwa, *et al.,* 2010).

Thus, the PMS in the MOH will not become a basis for the performance related pay or even enable the ministry to design structured or focused training plans when the regulations enforcing the Performance Management System are not adhered to. Based on this premise, the study asserts that lack of adherence to the legal framework on the PMS is a major reason why the PMS functions are not fully utilized.

This in turn leads to the absence of any integration between the activities of individuals and the PMS, meaning there is no alignment between the corporate strategies of the organisation and the PMS. As a result, it is unlikely that the PMS in the MOH will produce the anticipated results.

Although organisations implement performance management to improve their organisational performance, it does not always bear the expected positive results, because there are preconditions for the success of the tool. This means that the disjointed implementation of the PMS in the MOH does not guarantee that the organisational performance will be improved, because there are numerous factors that influence the performance of individuals and therefore organisation. This is justified by the theoretical frame work of the study which make clear the different angles from which the performance of the organisation can be directed; these being from the goals set, performance-based rewards and the environment in which the organisation operates within.

As a consequence, the study takes cognisance of the importance for the MOH in Lesotho of adhering to the legal regulations on the PMS, and views this lack of compliance as one of the causes for the ineffectiveness of the PMS. Nonetheless, the recognition is also made that the mere implementation of the PMS does not necessarily guarantee its effectiveness.

6.2.3 Lack of employee motivation

It has also been shown in the preceding chapter that the employees of the MOH are not rewarded for performing well or punished for under-performing. However, the theoretical framework of the study highlighted that performance management requires the application of the total reward system whereby the employees are remunerated based on their performance or promoted and given responsibility according to their performance (Succiu, Mortan and Lazar, 2013: Lucas, Lupton and Mathieson, 2006: Hertzberg, 1974). The Public Service Rules and Regulations (2008) indicate that there is an intention to introduce performance-related pay within the Public Service and the Basic Conditions of Employment of the Public Officers (2011) elaborates how performance related pay should be executed.

With reference to the theoretical framework of the study, it has been learned that the reward system can comprise of both monetary and non-monetary rewards. This should be developed to reward high performers and mechanisms must also be put in place to deal with non-performers. Due to the fact that high performers are not rewarded for their performance and poor performers are not reprimanded, the study inferred that the employees at the MOH are not motivated to increase and improve their performance. In this instance, it will be difficult, if not impossible, for the PMS to bring the expected positive results.

This situation has been exacerbated by the fact that salaries are increased annually, regardless of the level of employees' performance, resulting in de-motivated staff and further lowering the morale of those who are performing well.

In addition, the study has revealed that promotions and training are not based on performance at the MOH. Hertzberg's theory of motivation, acknowledges that there are many forms of motivating employees to accelerate their performance, and so effectively achieve the organisational objectives. These can be recognition, advancements and added responsibility. The Public Service Act (2005) has also indicated that promotion and training should be based on the performance of the employees. So although the PMS in the MOH was intended to motivate employees, the results are poor because of the lack of employee motivation.

6.2.4 Misapplication of the PA

It has been discovered that at the MOH in Lesotho, the PA as a component of the PMS has mainly been utilised for promotions and confirmations. As per the theoretical framework of the study, the main aim of performance management is to plan and monitor the performance of employees towards the attainment of the goals of the organisation. It has also been indicated that following performance evaluation, there should be rewards, performance improvement programmes or corrective plans. This implies that the PA in the MOH is applied for other reasons rather than for performance assessment.

The interviews and focus groups also revealed that the information in the PA forms does not always tally with the actual performance. So promotions at the MOH are not based on the performance of the

employees. When promotions are not linked with performance, it can be inferred that the employees are not likely to perform better because there would be no benefit in doing so.

Due to the misapplication of the PA, the connection between the PMS processes and employee performance gets lost and this will have an impact on the expected results from the PMS. As a result, it can be reckoned that failure to execute the PMS functions may lead to the ineffectiveness of the PMS in the Ministry of health in Lesotho.

It has been stipulated in the Public Service Rules and Regulations (2008) that there is intent to introduce performance-related pay within the public service. With the current misapplication of the PA system, it would be difficult for it to serve as a basis for performance-related pay. When the PMS is operational, employees ought to be rewarded according to their performance. The manner in which the PA is applied in the Ministry of Health in Lesotho is inappropriate and this might be one of the reasons limiting the success of the PMS.

Nonetheless, a conjecture can be reached that the very nature of the PAs may compel supervisors and supervisees not to implement them appropriately. It has been made clear that when conducting the PAs some supervisors tend to be lenient and insufficiently differentiating, making PAS all but not useful as an assessment tool. (Roberson, Galvin and Charles, 2007).

It can be concluded that because of the misapplication of PAs in MOH, the information gathered during the appraisals is likely to be unreliable and biased. As a result, such information would not make the appraisals a suitable measurement for a performance-related pay structure as required by the PMS. Therefore, notwithstanding the issue of misapplication, the effect of PAs cannot be disregarded: they reduce developmental and

motivational impact and so contributes to the ineffectiveness of the PMS in the Ministry of Health in Lesotho.

6.2.5 Lack of leadership support for the PMS

Leaders and managers at any strategic level of the organisation are charged with fulfilling the overall mission of the organisation. As a result, leaders should inspire the staff and build the PMS that drives the entire organisation towards a common purpose. Based on the information obtained in interviews, there seems to be lack of compliance with the legal framework of the PMS, misapplication of the PA and lack of knowledge on the PMS. These revelations point to a lack of adequate leadership support for the PMS

The goal-setting theory reflects that through leadership, organisations should set clear, specific goals that are aligned to the organisational objectives (Lunenburg, 2011). O'Reilly, Caldwell, Jennifer, Chatman, Lapiz and Self (2010) indicates that leaders are responsible for making decisions that help their organisations adapt and succeed. The implementation of the PMS in the Ministry of Health in Lesotho has to be supported by the leadership and management of the ministry.

The lack of compliance with the legal framework on the PMS implies that the leadership at the MOH does not enforce corrective measures to ensure the appropriate implementation of the PMS. This also means that the leadership has not effectively translated and disseminated information about the PMS to ensure that the employees understand its importance. When the leadership fully support the PMS, they could deal with any resistance that may arise and contribute to a successful PMS.

It has been noted earlier that PMS functions such as PAs are mainly used for promotion requirements in the MOH. Due to that motive, the

information provided in the performance appraisal forms does not reflect the actual performance of the employees. This further shows lack of leadership support for the PMS because supervisors at different strategic levels and departments endorse the appraisal forms. This is despite the fact that the legal framework of the PMS in the MOH stated that the heads of departments are charged with overseeing the smooth implementation of the PMS. Without leadership support, the PMS is unlikely to yield the expected results.

6.3 GENERAL CONCLUSIONS

In conclusion, the research suggests that the PMS in the Ministry of Health in Lesotho is not producing the anticipated results because of the misapplication of the Performance Management System and lack of compliance with the legal framework on the PMS.

The theoretical framework of the study has shown the different angles from which the performance of the organisation can be influenced: goals setting performance-based rewards and organisational environment. The study found that the employees' activities that contribute to the attainment of the goals have been rarely evaluated. The problem is exacerbated by the fact that the PA as a component of PMS has been used mainly for promotions and post confirmations and not for reviewing employees' performance with regard to goal attainment.

Further, it has been established that despite the implementation of the PMS in the Ministry of Health in Lesotho in 2001, salary increments are taking place annually without consideration of the performance of the employees. The Basic Conditions of Employment (2011) stipulated that there is intent to introduce performance related pay (PRP) within the public service. In addition, it can be deduced from the data analysis chapter that the environment at the Ministry of Health in Lesotho is not conducive for

the effectiveness of the PMS in that it does not allow for the full application of the system: for instance, the lack of knowledge on the PMS, lack of adherence to the legal framework on the PMS and lack of leadership support for the PMS.

As pointed out in the conceptual framework, all the concepts related to performance management are relevant to understand the reasons why the PMS in the MOH in Lesotho is not producing results. However, it has been noted in the study that some of the concepts are not fully utilised at the MOH. Moreover, the conceptual framework has shown how the PMS attributes should be applied. At the MOH, some of the attributes are used for personal gain and some are totally disregarded, all of which hinders the effectiveness of the PMS.

The core reason for the ineffectiveness of the PMS in the MOH stern from a number of factors, such as lack of knowledge on the PMS, misapplication of the PMS, lack of employee motivation, and lack of leadership support for the PMS. It can therefore be reckoned that there are many intertwined factors that lead the PMS not to yield the expected results. The study takes into account that some PMS activities such as the way the PAs are conducted and the type of documents required might also influence the effectiveness of the PMS.

6.4 IMPLICATIONS OF THE STUDY

The problem of the study was that the PMS in the Ministry of Health in Lesotho is not producing the anticipated results. The encompassing purpose of this study was to describe and explain the reasons for this and also to suggest ways through which the PMS in the Ministry of Health in Lesotho can be improved.

Performance management is aimed at directing employee activities towards the attainment of the organisational goals. The theoretical implication of this for the study is that the PMS applies to all the employees in the organisation because all the employees' contributions are imperative for the attainment of the organisational goals. The goal-setting theory has shown that it is very crucial for the organisations to manage the perceptions of the employees by ensuring that the employees view the process of attaining goals as a challenge and not a threat. In order for performance management to direct the activities of the employees, the MOH in Lesotho needs to ensure that all the employees have a good knowledge about the PMS regardless of the positions they occupy and that they view the PMS as a tool designed to assist them in carrying out their tasks.

The conceptual framework of this study has highlighted that performance management entails several stages and processes. This implies that performance management is not a once-off activity, but entails several intertwined processes and steps which have to be adhered to. PMS is not all about filling out employees' appraisal forms. Rather, it requires planning, managing, monitoring, appraising, providing feedback, training and rewarding. These are the attributes that the MOH should consider, to improve the results they can expect from the PMS.

Moreover, it has been revealed by the study that there are many forms of reward. In this regard, the implication for the study is that rewards should not necessarily be monetary; non-monetary rewards for good performers such as promotions, added responsibility and training can also be motivators. This can avoid the financial burden associated with monetary rewards.

Based on the contingency theory, it has been learned that there are many factors that determine the success of the organisation, such as the

environment. The implication for this study is that, although the PMS has been introduced in the MOH to improve the organisations' performance, there are many factors at play which may positively or negatively influence the anticipated results.

The conclusion of this study has shown that there is misapplication of the PMS and a lack of compliance with the legal framework on the PMS. For instance, some management concepts such as performance evaluation and feedback are rarely used. This is exacerbated by the issue that the PA as a component of the PMS has been mainly used for promotions and confirmations rather than for assessing employees' activities. In addition, it has been revealed that annual salary increments are not based on performance. The theoretical and conceptual implication of this is that there is the absence of integration between the individual's activities and the PMS processes, which means that the activities of the employees are disconnected from the system that is intended to improve their performance.

6.5 RECOMMENDATIONS

The study was undertaken to describe and explain the reasons preventing the success of the PMS in the Ministry of Health in Lesotho. The preceding section has provided the discussions of the reasons. This section gives an account of the recommendations as to how the PMS in the Ministry of Health in Lesotho can be overhauled. These recommendations are based on the data collected, literature on performance management and the theoretical framework.

The study therefore suggests that there should be training of all the employees at different strategic levels on the PMS, knowledge sharing, adherence to the legal framework on the PMS, employee motivation, and

leadership support for the PMS. The following sections elaborate further on these recommendations.

6.5.1 Training and knowledge sharing

It emerged from the findings that most employees under the study lack training on the PMS. As shown by the theoretical framework, knowledge acquisition is imperative because it enables the employees to perform better (Locke and Lantham, 2006). Having discovered that most supervisors at different levels do not have sufficient knowledge to administer the PAs and develop individual plans, the study recommends that training on the PMS should be undertaken across all the levels regardless of the employees' educational training. These mean that the MOH should train the employees on the PMS processes; such as developing individual and operational plans, and administering the performance appraisals.

It is crucial to state that the Public Service Rules and Regulations (2008) on the PMS cater for on-the-job training. Thus this training can be informal, such as on-the-job training. This may yield positive results for the performance of the employees as it will enable them understand to how their performance links with the PMS processes. Pulakos, Hanson, Arad and Moye (2015) termed this type of training the on-the-job experimental learning approach. These authors postulated that this training is pivotal for organisations as it shifts performance management from formal systems to day-to-day work and behaviours that matter every day.

However, the training of employees on the PMS would not be useful if the knowledge acquired is not shared and managed. The study has revealed that most employees, especially from the subordinate group, lack knowledge on the PMS whereas most employees from the senior and middle management have some insight about the PMS. For example,

Gurteen (1999) suggests that the organisation should create a knowledge sharing culture whereby the people are encouraged to work more effectively by collaborating and sharing organisational knowledge. The knowledge sharing empowers employees and encourages them to think along the same lines.

Therefore the study recommends that the knowledge acquired about the PMS should be shared among the employees. The PMS applies to all employees, as a result all the employees need to be equipped with knowledge regarding the PMS, how it works and what the system expects from them. One of the concepts developed from the conceptual framework of the study is planning the attainment of the goals. Thus through the consultations and communications among the employees, the lack of knowledge on the PMS can be reduced.

In summary, to address the problem of limited knowledge on the PMS, the employees could be trained on the PMS as they carry their duties rather than outside of work. This will allow better understanding and application of the tool. Moreover, the knowledge acquired will easily be shared among the employees.

6.5.2 Leadership support and employee motivation

At any organisational strategic level, there need to be leadership that ensures that the employees are motivated and focused towards the attainment of the organisational goals. It has been discovered that there is lack of employee motivation for some employees at the MOH in Lesotho. The theoretical framework of the study reflects that employee motivation is imperative for performance management and can be achieved either by setting clear organisational goals, individual rewards which can be monetary, and promotions or advancements (Lunenburg, 2011; Succiu, Mortan and Lazar, 2013; Syderman, 2010). Gavrea, Ilies and Stegerean

(2011) mentioned that leadership is one of the important element that determine the success of the organization.

Having established from the previous chapter that one of the factors hindering the success of the PMS in the MOH is a lack of employee motivation. It can be inferred that there is a lack of leadership support for the PMS in the Ministry of Health in Lesotho. This assertion is validated by the fact that there is lack of compliance for the legal framework for the PMS by the employees at different levels as well as a lack of knowledge on the PMS.

As mentioned earlier, there are different ways of motivating employees to perform well and so attain the organisational goals. However, the study recommends that the leadership of the MOH should set clear organisational goals and introduce non-monetary rewards such as promotions, training and added responsibility. The reason behind this is that monetary rewards can have financial implications. In addition, setting of clear, specific and measurable goals is imperative because the employees will efficiently and effectively achieve the goals once they are motivated to perform well.

The conceptual framework of the study has reflected that following performance evaluation, there should be performance improvements, programmes or rewards. This simply indicates that the leadership at the MOH in Lesotho can motivate the employees by training them in areas in which improvements are needed. Therefore, to enable the PMS to attain the anticipated results, the study recommends that there should be leadership support for the PMS.

It has emerged from the data that some managers lack knowledge on how to conduct the PA, another reason why it is recommended that all MOH employees should be trained on the PMS. When the leadership have skills and knowledge to administer the PMS, they will be in a position to oversee

and supervise the implementation the PMS. Thus with leadership support, the PMS in the Ministry of Health in Lesotho might be able to attain the desired results.

6.5.3 Adherence to the legal framework for the PMS

The study has revealed that there is lack of adherence to the legal framework for the PMS. For instance, the individual plans are not developed as the legal framework stipulates, performance appraisals are not conducted half yearly, and training is not performance-based. The legal framework for the PMS provide the guidelines as to how the PMS should be implemented; failure to adhere to the regulations governing the administration of the PMS implies failure of the PMS. The study recommends that all employees at different strategic levels at the MOH should be obliged to the legal framework on the Performance Management System.

The problem faced in this study is that the PMS in the Ministry of Health in Lesotho is not producing the anticipated results of integrating corporate objectives and individual work, enabling the Ministry of Health to design structured and focused training programmes based on the actual needs of the ministry, improving individual and organisational effectiveness in delivering quality health services and providing a basis for performance related pay (Lesotho Health Assessment Systems Report 2010;Millennium Challenge Account, 2010; Takondwa, *et al.,* 2010).

Without compliance to the legal regulations for the PMS, the system will not be able to integrate corporate objectives and individual work, or enable the ministry to design focused training plans nor provide the basis for the performance-related pay. Thus, it is crucial for all the employees of the Ministry of Health in Lesotho to comply with the legal framework for the Performance Management System.

6.6 AREAS FOR FUTURE RESEARCH

It emerged from the study that leadership plays an important role in the success of the performance management. This is an area that may be considered for future research to explore the role played by the political and administrative leaders in the implementation of the Performance Management System in the Public Service of Lesotho.

The research conducted by this study was focused mainly at the Ministry of Health in Lesotho. The Public Service in Lesotho is made up of 26 ministries; the results gathered from the Ministry of Health may not reflect the general state of affairs in other ministries. This suggest that the possible future research can focus on other ministries to shed light on the situation.

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APPENDICES

Appendix 1: Interview schedule

Section 1-Introduction

1. What position do you hold within the ministry?
2. What are your main responsibilities?
3. Are you aware of the Performance Management System?

Section 2- Knowledge and perceptions about PMS

1. What do you think is the purpose of the PMS in the Ministry of Health in Lesotho?
2. In your opinion, how does the PMS motivate you to perform your duties?

Section 3- Integration of individual activities with Performance Management System processes

1. Do you have an individual work plan?
2. How is your individual work plan developed?
3. What determines your daily activities?
4. How often is your performance appraised?
5. What is the basis for performance appraisal?
6. What are the reasons for performance appraisal?
7. What can you say about the information provided in the performance appraisal forms?
8. Have you ever undergone any training?
   (a) What criterion was used to determine the training needs?
   (b) If not why?

Section 4- Difficulties encountered in the application of PMS

1. How often are your daily activities monitored?
2. How often do you receive feedback regarding your performance?

3. Following the performance evaluation process, are there any rewards, improvement programmes or punishments?
4. How does the performance evaluation process affect your relationship with your supervisor or appraiser?

Section 5- Recommendations

1. What do you think can be done to improve the Performance Management System in the Ministry of Health in Lesotho?

Finally, what would you like to add?

Appendix 2: Participant Consent form:

Title of the research project: Performance Management in the Ministry of Health in Lesotho.

Researcher: Papali Tseisa
Researcher's contact details: Cell: (09266) 59217161
Student number 728716

Dear research participant
If you agree to be interviewed, please sign your consent below,

Consent:
I agree to participate in the research project. I have read the participant information sheet, which is attached to this form. I understand what my role will be in this research and all my questions have been answered to satisfaction. I am satisfied with the instructions I have been given so far and I may request further information at any given stage of the research project.

I understand that I am free to withdraw from the research interview at any time, for my own reasons and without prejudice.

I understand that I have the right to be recorded if I so wish.

I have been informed that anonymity will be used in the research report and that confidentiality of the information provided will also be ensured.

I am free to ask any questions at any time before, during and after the study.
I have been provided with a copy of this form and the participant information sheet.
I have not been coerced in any way to participate in this study.

Data protection: I agree to the researcher and the University of Witwatersrand and processing personal data that I have supplied. I agree to the processing of such data for any purposes connected with the research project as outlined to me.

Name of participant
(print)……Signed……Date……..
Name of witness
(print)……....Signed……Date……..

Appendix 3: Individual participant information sheet

INDIVIDUAL PARTICIPANT INFORMATION SHEET

Research topic: Performance Management in the Ministry of Health in Lesotho

Dear research participant

I am a student at Wits School of Governance of the University of Witwatersrand and I am appealing for your assistance by making yourself available for answering the study questions.

The research study that I am currently conducting is aimed at understanding how Performance Management in the Ministry of Health in Lesotho operates and what challenges exist to improve its operation.

The researcher will ask you questions in relation to the topic and you are requested to provide detailed answers to these questions. The researcher may also ask for clarity to get more information.

Your answers will be recorded only with your permission. Your rights as a participant, including the right to withdraw at any time without giving any reason are ensured. You can leave the study or ask for a break at any time, at any stage.

The researcher may publish the findings of the research in peer reviewed journals or present them at conferences. Your anonymity is guaranteed and your confidential information cannot be disclosed.

For further information please do not hesitate to contact **Papali Tseisa** on: (00266) 59217161.

If you would like to participate in the research please sign the attached consent form.

Yours Sincerely

Papali Tseisa: Student at University of Witwatersrand

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Dr. Horacio Zandamela: Student Supervisor, University of Witwatersrand

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