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**An evaluation of the practice of good governance in the public service of  
Botswana**

**By**

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**Submitted in partial fulfilment for the degree of  
PhD (Public Administration)  
In the Faculty of Economic Management Sciences  
University of Pretoria**

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## **Dedication**

I dedicate this thesis to my late father (Edmund Binang Lempadi), my mother (Mmagae Martha Lempadi) and my late grandmother (Kunyeng Segokgo), you made me what I am today.



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No man is an Island, as such I would not have been able to complete this thesis on my own. God placed people in my path and in my life for such a time as this and I would like to acknowledge them for the role they played in achieving this milestone in my life.

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## **Abstract**

There has been a growing demand for the public service to adopt governance practices to ensure effectivity and efficiency within institutions. Good governance is perceived as fundamental as it compels the institution to be more responsive to the needs of the public, ensure transparency, accountability and create a corruption free environment. The Botswana public service is hailed for being transparent, accountable and able to manage and control corruption. The international organisations such as the World Bank and the United Nations considers Botswana to have been positively progressive in terms of good governance practices. Furthermore, institutions which assess governance, namely: Mo Ibrahim African Governance Index and Transparency International Corruption Perception have rated the Botswana public service top in Africa in ensuring accountability and transparency and curbing corruption. However, there are a growing number of reports on bureaucratic corruption in the public service. The public is demanding a transparent and accountable government to address bureaucratic corruption.

The study was prompted by reports of a lack of transparency and accountability in the public service which has led to an escalation in bureaucratic corruption. The study was designed to propose a classification model to enhance good governance in the Botswana public service. The study interrogated the three elements of good governance: transparency, accountability and corruption. The study adopted an exploratory qualitative research approach which utilises triangulation to reject and accept the literature and empirical findings. The primary data collection methodology included a questionnaire and review of relevant documents. The key findings revealed the lack of transparency and accountability including legislation for the declaration of assets, limited access to information and management not being held accountable. Furthermore, nepotism which is facilitated by recruiting and promoting public officials based on ties with



family and friendship and the lack of efficient reporting mechanisms have accelerated bureaucratic corruption in the public service. The thesis advocated a consultative based good governance model to enhance the Botswana public service.





## **Key words**

Accountability

Bureaucratic corruption

Good governance

Public administration

Public service

Transparency



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## List of abbreviations

- BIDPA** Botswana Institute for Development Policy Analysis
- BNARS** Botswana National Archives and Records
- CNP** Contribution Network Project
- CPB** Central Procurement Board
- DCEC** Directorate on Corruption and Economic Crime
- DPSM** Directorate of Public Service Management
- EU** European Union
- GABS** Government Accounting and Budgeting System
- ICT** Information and Communication Technology
- IMF** International Monetary Fund
- INTOSAI** International Organisation of Supreme Audit Institution
- IPSAS** International Public Sector Accounting Standards
- IRP** Independent Review Panel
- MEWT** Ministry of Environment, Wildlife and Tourism
- MFDP** Ministry of Finance and Development Planning
- MIST** Ministry of Infrastructure, Science and Technology
- MLGRD** Ministry of Local Government and Rural Development
- MLH** Ministry of Lands and Housing
- MLHA** Ministry of Labour and Home Affairs
- MMEWR** Ministry of Minerals, Water and Energy Resources



**MOE** Ministry of Education

**MOH** Ministry of Health

**MTC** Ministry of Transport and Communication

**MTI** Ministry of Trade and Industry

**MYSC** Ministry of Youth, Sports and Culture

**NICTBP** Information and Communication Technology Strategic Plan

**NSO** National Strategy Office

**OAG** Office of the Auditor General

**OECD** Organisation for Economic Co-operation and Development

**PAC** Public Accounts Committee

**PEFA** Public Expenditure and Financial Accountability

**PFMRP** Public Finance Management Reform Programme

**PPO** Procurement Policy Office

**PSRU** Public Service Reform Unit

**TAS** Treasury Accounting System

**TICPI** Transparency International Corruption Perceptions Index

**UN** United Nations

**WB** (World Bank)



## **CHAPTER ONE INTRODUCTION OF THE STUDY**

### **1.1. INTRODUCTION**

Good governance plays a significant role in the advancement of sustainable development because it facilitates transparency, accountability, efficiency, rule of law and inhibits corruption (Adeosun 2012:4). The role played by good governance in the public service has influenced countries over the past two decades to consider the practice as a major tool to formulate policy. The former United Nations (UN) Secretary General, Kofi Annan, asserted that "Good governance is perhaps the single most important factor in promoting development" (Gisselquist 2012:1). Furthermore, the donors and the development banks such as European Union (EU), the International Monetary Fund (IMF), the Organisation for Economic Co-operation and Development (OECD) and UN utilises good governance as a basis to formulate policies to aid development (Van Doeveren 2011:301).

Since good governance emerged as a solution to address corruption in developing countries, the practice was perceived to ensure that budgets are comprehensive, credible and aligned to the set priorities and policies thereby inhibiting corruption. This promoted consistency and the efficient management of resources (Idoko, Emmanuel and Stephen 2015:70). Good governance also inhibits abuse of power for personal benefit. Corruption tends to thrive if transparency and accountability is lacking. Hence the mentioned key principles of good governance are vital to inhibit corruption (Kassahun 2011:207).

Botswana is celebrated as a model country for the successful implementation of good governance on the African Continent. Global and continental assessments reported that the Botswana public service is transparent, accountable and has low levels of corruption. The study intends



to explore the reports that Botswana excels in good governance in comparison to other countries on the African Continent. The study will contextualise the opinions and findings of studies conducted on Botswana's success to achieve good governance. The study will also evaluate the findings of transparency, accountability and bureaucratic corruption in the Botswana public service.

This chapter provides the motivation and significance of the study, overview and contextualisation of good governance, problem statement, and nature of the study as well as the research questions. The research objectives and methodology derived from the research questions are discussed followed by the clarification of concepts and framework of chapters.

## **1.2. MOTIVATION FOR THE STUDY**

The study focused on the evaluation of good governance practices in the Botswana public service because the study is guided by the general positive popular media and international organisations' reports of the country being the "African success story". International and the African reports on good governance have highlighted Botswana as the best in good governance on the African continent. Transparency, accountability and low level of corruption are highlighted as the factors that led to Botswana's great achievement in good governance (Sarkin and Cook 2010:455).

The success has also been noted by the World Bank, Mo Ibrahim Foundation, World Economic Forum and Commonwealth Business Council. The aforementioned organisations revealed that Botswana ranks high in good governance and in inhibiting corruption (Kapunda and Moffat 2012:83). Mo Ibrahim Index of African Good Governance ranks Botswana as one of the top three performers in transparency, corruption, accountability and rule of law. Transparency International Corruption



Perception Index (TICPI) also acknowledged that Botswana tops the list in good governance. In the World Bank's World (WB) Governance Indicators, Botswana is ranked high in the control of corruption, government effectiveness, voice and accountability (Alexander and Kaboyakgosi 2012:3).

The implementation of anti-corruption strategies and an independent judiciary system have played a major role in Botswana being ranked low in corruption. Legislation to inhibit corruption has proven effective to ensure that government and officials are held accountable because the administration thereof is fair and efficient (Kapunda and Moffat 2012:85). Consequently, Botswana received "The Best African Country of the Year" award in 2009. This award is presented based on factors such as "good governance, religious tolerance, gender equality, respect for civil rights and transparency in resource management and sound economic management" (Diamond and Plattner 2010:289). Botswana's former president, Festus Mogae, was named the winner of a US\$5-million prize in 2008 for good governance in Africa, for placing his country's mineral wealth to good use. The country has been praised for serving as an example to promote sustainable development through good governance and prevent the loss of its natural resources (Sarkin and Cook 2010:453).

Studies conducted in good governance in Botswana focused on its impact on development and poverty in Africa. Dr David Sebudubudu (2010) published an article entitled: "Botswana a relatively successful African initiative". The study conducted by Sebudubudu revealed that Botswana had made progress in governance because of the country's responsiveness to the needs of its citizenry as well as policies and programmes that target the poor and the disadvantaged. As a result, Botswana had made tremendous strides from the least developed and one of the poorest countries in the 1960s to high middle income in the 2000s. Botswana serves

as an exceptional example that good governance and the proper management of natural resources can have a positive impact on the country's development.

Dr Bashi Mothusi (2011) conducted a study entitled "Good governance without accountability and transparency in Botswana". The author argued that Botswana receives accolades from the international organisations and researchers but the truth is that there is no accountability and transparency in Botswana. In his findings he noted that the president would deliver his state of nation address and leave without taking questions from the members of the parliament. The questions are responded to by the vice president. It can be inferred that since the president does not take responsibility for his decisions and actions, accountability is lacking. Furthermore, the senior public officials and politicians do not inform the citizenry of how government activities are managed.

Dithapelo Lefoko Keorapetse and Segomotso Masegonyana Keakopa (2012) conducted research on "Records management as a means to fight corruption and enhancing accountability in Botswana". The authors noted that corruption in Botswana was widespread and had the potential to reverse the country's achievements on democracy and good governance. There is also a need to attend to the national records management systems and capacity building to fight corruption.

### **1.3. SIGNIFICANCE OF THE STUDY**

This study makes a contribution to good governance practices in the Botswana public service by evaluating the constructive and negative aspects of good governance practices in the Botswana public service to identify the factors that inhibit the effectiveness. This research envisages making a contribution to fulfilling certain gaps in transparency and accountability as

well as guide policy makers to implement good governance initiatives in the public service.

The researcher will highlight activities which inhibit progress in good governance so that the information gathered from the study can assist public administrators to develop effective good governance transparency and accountability strategies. The study will also serve to educate the Botswana public service of how transparency and accountability can serve as mechanisms to combat bureaucratic corruption and improve good governance. Knowledge of bureaucratic corruption alone cannot solve the problem, but action to minimise the acts could emanate from the trends identified from the analysis of the empirical survey. The responses will enhance good governance practices thereby resulting in an effective public service.

The Botswana Institute for Development and Policy Analysis (BIDPA) focuses on contributing towards the development of good governance and effective service delivery by promoting excellence in theory and practice of Public Administration and Management. The study will, therefore, contribute towards the goal of the Botswana Institute for Development and Policy Analysis by proposing a classification model of how transparency and accountability can be enhanced within the public service and thereby inhibit bureaucratic corruption and promote good governance. The model will consolidate the findings from the literature review and the empirical findings to construct a comprehensive good governance practice model.

## 1.4. OVERVIEW AND CONTEXTUALISATION

### Good Governance

The public service is a major employer in most countries and plays a crucial role in the management and development of a society. The public service promotes fairness, sound international relations, peace and order. Good governance would protect the public and stakeholders against excessive concentration of power in the hands of management, which would lead to abuse and corruption (Juiz, Guerrero and Lera 2014:9). The public service fulfils its mandate by satisfying social, economic, political and environmental objectives. Good governance plays a role to ensure that the public service achieves its objectives (Evans 2012:99).

The significance of good governance cannot be over-accentuated because public service is able to make well-informed decisions which leads to the efficient utilisation of resources. For resources to be utilised efficiently, the stewardships must be faithful and responsible. Consequently, good governance will facilitate the effective and efficient utilisation of resources by the public official (Rahaman 2012:361). Robust scrutiny is a key aspect of good governance, which when encouraged in the public service will enhance transparency and challenge corruption (Van Doeveren 2011:303). Furthermore, good governance encourages the public service to act in the interest of the citizenry. Good governance enables the public service to uphold integrity, accountability and ensures openness and stakeholder participation and act in the interest of the public (Evans 2012:99).

### Transparency

A transparent public service is effective and efficient. When the public service is open, new approaches of how to execute certain functions can be



learned, which facilitates efficiency and effectiveness (Rufin 2015:311). A transparent public service strengthens democracy. As the public observes what the government does, they become interested in the government affairs. Consequently, the public officials will perform better and the public official can be held accountable for their decisions, whether sound or flawed (Heald 2012:31). Secrecy can be managed effectively by being transparent, which in turn inhibits any acts of corruption. Transparency enables the watchdog institutions and media to expose any illegal activities which serves as a deterrent for public officials to engage in corrupt practices (Teurlings and Stauff 2013:4).

Transparency can take diverse forms in the public service. The institution can be considered transparent when it provides an accurate report of the financial position to the institutions, stakeholders and the public (Heald 2012:32). The public service can be transparent by sharing the institutions strategy and business models with all relevant stakeholders and the public. Moreover, publicising government salaries ensures both transparency and fairness (Wehmeier and Raaz 2012:338). Access to information is an avenue to facilitate transparency in the public service. Governments should share information with the public and formulate legislation that grants the public access thereto without restrictions. An open process of decision-making promotes transparency in the public service. Managers in a transparent public service would inform the public officials of operational and administrative matters (Rufin 2015:312). The disclosure of business interests is a form of being transparent. Public officials in a transparent institution are obliged per legislation to declare their business interests. Transparency in the public service can further be achieved by implementing a procurement process which follows an open process of inviting and selecting bids and awarding tenders (Birchall 2011:61).



## Accountability

The government and public officials have to fulfil the will and the interest of the public to whom they are ultimately responsible. Their effectiveness must be evaluated to ensure that they perform to their full potential, be responsive to the public and inhibit corruption. The public makes demands and is occasionally impatient to accept average service delivery. Hence the need for the government and the public officials to be accountable for their actions (Lindberg 2013:203). Accountability requires the public service to establish which person is considered accountable, to whom the person is accountable including the terms of standards and means of holding the person accountable. Consequently, the public official and the public will be aware of the form of accountability the institution is responsible for (Vesely 2013:313).

Accountability can be either horizontal or vertical. Horizontal accountability takes place when government agencies check and monitor whether the institutions abuse power, authority and public resources. Vertical accountability is when the public, media and civil society ensures that the public service operates according to set standards (Schillemans 2011:390). There are various forms of accountability, for example, political, administrative and public accountability. Political accountability ensures that the elected political leaders are called to account for their actions and performance. Administrative accountability requires holding government employees accountable for their activities. There are various forms such as managerial accountability which focuses on tasks performed by management and ensures that management answers and explains why certain actions were taken (Klenk and Pieper 2012:340). Financial accountability deals with how resources have been utilised and calls for all public officials tasked with the management and administration of public funds to give an account. There is also process accountability under



administrative accountability, which entails accounting of the procedures and method of operation in the public service (Lindberg 2013:215). Public accountability requires government institutions to be answerable and responsible for their social and fiscal responsibilities (Schillemans 2011:391).

## **Corruption**

Corruption has always been in existence, as highlighted by the history of Western political thought that, it dates back to the Greek philosophers such as Socrates, Plato, Polybius and Aristotle. It manifests itself in different forms, and as such has led to various definitions (Dimant 2013:4). The impact of corruption is negatively adverse on wide range of practices in an institution. It has a negative impact on good governance practices in the public service and it has become vital and crucial for stringent measures to be taken to prevent corruption (Mapuva 2014:168). Unaccountable and non-transparent activities are the root cause of corruption. It calls for the public service to be vigilant against corrupt practices by the public officials, to ensure good governance (Bamidele and Academy 2013:42).

## **Bureaucracy**

The public service is considered to be made up of bureaucrats (public officials). Bureaucrats are established from bureaucracies which is an administrative institution that manages the daily functions and responsibilities of government (Al-Habil 2011:106). Bureaucracy provides government administration functions, implements the laws and policies and regulates various government activities. Bureaucracy is also associated with characteristics such as a clear hierarchy, that is, each public official has a place in the chain of command to be able to establish the lines of accountability (Olatunji 2013:12). Power in bureaucracy is concentrated at

the top and flows from the top to the bottom with limited power at the bottom. Bureaucracy implies specialisation and each public official has a specific job to do, that is, the tasks are divided into components. These tasks are divided among public officials and each official contributes towards the set goals thereby ensuring that the officials are held responsible (Ferdous 2016:4).

Bureaucracy has formal rules, that is, standard operating procedures which hold the public officials accountable and ensures that the public officials are transparent and inhibit corruption (Derman 2012:114). Bureaucracy is associated with abuse of power, authority and corrupt activities because of its nature. Concentration of power on the top has been perceived as encouraging managers to abuse and use resources for personal benefit. The strict formal rules in bureaucracy have resulted in public officials to disregard them and assist specific members of the public to attain illegal access to certain services. Bureaucracy is considered of such a nature that the bureaucrats are considered experts in their field. Bureaucrats might take advantage of these and ignore or amend rules to satisfy their personal greed (Olatunji 2013:12).

### **Bureaucratic corruption**

The corrupt practices by the bureaucrats is referred to as bureaucratic corruption because it takes place in bureaucracy and is initiated by the bureaucrats (Brandt and Svendsen 2013:587). It is an institutional phenomenon, perpetuated everyday by the appointed bureaucrats who either engage in corrupt doings with their superiors or public. The motive is to receive payment in cash or kind by giving privileges illegally (Nyukorong 2014:48).





## Botswana

Botswana is a constitutional multi-party democracy and operates a two tier system of government comprised of central and local government. Central government comprises of Ministries and has executive powers within the Botswana governance structure. At central government the Minister is the political head of the Ministry and is appointed by the President. The chief executive of the Ministry is the permanent secretary who is a non-political appointment (Kapunda and Moffat 2012:88). Figure 1.1 provides information on the number of Ministries in Botswana. There is no constitutional provision for local government in Botswana. The Ministry of Local Government and Rural Development is tasked with providing policy direction and guidance to local government. Governance at the local sphere is based on the traditional system of villages headed by a chief (African Economic Outlook 2016:16).

**Figure 1.1: Ministries in Botswana**



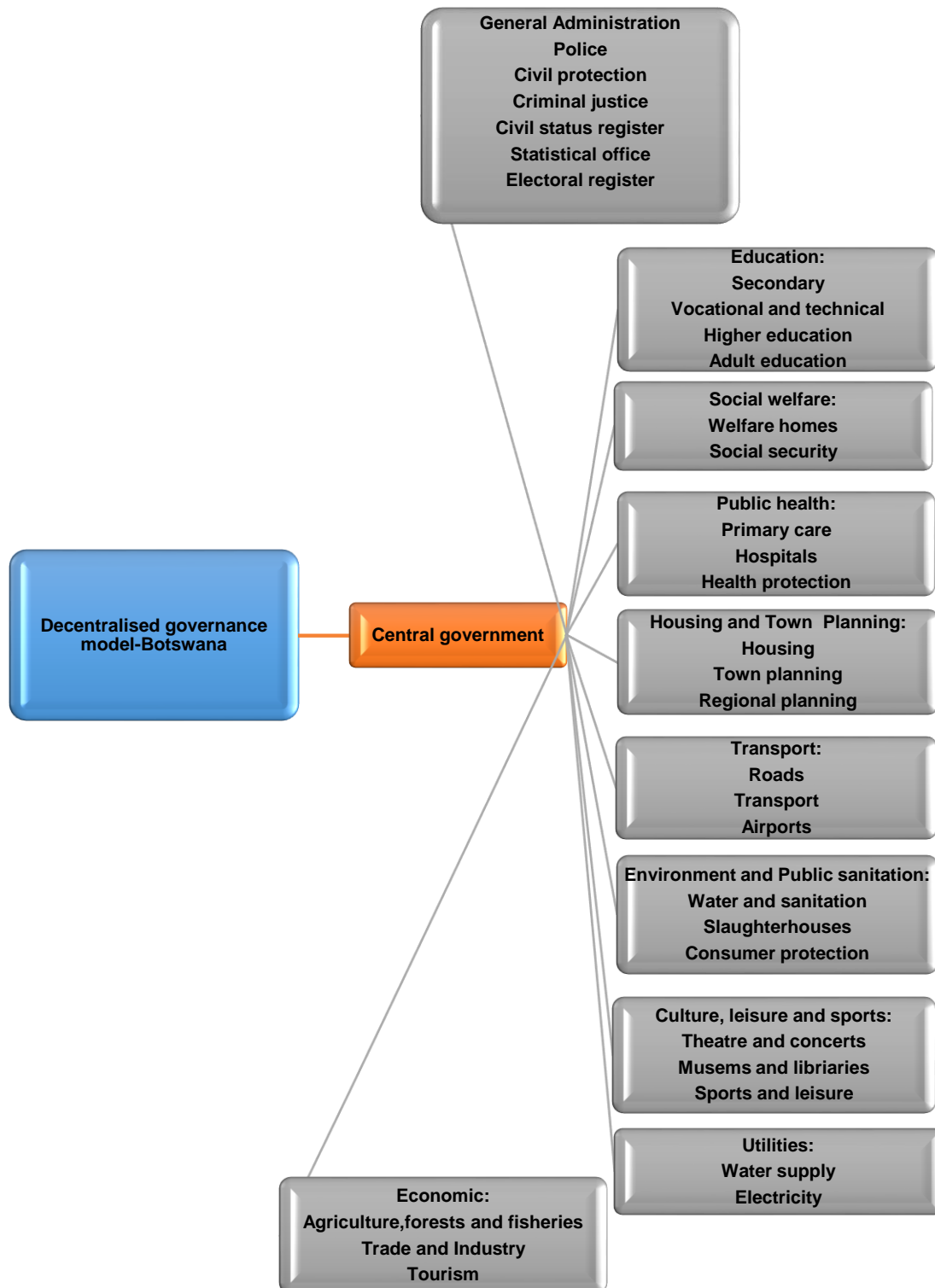
**Source: <http://www.gov.bw/en/Ministries-Authorities/>**

Good governance is considered a prerequisites for development in Botswana. The government endeavours to ensure good governance by promoting transparency and accountability in the public service. The demand for greater transparency and accountability in the public service is stipulated in the Constitution, 1966 and Finance Audit Act, 1997 (Sebudubudu 2010:250). The public service adopted a decentralised governance model as illustrated in Figures 1.2 and 1.3 which is designed to



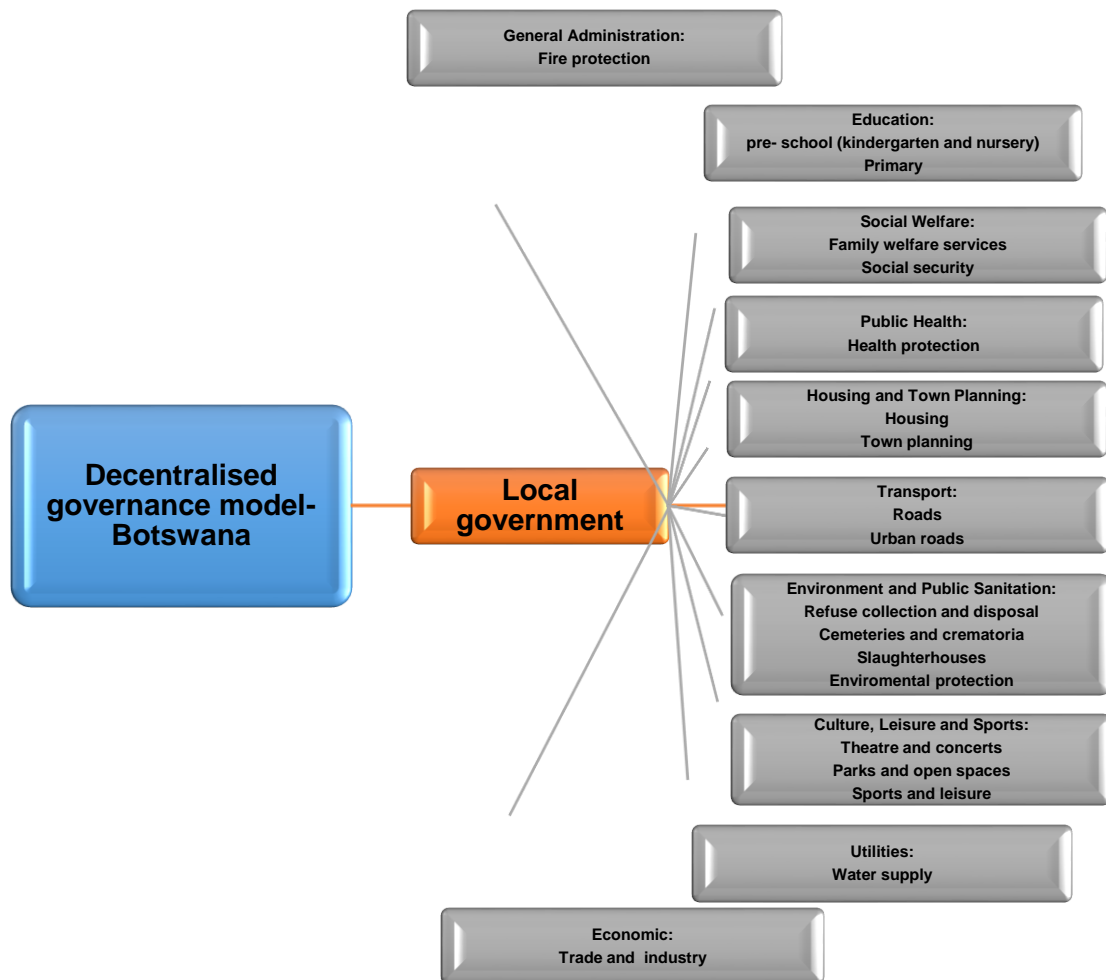
give the local government autonomy over some of the government functions. Figure 1.2 illustrates the functions of central government while Figure 1.3 presents the functions undertaken by local government.

**Figure 1.2: Decentralised governance model in Botswana (Central government)**



Source: <http://www.clgf.org.uk/Botswana>

**Figure 1.3: Decentralised governance model in Botswana public service (Local government)**



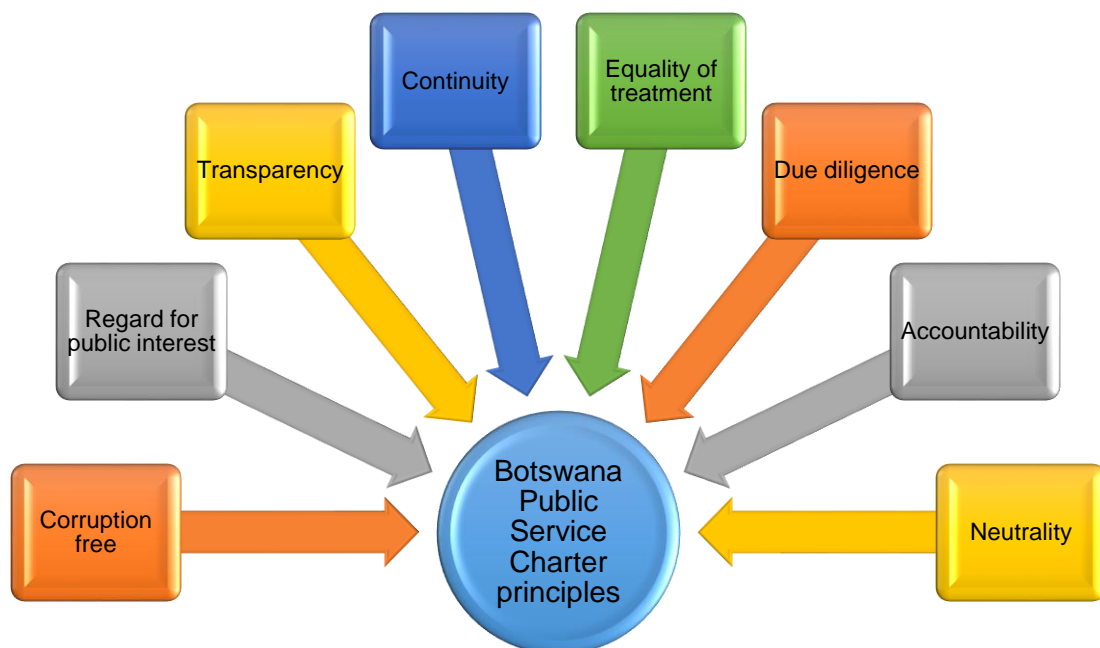
**Source:** <http://www.clgf.org.uk/Botswana>

The role of the Botswana public service is to provide efficient and cost effective services to the public through formulating and managing government policies. The public service should also provide services in a caring, transparent, accountable, responsive, politically neutral, reliable environment as well as be proactive and partnership with stakeholders

(Tshukudu 2014:43). Botswana has an administrative strategy which focuses on prudent macroeconomic management and upholding fundamental rights and freedoms enshrined in the constitution. The public service is well-organised and the public officials are mandated to behave ethically and abide by written codes of behaviour (African Economic Outlook 2016:9).

The public officials are governed by the Botswana Public Service Charter which stipulates standards which the officials are required to uphold to fulfil their duties as illustrated in figure 1.4.

**Figure 1.4: Botswana Public Service Charter principles**



**Source: Author's own illustration**

The eight principles are accentuated by the Botswana Public Service Charter namely: accountability, transparency, corruption free, regard for the public interest, neutrality, continuity, equality of treatment and due diligence (OECD 2014:47). The Public Service Charter facilitates accountability in

(Section c) through establishing lines of accountability to ensure all the public officials are aware of whom they are accountable to while section c identifies what the officials are accountable for. Every public official is accountable for performance, success and failures of those whom they supervise.

The principle of transparency is promoted by the Charter (Section D) which elaborates on approaches to ensure transparency in the public service. Members of the public service are entitled to access non-confidential information related to the activities of the public service. Furthermore, information is made public by the public officials on matters of public interest. The public has free access to public officials at all levels and is consulted before any law or decision pertaining to their well-being is implemented.

The public service strives towards a corruption free institution. Section E of the Charter requires: public officials conduct to be above board; not engage in corrupt activities; and expose and fight any form of corruption by reporting any such act immediately. Section A of the Charter also promotes consideration for public interest. Public officials are appointed to serve the public and should act with humility, respect for the law and citizenry as well as adhere to the principles of natural justice. Section B of the Public Service Charter also facilitates neutrality in the institution. The officials are required to perform their duties with excellence regardless of the government in power as well as be fair and treat the citizenry appropriately regardless of gender, race and religion.

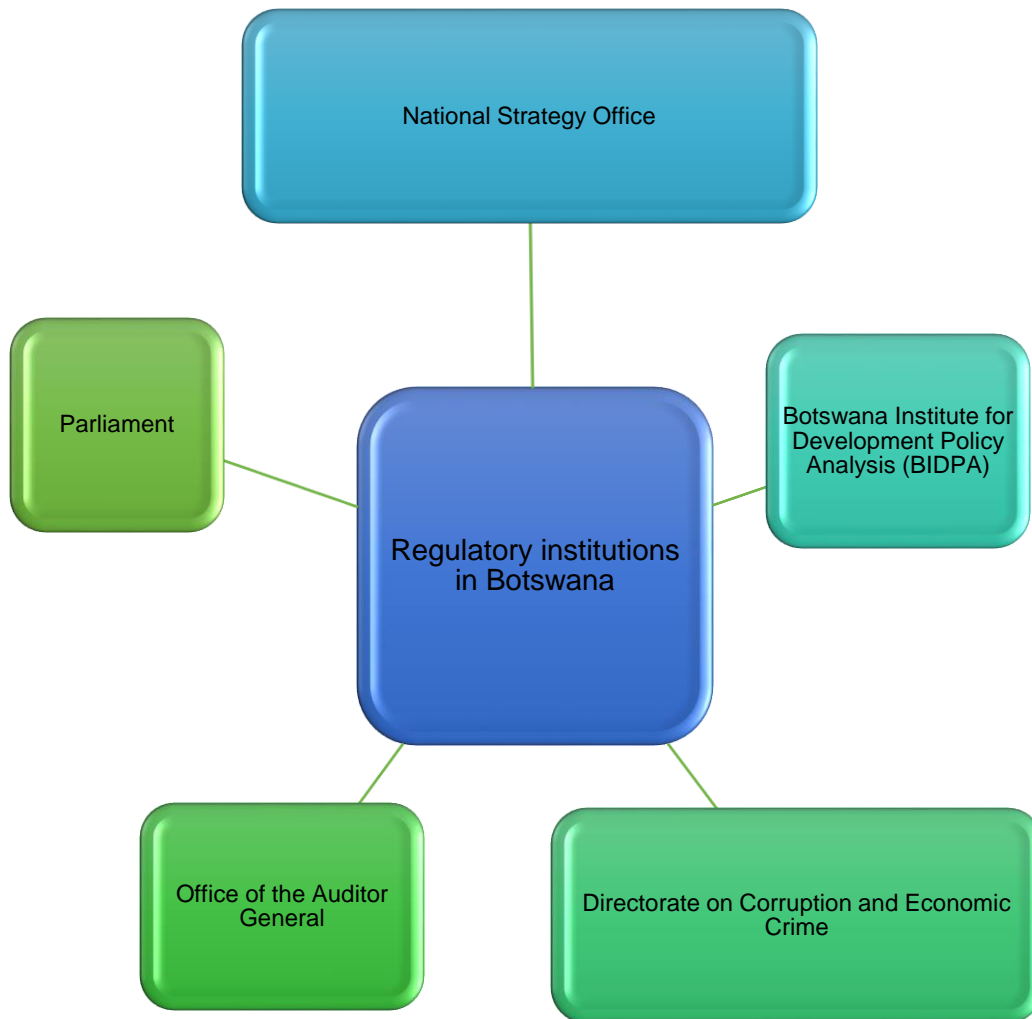
The public officials are expected to be reliable in conducting their duties to ensure continuity in the institution as stipulated in Section F of the Charter. Continuity demands that information is shared; a public official should not conceal information; and powers should be delegated when the sole

decision-makers are unavailable. Section G of the Charter underscores that all public service officials should be kept informed of all matters pertaining to the institution such as policies governing their employment. Section H of the Botswana Public Service Charter stipulates that public officials adhere to high standard of diligence and efficiency; officials manage any operational related issues swiftly; and separate private interests from official duties to prevent interference with their performance.

The Botswana Customer Service Standards Framework is used as a principle to guide and set the standards for the public service. The Framework focuses to ensure that the institutions are free of corruption and transparent (OECD 2014:132). The Framework established internal and external audits and customer satisfaction surveys as a means to monitor the set standards. To inhibit corruption, the Customer Service Standards Framework utilises assignment studies to assess the status of corruption in the public service. Assignment studies entail deploying corruption prevention officers to conduct research on acts of corruption in the ministries. The officers also conduct studies to identify any probable corruption opportunities in the institution and devise techniques to inhibit and minimise the unethical behaviour (African Economic Outlook 2016:10). Transparency and accountability is enhanced in the public service of through various regulatory institutions which ensure consistency and transparent application of regulations as illustrated in Figure 1.5.



**Figure 1.5: Regulatory institutions in Botswana**



**Source: Author's own illustration**

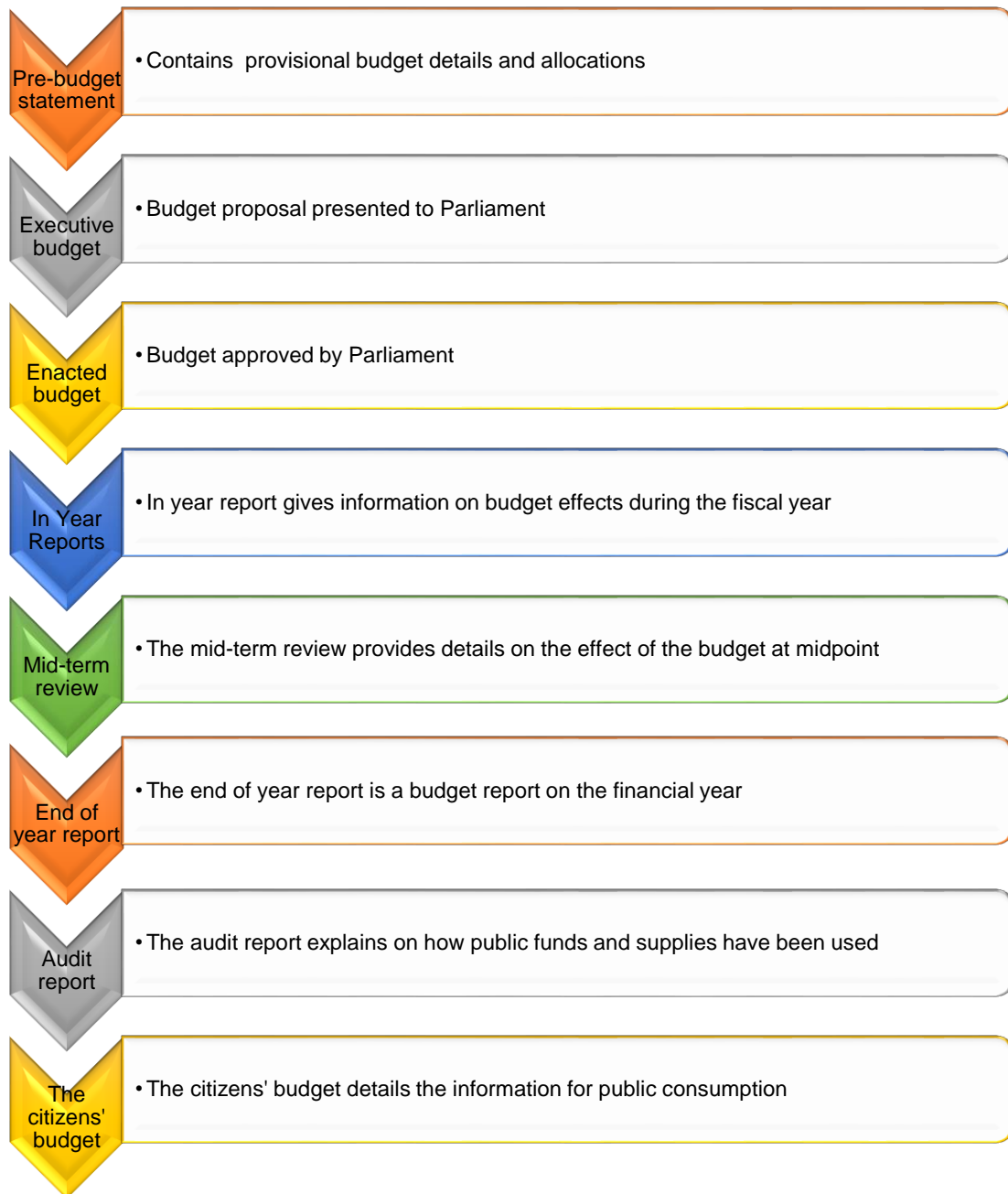
Regulatory institutions such as the National Strategy Office (NSO) in the office of the President, monitors the performance of all government institutions as well as manages the implementation of the Botswana excellence strategy and ensures coherence and comprehensiveness in public governance reforms (Kuris 2013:3). The regulatory institutions such as the Botswana Institute for Development Policy Analysis (BIDPA) fosters transparency and accountability in the public service. This is conducted by assessing the institutions policies, monitor the institutions' performance and

conduct research to establish probable solutions to enhance transparency and accountability. BIDPA also evaluates transparency and accountability mechanisms to determine how best these strategies can be improved (BIDPA Annual Report 2012-2013:8). In preventing corruption, BIDPA assess the legal and organisational arrangements to fight corruption as well as profile corruption prone areas in the public service. BIDPA also provides advice on mitigating corruption concerns and improving current strategies (BIDPA Annual Report 2013-2014:11).

The Directorate on Corruption and Economic Crime (DCEC) prevents corruption in the public service serves government institutions to reform their accountability procedures. DCEC has three pronged strategies to fight corruption namely: corruption prevention, investigations and public education. The first strategy entails compiling a checklist to help institutions implement corruption prevention interventions in procurement and managing contracts (OECD 2014:142). The DCEC also investigates reports of corruption to establish whether unethical acts had taken place. The role played by DCEC to inhibit corruption is to create awareness among the citizenry of the dangers and cost attached to and the significance to report such acts of unethical behaviour (Kruis 2013:5).

The Office of the Auditor-General and the Botswana Parliament is tasked with budgetary accountability and control. Parliament scrutinises the budget before it is passed as enact the budget. The Office of the Auditor-General audits the public institutions to ensure compliance and transparency (OECD 2014:142). Botswana compiled eight budget documents to facilitate accountability, control and transparency as illustrated in Figure 1.6.

**Figure 1.6: Budget documents to facilitate accountability, control and transparency in Botswana**



**Source: Haruna and Vyas-Doorgapersard (2016:45)**

The budgetary documents are intended to keep track of performance and how public funds are utilised. The Botswana Legislature and other government agencies are able to call the ministries to account through these budget documents for the expenditure incurred.

Management and efficiency of the public service can be easily evaluated through these budget documents. A fair and transparent allocation of resources is also achieved by utilising these documents (Haruna and Vyas-Doorgapersard 2016:45).

### **1.5. PROBLEM STATEMENT**

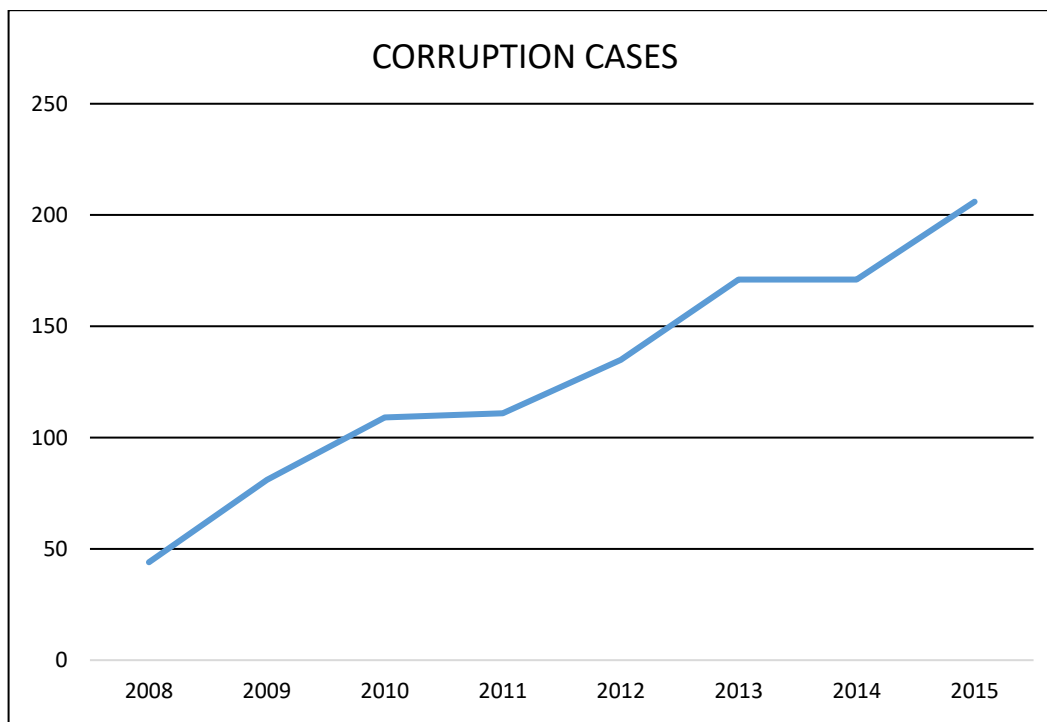
Botswana is considered a role model in good governance because it has scored high in dimensions of good governance, that is, transparency and accountability with a rating ranging between 65% and 82% (Alexander and Kaboyakgosi 2012:3). It is entrenched in the Constitution and Finance Audit Act to uphold transparency and accountability in the public service. The creation of capable institutions such as the Office of the Auditor-General, National Strategy Office, DCEC, Parliament ensured transparency and accountability in the Botswana public service. However, neither transparency nor accountability has been embraced by the public officials which has led to an increase in bureaucratic corruption. The reports from the DCEC, Auditor-General and Public Accounts Committee as noted below has revealed that transparency and accountability is diminishing in the public service.

#### **Corruption cases forwarded to the Directorate of Public Prosecution (DPP)**

Corruption cases forwarded to the Directorate of Public Prosecution by the DCEC since 2008 to 2015 are depicted in Figure 1.7.



**Figure 1.7: Corruption cases forwarded to the Directorate of Public Prosecution**



**Source: DCEC Annual Report 2015**

The data indicate that there is a steady increase of corruption in Botswana public service. In 2008 there were a total of 44 cases at DPP, the number of corruption cases since 2009 to 2015 has been increasing. Eighty-one (81) cases were reported in 2009, hundred and nine (109) in 2010. Hundred and eleven (111) corruption cases were forwarded to the DPP. The number of cases increased to hundred and thirty-five (135) in 2012 and hundred and seventy-one cases were reported in the year 2013 and 2014. Corruption cases to the DPP were also noted to be high in 2015 (two hundred and six (206) cases) (DCEC Annual Report 2015).

## **Reports on the Ministry of Youth, Sports and Culture**

DCEC has noted that it continues to register numerous allegations of corruption in the Youth Development Fund (DCEC Annual Report 2014). The Deputy Permanent Secretary in the Ministry of Youth, Sports and Culture remarked during an anti-corruption conference that “the unit of Anti-Corruption in the Ministry of Youth, Sports and Culture is inundated with complaints and allegations ranging from favouritism, conflict of interests, deficient monitoring mechanisms and non-compliance to guidelines”. The Auditor-General Annual Report 2015 reflected that out of P45.7 million disbursed in the Ministry of Youth, Sports and Culture since 2009 to 2015 only P1.2 million was recovered.

## **Reports on the Ministry of Labour and Home Affairs**

The Public Accounts Committee Report 2012 revealed that there have been certain irregularities in the Ministry of Labour and Home Affairs. The report noted that “some officers of the Department of Immigration and Citizenship had worked overtime under the Department of Teaching Service Management amounting to P8 984 260. The overtime was paid by Ministry of Labour and Home Affairs. The Accounting Officer, Ministry of Labour and Home Affairs then originated an adjustment voucher for the above amount for the Ministry of Education and Skills Development to reimburse him” (Public Accounts Committee Report 2012:7). The Committee viewed the transaction irregular in that funds were indirectly transferred to the Ministry of Labour and Home Affairs without Parliamentary approval. Instead of the funds being reflected under warranted provision, this was credited to an expenditure vote to reduce expenditure. The Permanent Secretary in the Ministry of Labour and Home Affairs in her 2015 annual report accentuated bribery and deceit in the ministry. It was reported that the inefficient

process had led to passports being sold illegally by the public officials to foreigners with criminal backgrounds.

## **Reports on the Ministry of Investment, Trade and Industry**

The Public Accounts Committee Annual Report 2012 has pointed out that the financial year end statement in the Ministry of Investment, Trade and Industry was not a true reflection of government's financial position. The report highlighted that "at the end of every financial year, the Ministry of Investment, Trade and Industry always has large sums of money owed to it in respect of company annual return fees plus penalties for late submission of returns, for instance, an amount of P110 775 600.00 was outstanding in the year under review. Despite having such large amounts owed in revenue debts, no attempt had been made to submit returns of arrears of revenue in respect of these fees to the Accountant General for inclusion in the Annual Statements of Accounts in terms of the provisions of the Finance and Audit Act" (Public Accounts Committee Annual Report 2012:9).

It was highlighted in the Public Accounts Committee Report 2015, that the Ministry of Investment, Trade and Industry broke the procurement rules and regulations. Consequently, the Ministry was summoned by the Public Accounts Committee to give an account for leasing a building which cost P65 million per annum. The Public Accounts Committee noted that tenders above P25 million are awarded by PPADB and not the Ministry. In 2016, DCEC reported nepotism and favouritism in the Ministry which resulted in the CEO of the Ministry to appoint four executive members without the board and breached the Trade Commission Act, 2003.

## **Reports on the Ministry of Local Government and Rural Development**

The DCEC Annual report 2013, noted that there are incidents of fraudulent misappropriation of funds, irregular procurement process, unjust and unfair treatment of staff, bribery and corrupt human resources practices in the Ministry of Local Government and Rural Development. The President's address to the local councils under the Ministry of Local Government and Rural Development in 2015 at Chobe highlighted that there is a growing increase in the incidents of bureaucratic corruption despite the country's excellent international ratings. The President remarked that "although Transparency International continues to rank Botswana as the least corrupt country in Africa, there are worrying reports of incidents of corruption across ministries and local councils". The Auditor-General's Annual Report 2015, revealed that there is mismanagement of funds in the Ministry of Local Government and Rural Development. The report noted that the government deposit account carried a debit balance of more than P39 million, of which P30 million emanated from the Ministry of Local Government and Rural Development.

The lack of transparency and accountability in the public service has paved the way for the substitution of rules as a result of preferential treatment in management and administration. Moreover, tenders were awarded illegally and numerous reports of irregularities in financial reporting and bribery. In light of the problem statement, the primary research question that must be addressed is: how can good governance be strengthened in general and transparency and accountability in particular to combat bureaucratic corruption in the Botswana public service?





### **1.5.1. Research questions**

- What does the literature advocate about good governance and the mechanisms to enhance the practice?
- What factors could impede the effectiveness of transparency and accountability mechanisms?
- Does bureaucratic corruption inhibit successful good governance?
- What are the international and African perspectives of good governance?
- What are the current good governance practices in the Botswana public service and how can transparency and accountability be utilised to combat bureaucratic corruption?

### **1.5.2. Research objectives and nature of the study**

The study is a qualitative exploratory research on Botswana public service exploring the process thought between transparency, accountability and bureaucratic corruption. Exploratory research is carried out when little is known about the phenomenon (Neuman 2014:39). Not much is known about bureaucratic corruption in Botswana, as such exploratory research is best suitable for this study.

The following research objectives were identified for the study:

- Contextualise public administration and good governance in the public service.
- Examine the consequences of bureaucratic corruption on good governance in the Botswana public service.
- Describe the international and African perspective of transparency and accountability practices in the public service.



- Explore and describe the current status in terms of the promotion of good governance in the Botswana public service.
- Propose a classification model to enhance good governance practices in the Botswana public service.

## 1.6. RESEARCH METHODOLOGY

Research methodology plays a fundamental role when conducting research. To respond to the research problem, a methodology is required. Research methodology entails a systematic approach to address a problem (Uwa, Samuel and Akinyemi 2013:9). Research methodology is a process of outlining how a research will be conducted depending on the phenomenon. Since problems differ, research methodology is bound to vary (Creswell 2012:20). Research methodology reveals the steps a researcher would take to solve the problem and the reason for the adoption of those steps. A specific research methodology enables the researcher to comprehend when specific research techniques could be utilised. Consequently, the research methodology ensures that the researcher is able to explain why a certain research technique had been adopted (Berg and Lune 2012:3).

There are various research methods that can be adopted. For the purpose of this study, quantitative and qualitative research methods were adopted. Quantitative research focuses on analysing the relationships between variables to test theories. Data collected in quantitative research is in a numeric form. The numerical data collected is classified, counted and statistical models are constructed to explain what was observed (Bryman 2012:160). Quantitative research utilises universal methods and measures namely: mean, median and mode. The methods of data collection and analysis in quantitative research includes: questionnaire, secondary data, regression analysis (modelling and analysing various variable), correlation analysis (establishing a relationship between two variables), mean

(average), mode (number that appears frequently) and median (middle value) (Babbie 2013:24).

Quantitative research methodology requires the utilisation of a large sample size. The advantage of quantitative research is that the study can be replicated or repeated depending on its reliability. Quantitative research reflects the total population assessed (Uwa et al 2013:14). However, the methodology is disadvantageous because it is unable to fully capture the thoughts and feelings of the participants. Quantitative research contextualises human behaviour by removing the event from the real world settings and discounting the impact or role played by other variables in the context (Babbie 2013:25).

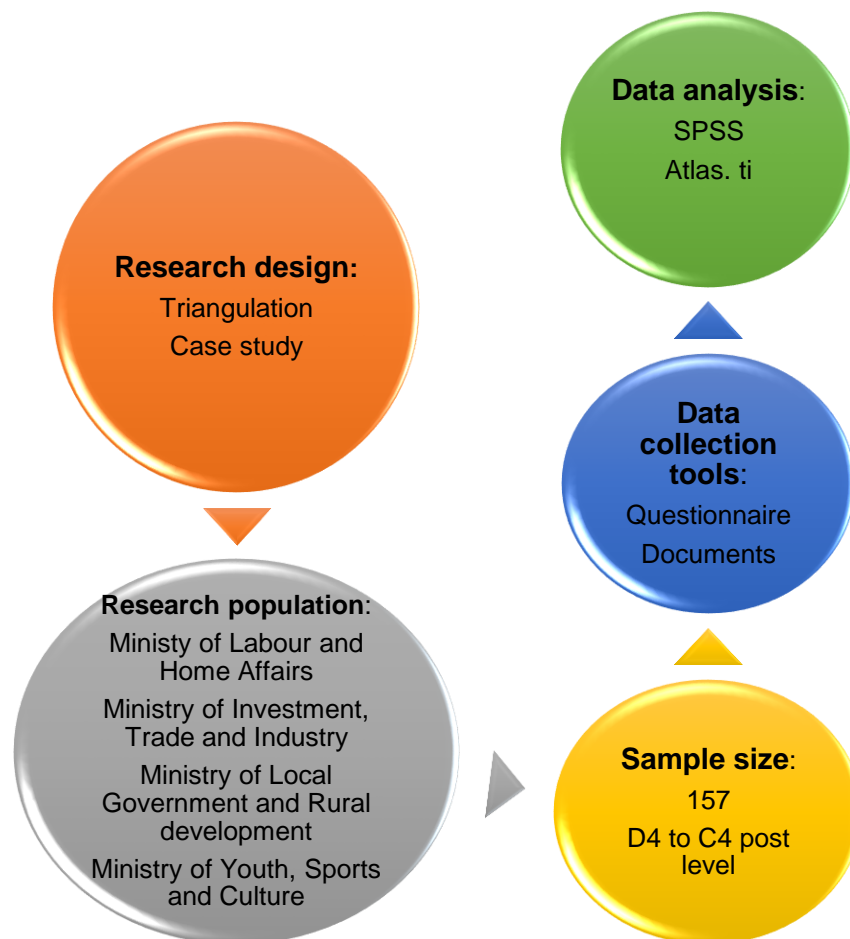
Qualitative research was established to address the challenges of quantitative research. Quantitative research could not capture the feelings and emotions of the participants, hence qualitative research emerged to take into consideration the feelings of the participants (Creswell 2012:187). Qualitative research is a process that identifies patterns in a study and assesses information utilising the opinions and values of the population. Furthermore, qualitative research takes place in natural settings which is advantageous as the researcher is able to capture what happens in the real situation. Qualitative research focuses on understanding the underlying opinions, reasons and motivations. Thoughts, opinions, and deep understanding of the problem are uncovered through qualitative research (Bryman 2012:179).

Qualitative research is exploratory, explanatory, descriptive and interpretative in nature. Words, feelings and perceptions are used to provide an in-depth understanding of the phenomenon. Moreover, the data collection methods used in qualitative research include: case studies, unstructured interviews and questionnaires, direct observations and focus

groups (Guest, Namey and Mitchell 2012:22). The advantage of using the qualitative research methodology is that it offers in-depth research, the sample can be described and it is narrative in nature. However, the findings from qualitative research cannot be generalised because the sample size is small (Uwa et al 2013:96).

The next section provides an overview of the research methodology the study adopted as illustrated in Figure 1.8.

**Figure 1.8: Research methodology**



**Source: Author's own illustration**



## Research design

Research design is a strategy employed to ensure integration of various components of the study. It is a plan which details the steps that will be followed to respond to the research question (Bryman 2012:177). The study adopted an exploratory qualitative research approach and utilised a triangulation method to support or reject the findings from the literature review. Triangulation entails using multiple data sources and data collection techniques to conduct the research (Yeasmin and Rahman 2012:156). There are various forms of triangulation namely: data triangulation (utilise various sources to collect data), investigator triangulation (utilise multiple observers to gather data), methodological triangulation (utilise many research methods to collect data) and theoretical triangulation (adoption of different theoretical positions to collect data) (Bentahar and Cameron 2015: 48). The study adopted a methodological triangulation approach and utilised qualitative and quantitative questions. The Likert scale format was utilised for the quantitative questions which required the participants to select responses from a scale of 1 to 5. The Likert scale ratings are explained below:

- 1 = strongly disagree
- 2= disagree
- 3= neutral
- 4=agree
- 5=strongly agree

It is common in social research to utilise some form of triangulation because validity is increased when several points and methods are employed. Furthermore, triangulation overcomes challenges related to a single-method while research and conclusions can be confirmed (Wegner and Flandorfer 2011:3). Bias is reduced through triangulation, because the utilisation of

two or more research methodologies complement and verify each other. Triangulation presents the researcher with added confidence with the results (Yeasmin and Rahman 2012:157).

The primary research design strategy of this research was the case study. The reason for selecting the case study strategy was due to the qualitative and exploratory nature of the study. Case study as defined by Yin (2014:16) allows for an exploration of a phenomenon. The phenomenon is investigated in-depth and within its real life context. A case study can determine whether theories can be applied in the real contexts, is flexible in nature than other research strategies such as grounded theory and phenomenology according to Denzin and Lincoln (2011:301) and it is fundamental in qualitative research to grant the researcher the flexibility to explore other issues which might be unfolded during the study. This is a multiple case study with a single focus and multiple cases are used to illustrate the concerns. "The multiple case study provides a larger picture of the phenomenon and extraneous variation are avoided by using multiple case study" (Yin 2014:20).

### **Research population and sampling**

It should be noted that because of time constraints the targeted population was not interviewed but rather a sample was drawn from the targeted population, using a non-probability sampling technique referred to as purposive sampling. Purposive sampling is a qualitative research technique used to identify and select cases which would provide improved information. It entails selecting a group of individuals who have knowledge and experience within the phenomenon studied (Cresswell and Plano Clark 2011:20). The selected government ministries represent the characteristic of the population which is ministries highly prone to areas of corruption in the Botswana government sector.



The purpose of sampling is to acquire small units or cases which would represent the population being studied (Neuman 2011:240). Bryman (2012:59) asserts that sampling implies selecting a subgroup of the population to be surveyed and generalise the information collected to the selected population for the study. The population sample illustrated in Table 1.8 is 262 and the sample size is 157 calculated using the confidence level of 95% and 5% for margin of error. The level of the targeted population is from C4 level (diploma holder) to D4 level (Master's degree) and it comprised of the departmental heads and staff members from D4 level to C4 level respectively. The research targeted this population because the staff composition in the ministries reflected that most officials are employed at this level.

**Table 1.9: Staff composition**

Ministry	Number of employees	D4 to C4
Ministry of Investment, Trade and Industry	258	86
Ministry of Labour and Home Affairs	230	50
Ministry of Local Government and Rural Development	128	81
Ministry of Youth, Sports and Culture	200	45
<b>Total</b>	<b>816</b>	<b>262</b>



### **1.6.1. Data collection**

Data collection entails using various sources to gather information. Data collection is fundamental for the researcher to carry out an evaluation of the outcomes and respond to the research questions (Cresswell and Plano Clark 2011:21). Various data collection methods are used to collect data, for example, conduct interviews and distribute questionnaires, observational methods and documents (records). Each data collection method is designed for a specific purpose. Consequently, the adopted data collection method should be suitable for the problem, hypothesis and population (Bryman 2012:60). Yin (2014:21) holds that no data collection method is more advanced compared to the other, and recommends that various methods be used for a case study. For the purpose of this study a semi structured questionnaire and official documents and published articles were utilised. Questionnaires were distributed to a total of 262 participants in June 2016. The data collection and analysis took 7 months. With the help of the officials in each Ministry, a total of 157 questionnaires were returned back. This is a 59.92% response rate.

### **Literature review**

A literature review reports the current knowledge on a topic and provides previously published studies related to a specific topic. Furthermore, a literature review gives clarity and promotes understanding by the reader (Baker 2016:265). Through a literature review the researcher is able to ascertain the significance of the problem and need for the study. Moreover the researcher is able to identify research questions that clearly defines the topic (Neuman 2014:126). A literature review was carried out for this study and this enabled the researcher to develop the research question in section 1.5.





For one to carry out a literature review, the researcher has to establish clear inclusion and exclusion criteria to ensure relevancy to the study. A large search results, makes it difficult to handle the review (Jesson, Matheson and Lacey 2011:115). For the purpose of this study, the researcher defined the years of inclusion to be from the past six years (2011 to 2016). In some cases, older documents were consulted. Baker (2016:266), mentions that it is crucial to use up to date sources, but there are instances where older seminal studies play a role in the literature review and searching is done using multiple electronic databases. In this study various databases were used, inter alia: UNDP, World Bank, African Development Bank, Botswana Institute for Development Policy Analysis, Mo Ibrahim Index of African Governance, OECD, Directorate on Corruption and Economic Crime and Transparency International Corruption Perception Index.

## **Questionnaire**

A questionnaire is a data collection method which focuses on gathering data directly from the participants who generally have significant information which can only be determined by speaking to them personally. Hence the utilisation of a questionnaire is fundamental to gather information (Lune 2012:7). Questionnaires requires that the question posed is simple and easy to understand to gather in-depth information. The researcher must also take into consideration the level of understanding of the population group when designing the questions (Denzin and Lincoln 2011:304). The questionnaire designed to gather information for the purpose of this study was simplified and terms such as bureaucratic corruption were clarified for the participants. Simplifying the contents of the questionnaire assisted the participants to respond to the questions effectively. A questionnaire can be administered telephonically, per e-mail or personally. For the purpose of this study, the questionnaires were distributed by e-mail and personally.

Administering questionnaire by email as done in this study is cheaper, as costs inquired are for electronic distribution and the absence of interviewer gives greater anonymity to the respondents. Further distributing questionnaires by email allows one to reach many participants and also eliminates biasing error which usually occurs when conducting a face to face interview (Babbie 2011:304). There are also disadvantage of administering questionnaire by email. Questions posed have to be simply and short to ensure that the participants clearly understand them, as there is no room to clarify misunderstandings (Neuman 2014:315). The study addressed this issue, by providing the researcher's email and telephone for respondents to be able to call for any further clarification. There is also no control over who completes the questionnaire. The researcher is never sure if the questionnaire was completed by the targeted participants. Moreover, the response rate tends to be low (Babbie 2011:305).

Document analysis entails studying documents to acquire an understanding and deeper connotation of the problem at hand. Eliciting information from documents is fundamental because it is not always possible to acquire direct access and question the relevant parties on an issue (Babbie 2013:27). For the purpose of this study, the following documents were reviewed: media reports, government papers or publicity materials, procedural documents (minutes from meeting, formal letters or financial accounts), legislation, journal articles, Perception International Transparency Index Reports, United Nations Development Programme Reports, Governance Database, African Development Bank Report, Directorate on Corruption and Economic Crime (DCEC).

## **Data analysis**

Data analysis focuses on utilising raw data to provide an understanding, explanation and interpretation of the phenomenon and the situation.



Various techniques are used to analyse data such as categorising data into themes, analysing relationships between themes, evaluating alternative explanations, confirming and disconfirming evidence and reporting the findings (Kolb 2012:84). Data analysis reveals the need to know more about categories and properties, which leads to further data collection (Miles, Huberman and Saldana 2014: 12). The study adopted a computer assisted qualitative data analysis software (ATLAS ti) to develop commonalities and themes from the open ended questions and SPSS for statistical analysis of quantitative questions for the purposes of triangulation.

### **Classification model**

Classification entails putting things into groups according to their similarities and characteristics. It leads to a process of discovering and constructing a model for the class in terms of the attributes. The classification process can be either inductive or deductive. In a quantitative approach, classification is inductive and deductive in a qualitative approach (Purohit, Atre, Jaswani and Asawara 2015:1). The study used both inductive and deductive approaches, supported by triangulation. The construction of a classification model requires that elements be placed in a logical manner with clear boundaries and inclusion or exclusion rules. There should be a limited number of categories that are easy to distinguish (Eppler and Mengis 2011:6). The classification model developed for this study grouped items into six logical and clear categories inter alia: establish good governance practices, develop good governance mechanisms, adoption of good governance practices, implementation of good governance, monitoring good governance practices and evaluation of good governance practices.



## **1.7 ETHICAL CONSIDERATIONS**

Ethical considerations is a fundamental element in social science research. It is of paramount significance that a researcher conducting a study with human being applies for and be granted ethical clearance (Silverman 2016:31). For this study, the researcher applied for ethical clearance which was granted by the Committee for Research Ethics, Faculty of Economic and Management Sciences (University of Pretoria). The researcher was also granted permission by the Ministry of Investment, Trade and Industry, the Ministry of Labour and Home Affairs, the Ministry of Local Government and Rural Development and the Ministry of Youth, Sports and Culture (annexure 2, 3, 4 and 5) to conduct the study.

Ethics in social science research demands that a researcher is courteous and reverent towards the participants in the study (Miller, Birch, Mauthner and Jessop 2012:14). The researcher undertook to ensure that the participants participated voluntarily and no harm would come to them. This was done by clarifying the conditions of the consent form with the participants.

## **1.8 LIMITATIONS OF THE STUDY**

Limitations of the study generally refers to aspects that illustrate the circumstances that weaken the study. The following limitations were identified:

For the purpose of this study only two elements of good governance (transparency and accountability) were considered. It is difficult to determine the truthfulness and honesty of the responses provided by the participants and not all the public officials may be interested in good governance issues in Botswana. Consequently, the responses could be



superficial to assess transparency and accountability practices in the Botswana public service. Moreover, the response rate cannot be generalised.

The researcher's perception and individual biases are contributory factors that may influence the study. As a Botswana citizen, the researcher had to be aware of these factors and guard against bias throughout the study.

## **1.9 CLARIFICATION CONCEPTS**

The following concepts are defined in the next section to establish clarity for the purpose of this study.

### **Accountability**

Accountability is being able to provide logical reasons about any action one has taken. Thus accountability calls for a person to take responsibility for their actions and not pass blame to others. Accountability also requires a person must report and be answerable for any consequences as a result of his or her actions (Fatemi and Behmanesh 2012:46).

### **Bureaucratic corruption**

Bureaucratic corruption is when public officials break rules to abuse power and resources entrusted to them for personal benefit. Bureaucratic corruption implies neglecting regulations to offer favours to family members and friends (Taghavi, Nikoomaram and Tootian 2011:94).



## **Good governance**

Good governance is to ensure that the public service is transparent and accountable in administering government resources and its operations. Good governance focuses on an uncomplicated decision-making process and understanding of the key players in the public service. Moreover, good governance is being able to account for the consequences of the decision taken (Kassahun 2011:203).

## **Public administration**

Public administration is the nature and extent of government. It is how the government carries its operations in the management and administration of the public resources. Public administration also focuses on how the government institutions interact with the public and other stakeholders (Venter and Landsberg 2011:84).

## **Public Service**

Public service is the way government is arranged to execute its operations, that is, government institutions responsible for providing various general government services. The public service comprises of departments and agencies which are publicly controlled by the government (Berman, Bowman, West and Van Wart 2013:11).

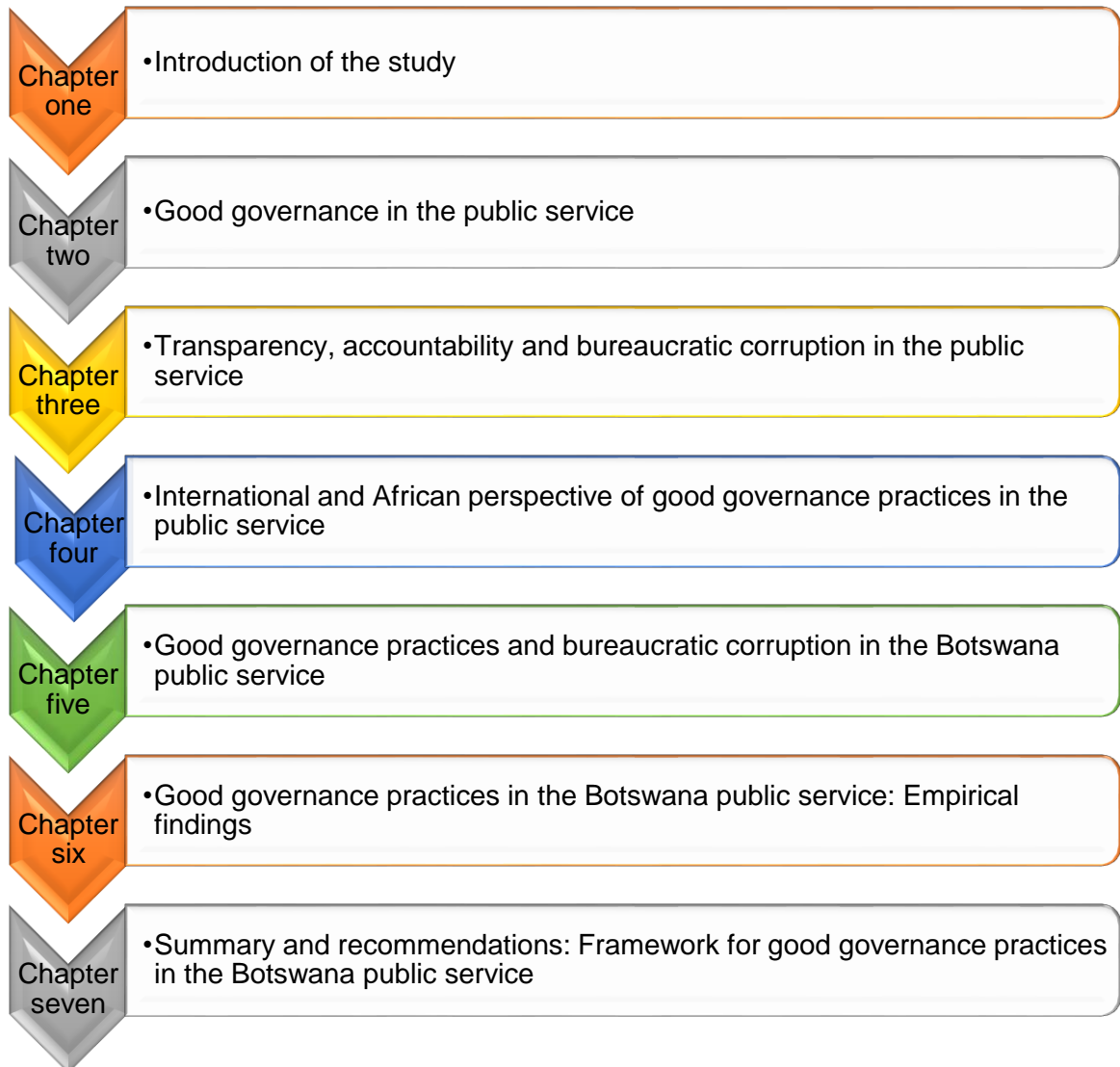
## **Transparency**

Transparency is conducting all public service activities openly without concealing the management thereof. Transparency also entails providing the public access to information, acting with integrity and sharing information in a fair and equitable manner (Bauhr and Grimes 2012:4).

## 1.10. FRAMEWORK OF CHAPTERS

The study comprises of seven chapters as illustrated in Figure 1.10.

**Figure 1.10: Framework of chapters**



**Source: Author's own illustration**

Chapter one provides the background to the study. The following aspects are expounded upon: nature, need and purpose for the study, problem statement, research questions, research methodology, limitations, ethical

considerations, definition of concepts and framework for the study. Chapter two discusses the literature review on good governance in the public service followed by an overview of the role of good governance in public administration, governance, governance theories and key principles of good governance.

Chapter three provides an overview of transparency, accountability and the impact of bureaucratic corruption on good governance in the public service. The role of transparency and accountability to enhance good governance is discussed followed by its mechanisms in the public service. Furthermore, the chapter provides an overview of the obstacles of good governance and the impact of bureaucratic corruption thereon. Chapter four focuses on the international and continental perspectives of good governance practices in the public service. New Zealand, Finland, Sweden and Denmark are selected as the case study for good governance practices on the international sphere. An overview of good governance in Mauritius is provided since it is considered the best African country therein on the African continent.

Chapter five focuses on good governance practices and bureaucratic corruption in the Botswana public service. Transparency and accountability mechanisms adopted by the public service is discussed to reveal the extent to which good governance is implemented followed by a detailed exposition of bureaucratic corruption. Chapter six presents the results of the study. The data is analysed and interpreted followed by a discussion of the research findings. Chapter seven summarises the chapters, makes recommendations and proposes a model to enhance good governance practices in the Botswana public service.





## **1.11. SUMMARY AND CONCLUSION**

This chapter introduced the study which is premised on practices of good governance. The motivation and significance of the study was highlighted. The chapter contextualised the study to formulate the research problem, research questions and the objectives followed by a detailed discussion of the adopted research methodology. The research methodology comprised of the research design, research population, sample size, data collection methods and data analysis. Ethical considerations, limitations of the study and clarification of the key concepts was discussed. The chapter concluded by providing the framework of the chapters. The next chapter provides an overview of good governance in the public service.



## **CHAPTER TWO**

### **GOOD GOVERNANCE IN THE PUBLIC SERVICE**

#### **2.1. INTRODUCTION**

Globally, good governance has become a vital concept in the management of the public service to address maladministration in the public service. It has become apparent that good governance has given the countries hope of having an effective and efficient public service. Most countries include good governance principles as their point of departure when formulating and implementing public service policies and programmes. Governments constantly explore avenues to enhance good governance in their countries. Governments establish monitoring and evaluation institutions to promote good governance. The establishment of good governance assessment institutions such as Mo Ibrahim African Governance Indicator and World Bank Governance Assessment signifies the importance of good governance in the public service.

The purpose of this chapter is to review literature on good governance, focus on the role thereof in public administration including governance theories. Furthermore, the chapter will expound upon, inter *alia*, the public dimension, institution dimension, economic dimension, centralised governance, decentralised governance and collaborative governance.

#### **2.2. ROLE OF GOOD GOVERNANCE IN PUBLIC ADMINISTRATION**

Good governance is an aspect of the reforms of public administration which emerged in the 1980s. A brief history is provided of how public administration emerged, define public administration and models thereof to illustrate the relationship between the enabling activity (public administration) and good governance.

The bureaucrats are considered corrupt and operate in secrecy to avoid criticism. The principles of good governance, namely: transparency and accountability plays a crucial role to achieve the principles of public administration, which is to curb acts of unethical conduct in government administration and ensure an effective and efficient public service. Transparency in public administration entails giving the public access to information on decisions and performance of the public service. Access to information implies that it is reliable and provided timeously (Sandu 2016:60). Accountability in the public service implies that public officials are required to report to management the effective and efficient utilisation of public resources as well as respond to reasons for poor performance (Baker and Rubin 2011:517).

Transparency and accountability in public administration ensures that the executives are responsible and responsive. Red tape in government administration is minimised through transparency. Moreover, transparency and accountability eliminates the so-called powerful bureaucrat's power to abuse their authority and mismanage public resources (Stanger 2012:289). Bureaucrats are not elected by the citizenry but appointed on their skills and qualifications. Consequently, they might hold that they are not obliged to give account to anyone. There is a strong need in public administration to control and manage bureaucracy in all forms of government. This implies that accountability plays a role in public administration to ensure that bureaucracy is adhered to and inhibit bureaucratic corruption (Baker and Rubin 2011:518).

The literature reveals that public administration was pioneered by Woodrow Wilson in 1887, when he published the essay on 'The Study of Administration'. The essay was written as part of proposed governmental operation reforms in the 1880s. Denhardt, Denhardt and Blanc (2014:2) assert that Woodrow Wilson's essay focused on inefficiency and corruption

that crippled governments in the 1880s. This view was also supported by Henry (2013:37) who posits that Woodrow Wilson was more concerned with the practicality of executing services than a mere theory. Woodrow Wilson believed that efficiency, concentrated power and centralised administrative structure was the answer to concerns of maladministration in the public institutions. He perceived public administration as an execution and application of policies effectively in a systematic manner without political interference (Manzoor 2014:1).

Since Woodrow Wilson's study there has been much debate on public administration. Shafritz, Russel and Borick (2013:7) argue that public administration is a broad-based enabling activity and cannot be covered by a single definition. The authors suggest that the concept should be defined in terms of how the government implements public law, manage and control its resources, what the public officials do and how the decision taken by the government affects the citizenry. Raadschelders (2011:19) concurs with Shafritz et al (2013) that public administration emanated from political science, law and management. The author further posits that it does not matter where the concept emanated from and how it is defined but what matters is the central object of interest which is the government. The government is the key decision-maker on the welfare of the citizens and as such requires effective management and administrative systems. Unlike Shafritz, Russel and Borick (2013) and Raadschelders (2011), Riccucci (2010:6) asserts that public administration stems from the practice of administration and management in the public service. Furthermore, its definition should be centred on administration and management. The different perceptions of how the concept public administration should be defined prompted scholars to suggest various definitions.

According to Dimock (1937), public administration is about the 'how' aspect of government activities. For example, how are objectives executed or

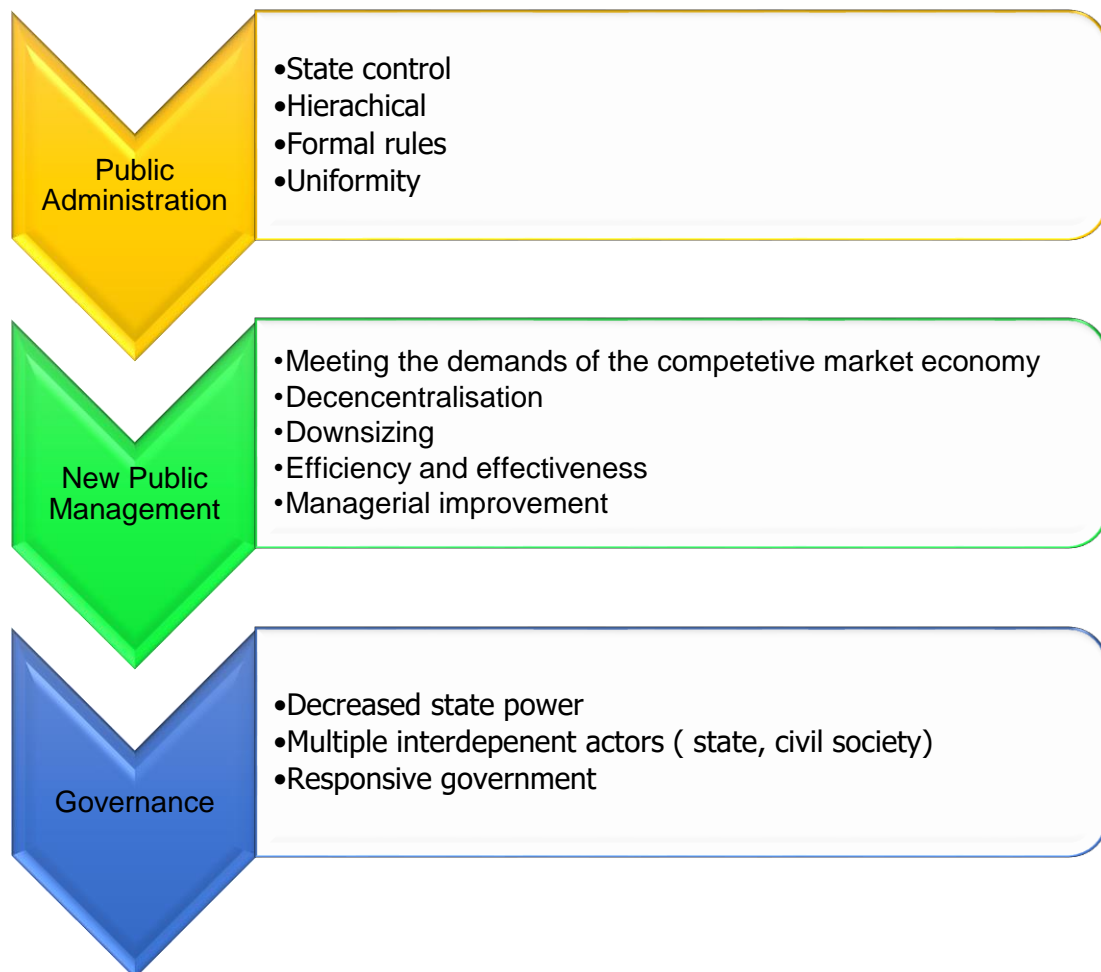


fulfilled in the organisation and how management principles applied in the government sector. On the contrary, Pfifner and Presthus (1960) perceived public administration in terms of a coordinating function. The authors defined public administration as coordinating the efforts of the officials to accomplish their set tasks. Nicholas Henry (1975) views public administration as a way of understanding the government and its environment through theories and practices. Milakovich and Gordon (2013:11) define public administration in terms of management, that is, government performance and the internal machineries thereof. Similarly Denhardt et al (2014:2) defines public administration as how public programmes are managed. For the purpose of this study, public administration was termed as the management and administration of the decision process in government institutions.

### **2.2.1. Models of public administration**

The purpose of this section is to shed light on the evolution of public administration and how governance is associated therewith. The models of public administration, namely: Traditional Public Administration, New Public Management and Governance is discussed. The evolution of public administration is illustrated in Figure 2.1 below.

**Figure 2.1: Evolution of Public Administration**



**Source: Author' own illustration**

### **Traditional Public Administration**

Governments in the 1990s were faced with industrialisation, urbanisation and market failure challenges which gave rise to traditional public administration. The primary focus of traditional public administration was efficiency as cited by several authors such as Bryson, Crosby and Bloomberg (2014:445); Manzoor (2014:1) and Osborne (2010:2). According to Lampropoulou and Oikonomon (2016:3), traditional public administration was built on the Weberian Model which accentuated hierarchy, formal rules,



uniformity, standardisation of procedures and technical qualifications. This notion is also supported by Osborne (2010:3) who affirmed that the key principles of traditional public administration was the dominance of the rule of law, administer set rules and guidelines, dominate the professional environment in the public service.

## **New Public Management**

New Public Management (NPM) emanated as a result of the consistent government failures under traditional public administration. NPM intended to focus on public service efficiency and effectiveness as affirmed by Bryson et al (2014:446) and Levi-Faur (2012:203). NPM advocated for freedom of managers from centralised controls, independence of public service, decentralisation and downsizing (Aucoin 2012:178). Mongkol (2011:35) asserts that NPM focused on managerial improvement, disaggregation, cost efficiency and service effectiveness. In the same vein Bryson et al (2014: 446) argues that NPM perceives managers as leaders because they determine the objectives and what should be done.

## **Governance**

The implementation of NPM resulted in government's experiencing challenges. Consequently, a need arose to seek alternative reformations. Governance was introduced to focus on efficiency, effectiveness and democratic constitutional values. This was to be achieved through the development of inter-organisation coordination and effective decision-making processes (Bryson et al 2014:450). As Levi-Faur (2012:207) suggests that governance emanates from policy issues that calls for role-players to decide on the nature of the problem and furnish a viable solution. Similarly, Khan and Islam (2014:24) argued that governance is a democratic process that requires society's participation. Governance thus calls for

decreased state power and centralisation to meet public demands because modern society is complex and requires interdependence (Lampropoulou and Oikonomon 2016:4).

## **2.3 GOVERNANCE**

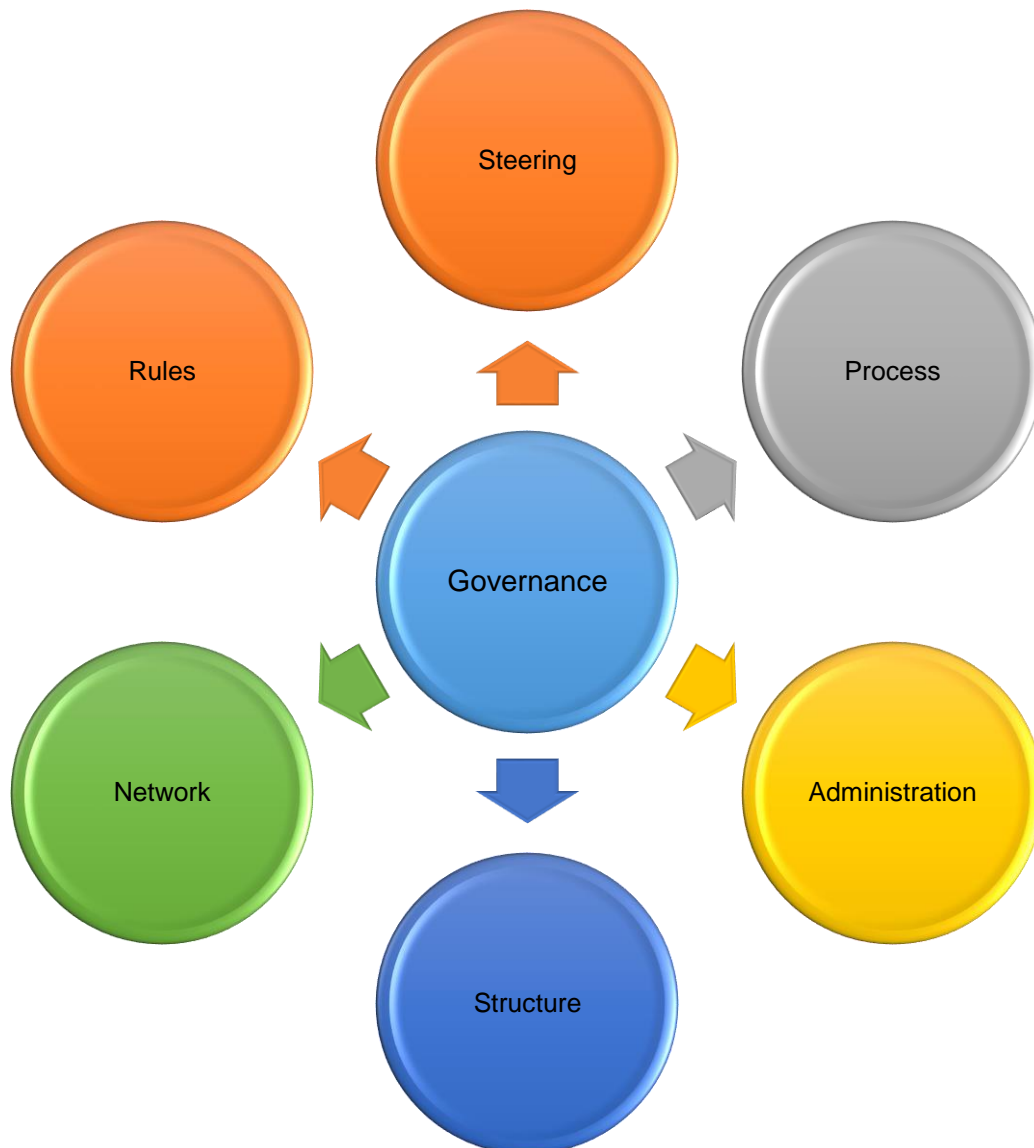
Goede and Neuwirth (2014:554); Klijn and Koppenjan (2016:5) contend that to understand good governance, one has to define the concept. The concept governance is discussed below.

### **2.3.1. Definition of governance**

The literature has revealed that there is no clear definition of the concept governance. Robichan (2011:115) argues that the reason why there is not a shared definition of governance is due to the different terms used to define governance. The terms include, *inter alia*, networks, rules, steering and order control. Edwards, Halligan, Horrigan and Nicoll (2012:9) also concur with the notion that there is no universal definition of governance. They state that the definition of governance is dependent on the institutional or individual perspective from which governance is examined. Similarly, Bevir (2011:1) asserts that there is no clear definition of governance because the concept is focused on the processes and interactions that connect the state to civil society which differs for each country. Peters (2012:3) defines governance as steering government activities to meet the public demands. Figure 2.2 illustrates the various elements observed in the definition of governance.



**Figure 2.2: Various elements of governance**



**Source: Author's own illustration**

Goede and Neuwirth (2014:554) define governance as steering government institutions to address public issues. Kalsi and Kiran (2015:173) also perceive governance as focusing on concerns which affect the public as well as a process whereby society determines whom they include and account to. Klijn and Koppenjan (2016:5) define governance as the principles of an effective public administration characterised by fair treatment of citizens and adherence to the rule of law. This definition is similar to the one



suggested by Dikopoulou and Mihiotis (2012:131) who perceive governance in three parts: first as an administrative process by the government; secondly, how government functions and thirdly, the way government executes its administrative power. Similarly, Edwards, et al (2012:9) posit that governance is how the government structures, make decisions, uses power and manages its relationships.

The perception offered by the arguments is that there is no one definition of governance. The theories of governance are discussed below. It should be noted that there are many governance theories, but the study will discuss those most familiar.

### **2.3.2. Theories of governance**

Haugh (2012:7) posits that the purpose of theory is to describe the development of a phenomenon. Lamidi (2015:7) also affirms that the role of theory is to explain and predict a phenomenon. Therefore, agency, cultural, institutional and stewardship theory were expounded upon to clearly comprehend the emergence of governance in the public service.

#### **Agency theory**

Agency theory was developed by Jensen and Meekling in 1976. The primary focus is to develop governing structures or mechanisms to manage the probability of managers using the organisation's resources for their own benefit. Van Puyrelde, Caers, Du Bois and Jeggens (2012:435) suggest that according to the agency theory, there will always be a goal conflict between the manager and the organisation. Moreover, the manager will always be perceived as the culprit. However, the organisation must safeguard and apply restraining mechanisms to circumvent the misappropriation of

resources by the manager. In the same vein Normala, Obid and Naysary (2014:307) assert that managers are opportunists, because they tend to focus on enriching themselves rather than achieving the organisation's goals.

Nelson, Singh, Elenkov, Ma, Krug, Davis and Wright (2013:22) echo this sentiment and affirm that agency theory focuses on protecting the power delegated to the managers to inhibit probable abuse. The agency theory perceives a manager's behaviour negatively. Consequently, both controlling and monitoring mechanisms are paramount to achieve the organisation's goals. Organisations which derive their governing style from this theory will develop internal and external governance mechanisms such as the Independent Boards of Directors and Monitoring and Evaluation Boards to compel controlling and monitoring as alluded to by Pepper and Gore (2012:3). Agency theory has limitations. Nelson et al (2013:24) highlights that agency theory focuses on negative behaviour and is unable to perceive the good in fellow humans. Segal and Lehrer (2012:170) concur and argue that not every employee is immoral. Consequently, the agency theory should not generalise behaviour. Moreover, the theory lacks the ability to distinguish that certain employees might be conscientious.

### **Cultural theory**

Cultural theory was developed by anthropologists Mary Douglas, Aaron Wildavsky and Karl Dake (Simmons 2016:934). The theory compels the organisation to establish its governing structures based on its norms, behaviours and practices. Group dependency is perceived as the campus for building relationships between organisations and determining the governance structure (Suh, Chang and Lim 2012:507). Ripberger, Song, Nowlin, Jones, Jenkins-Smith (2012:2) affirm that cultural theory advocates for the usage of group traits in the development of policy.



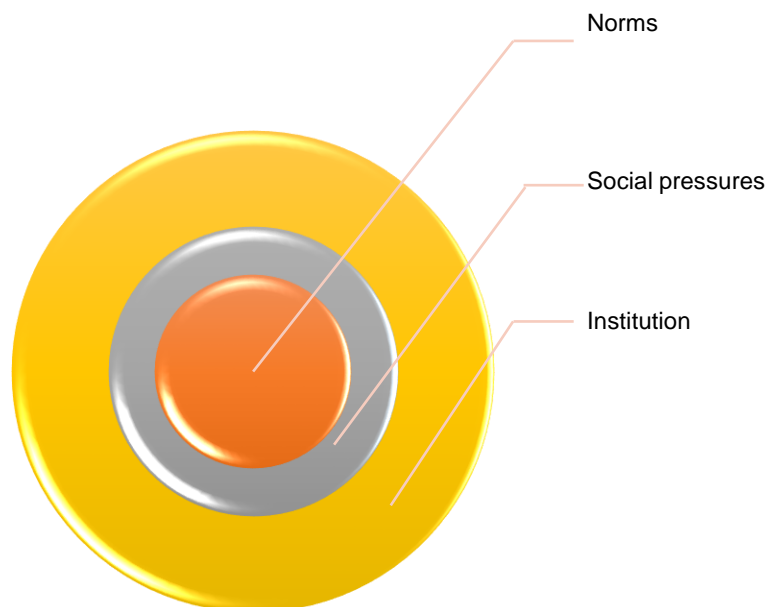
The theory argues that the organisation makes decisions based on four distinctive cultural biases. Simmons (2016:936); Swedlow (2014:469) and Ripberger et al (2012:2) termed the four distinctive cultural biases as egalitarianism, hierarchism, individualism and fatalism. The authors asserted that egalitarianism accentuates drawing policies or governance practices from the group traits and excludes the external environment pressures. Hierarchism focuses on group identity, but like egalitarianism, discourages influence from the external environment. According to Ripberger et al (2012:4), the hierarchism dimension inhibits innovation and change as the organisation only bases its decisions on the group identity. Simmons (2016:940) also cautioned against overlooking the external environment when making decisions. The author argues that dependency on group identity will render the organisation static. The organisation can benefit by opening itself to the external environment.

Individual dimension takes a self-centred approach to decisions-making and individualist abilities and interest determines the governing approach. As argued by Loyens (2013:34), the individual dimension encourages competition rather than cooperation. Nelson et al (2013:4) concur that the individual dimension takes an opportunistic approach of individuals and is concerned about what they can do and achieve rather than adopt a collective approach. Lastly, fatalism plays a significant vital role in the external environment decision-making process. Unlike the egalitarianism and hierarchism dimension, group identity does not exist. Individuals are dependent on the external forces to direct their course of action and there is no room for collective action (Suh et al 2012:509). Ripberger et al (2012:6) affirm that dependency on external forces alienates individuals from being part of influential social groups.

## Institutional theory

Institutional theory's primary ideas are based on establishing governance institutions which could impact human behaviour. Lawrence, Suddaby and Leca (2011:52) posit that institutional theory is a dominant approach to the study of organisation and has comprehended an organisation's operation. As according to Peters (2012:1), there has been much concern among scholars to locating governing institutions which could structure individual's behaviour. The institutional theory gave them hope and is hailed as the most popular theory in policy and governance. Institutional theory is illustrated in Figure 2.3 below.

**Figure 2.3: Institutional theory**



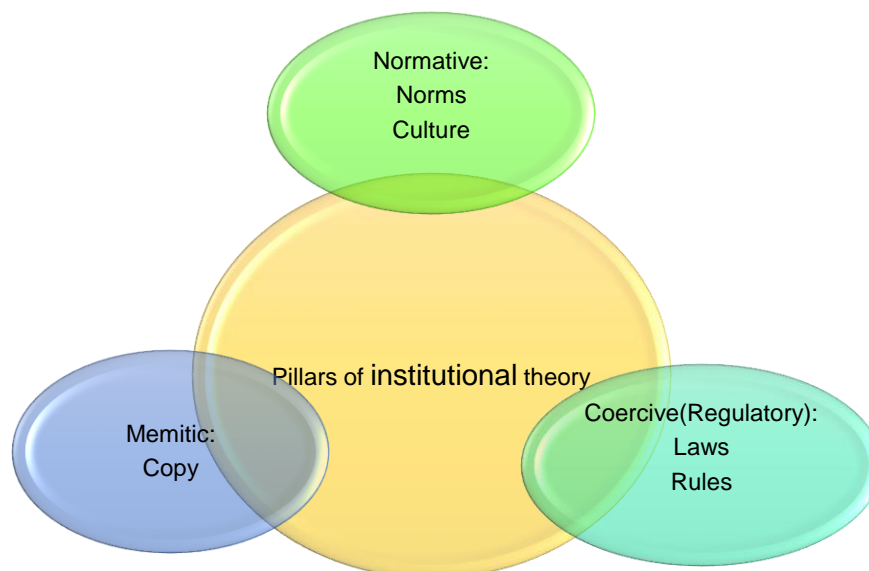
**Source: Author's own illustration**

Kessler (2012:379) perceives institutional theory as understanding an organisation and management practices through social pressures rather than economic pressures. Lin and Sheu (2012:534) concur and posit that institutional theory is socially based and imbedded within institutions.

Hoffman and Jennings (2015:10) allude that institutional theory underscores institutions such as cultural norms and societal beliefs in establishing governance approaches within an organisation. Thus economic environment plays no role in governing or managing the organisation.

Enhancing transparency and accountability and curbing corruption in the public service is constrained by institutional arrangements that limit accessible alternatives, certain ways of allocating resources and consenting to certain courses of action. Adoption of the institutional theory will enable the institutions to implement effective mechanisms based on the institutions such as legislation, structures and norms within the organisation (Kessler 2012:350). In addition, the institutional theory comprises of three pillars namely: coercive (regulatory), mimetic (cognitive) and normative as illustrated in Figure 2.4.

**Figure 2.4: Pillars of Institutional theory**



**Source: Author' own illustration**

The regulatory pillar influences legislation in decision-making. The institution is influenced by the legislative sphere to adopt specific transparency and accountability practices. Furthermore, corruption strategies are adopted and implemented based on the political and legislative environment (Lin and Sheu 2012:34). Moreover, the legislative environment in enhancing transparency and accountability and preventing corruption in an institution will enforce legislation and rules and prevent irregularities and illegal practices (Peters 2012:2).

The memetic aspect in the institutional theory focuses on copying system practices from other institutions. To enhance transparency and accountability practices and inhibit corruption, the institution benchmarks and copies what successful institutions have done (Lawrence, Suddaby and Leca 2011:53). Furthermore, when institutions are unsure of what to do, they adapt what other institutions have done. Consequently, capacity building is enhanced and skills on how to implement transparency, accountability and corruption strategies are acquired. Advanced understanding is gained on how certain issues are managed (Hoffman and Jennings 2015:14).

The normative pillar underscores that institutions should function according to norms and the cultural environment. The norms and cultural environment influences the decision-making process in an institution. Thus transparency and accountability practices and corruption strategies implemented by an institution will be based on what is generally and culturally expected to be done (Lin and Sheu 2012:35). Consequently, information will become accessible and the officials will be held responsible because it is culturally expected (Peters 2012:2).

## Stewardship theory

The intention of the stewardship theory was to close a gap in agency by introducing the psychological dimension which agency theory had overlooked. The theory argues that managers are human beings with good intentions and have the desire that the organisation achieves its goals. According to Normala, et al (2014:309), stewardship theory views managers as altruistic rather than self-seeking. Thus the managers derive satisfaction in the fulfilment of an organisation's objectives. Segal and Lehrer (2012:179) also highlighted that stewardship theory presents a human based model on people who focus on collective than self-seeking behaviour and whose satisfaction is derived from being held accountable for others. The stewardship theory calls for a more participative governance model than monitoring governance. Nelson et al (2013:25) states that stewardship theory accentuates a collaborative approach because of its positive perception of manager's behaviour and decisions which are made jointly through the executive-director model.

Since this study is premised on evaluating good governance practices in the Botswana public service, the institutional theory was adopted as it underscores the institution rather than individuals. Institutional theory, as posited by Lin and Sheu (2012:535) and Willmott (2015:106), influences policy. It will play a fundamental role in evaluating and making recommendations on transparency, accountability and corruption policies in the Botswana public service. According to Ruiz, Hes and Schwartz (2011:992); Hoffman and Jennings (2015:13) conformity is a distinct characteristic of institutional theory. Individuals desire to conform to moral rules. Moreover, institutional theory, according to Thoeing (2011:12) consents stakeholders to determine the legitimacy of the organisation and influence the operation. The latter aligns with the purpose of good

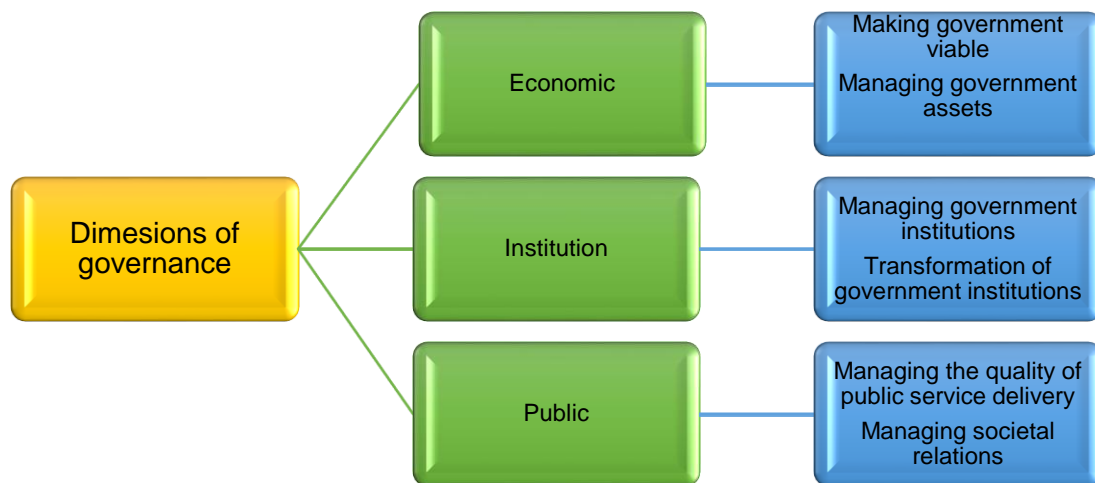


governance which requires the participation of various diverse stakeholders in the public service decision-making process.

### 2.3.3. Dimensions of governance

The literature revealed that there are many dimensions of governance. However, economic, institutional and public dimensions are common in most governments. In this section, an overview of the economic, institutional and public dimensions was expounded upon as illustrated in Figure 2.5.

**Figure 2.5: Dimensions of governance**



**Source: Author' own illustration**

#### Economic dimension

The focus of the economic dimension of governance is to manage conflict of interest for profitability of the government. Parkinson (2016:487) affirms

that the economic dimension is managing power control over government assets through governing boards so that assets are utilised. Hopt (2011:6) holds that the economic dimension of governance is about balancing power within government institutions to achieve set goals and objectives.

Edwards, et al (2012:17) posit that economic dimension of governance is to make government viable through managing relations and interactions with relevant role-players within and beyond the sector. Tricker (2015:4) agrees that the economic dimension requires managing government board activities and relationships with the members, managers, external auditors, regulators and other significant stakeholders. Love (2011:43) also states that the economic dimension of governance addresses the agency problems between the politicians and the managers in government institutions.

### **Institutional dimension**

The governance institutional dimension entails improving and managing government institutions through reforms such as Public Administration, New Public Management and Governance. Sale (2013:1013) affirms that the institutional dimension of governance focuses on governance within the public service and across government institutions. The management of the institution, its corporate structure, culture, policies, strategies and stakeholders forms part of the governance institutional dimension. In the same vein Edwards et al (2012:7) asserts that the governance institutional dimension focuses on reforming the government institutions to perform duties in an accountable and transparent manner.

Peters (2012:40) argues that the governance institutional dimension focuses on effectivity of the public institutions through the utilisation relevant management tools which will be able to respond to the rapid changing external environment within which the government functions.

Lawrence et al (2011:57) also concurs and accentuates that the governance institutional dimension considers the transformation of government institutions. Transformation is dependent on the weaknesses of the current public service reform which are monitored and aligned according to the changing market partners or trends.

### **Public dimension**

The public dimension of governance focuses on the quality of public service delivery by including diverse actors. Palletta (2012:1128) describes the public dimension of governance as a pluralist state in which the provision of public service goods is influenced by democratic participation of multiple actors. This governance dimension calls for managers to focus on the outcome and social effectiveness of the collective action. Morse and Stephens (2012:20) argued that the public governance dimension is further encompassing because government key players and other stakeholders are included in public decision-making processes.

Edwards et al (2012:15) underscores collaboration with other actors as the primary concept of governance public dimension. Governance in public dimension can be summarised as one of societal relations, public policy processes, management of government business, including public procurement and governance through state and non-state actors engaged in public policy-making and service delivery.

#### **2.3.4. Modes of governance**

Governance modes as revealed by the literature depends on the relationships between key stakeholders. Centralised, collaborative and decentralised governance are described in this section.



## Centralised governance

Centralised governance is perceived as a hierarchical method of governing, that is, sharing information 'top-down' while more power is embedded at the top (Bannink and Ossewaarde 2012:598). Minas, Wright and van Berkel (2012:287) also describe centralised governance as a state centric model. The government has power over the management of its activities. The government depends on the hierarchical authority to implement policies, governance strategies and partnerships. Gronzales (2012:111) asserts that the state in centralised governance generally has the power to structure political, economic and socio aspects of the nation.

Griffin (2012:210) concurs that centralised governance is a rule driven administration, which inhibits flexibility and innovation. Thus the set rules is the primary determination of governance strategies or public policy. Minas et al (2012:284) also agrees that centralised governance forbids for usage of a variety of governance instruments to improve governing strategies because of the rigid rule of dependency. On the contrary, Swedlow (2014:470) argues that the centralised governance model is efficient to achieve government objectives. Power is centralised in one group and decisions to implement programmes or policies are formulated promptly without consulting other stakeholders.

Simmons (2016:950) also argues that the centralised governance model focuses on common culture and cohesion in government planning. There is uniformity because the implemented programme or policy is the same for all members of society. On the contrary, Loyens (2013:430) argues that even if there is uniformity, the one size fits all approach does not meet the needs of different cultural groups. What the government might perceive as the proper programme or policy might not necessarily be what a certain cultural group requires.



## **Collaborative governance**

Emerson and Nabatchi (2015:15) describes collaborative governance as working on policy matters beyond the boundary of governmental bureaucracies. Collaborative governance implies opening the government to various actors from diverse institutions or spheres to influence the formulation and implementation of public policy. Purdy (2012:409) also asserts that collaborative governance provides stakeholders with an opportunity to engage with the government public policy matters and address public problems. Bevir (2011:387) also agrees and posits that collaborative governance entails creating forums for public debates, public problem solving and multi-stakeholder dispute resolution mechanisms. Thus public and private actors are brought together in these collective forums to engage in consensus-oriented decision-making.

Collaborative governance is a means to improved policy solutions because actors are able to contribute new ideas and perspectives to implement strategies. This, as a result, helps the policy-makers to identify effective solutions to the problem. Furthermore, there is clarity of the roles and responsibilities in collaborative governance, which promotes specialisation and enables the public service provide effective service delivery (Purdy 2012:411). However, Vangen, Hayes and Cornforth (2015:1241) argue that collaborative governance creates apprehension among stakeholders because of the consistent reshuffle or change of roles to meet new demands. Consequently, certain actors are not quite committed, which could create difficulty in the provision of effective public service delivery.

## **Decentralised governance**

Decentralised governance is governing through power sharing which promotes transparent and receptive government institutions (Udayaaidithya



and Gurtio 2011:102). Winkler (2012:210) also affirms that decentralised governance employs a non-hierarchical multi-level model of governing, which encourages transfer of authority from a higher to a low level in the organisation. Consequently, this increases responsiveness, flexibility, efficiency and accountability in the organisation. Costa-Font and Greer (2013:110) hold that decentralised governance provides government institutions autonomy and leverage to manage and allocate resources effectively and efficiently.

On the contrary, Bannink and Ossewaarde (2012:600) argue that decentralised governance is financially exorbitant because it requires training personnel to lead. Should the government not have a budget for training, it would imply that funds would have to be borrowed to train the officials. Without trained personnel, it is impossible for effective decentralised governance. Minas et al (2012:290) also agrees and affirms that not only is the decentralised governance model inflated but also calls for officials to be fully committed to fulfil their mandate and focus on achieving the government's goals and objectives at all cost.

The decentralised governance model is perceived as a sound concept but places unnecessary pressure on managers to achieve set objectives. The pressure to perform results in managers perusing unethical processes to meet the set targets (Dahlstrom, Peters and Pierre 2011:6). Managers who are afforded opportunities to manage their units without interference from their superiors, tend to work and frame policies and procedures according to their capability. This might lead to a lack of uniformity of policies and procedures (Gronzales 2011:120).



## 2.4. GOOD GOVERNANCE

The term good governance was initiated by the World Bank in 1989. Van Doeveren (2011:304) concurs that the Bank was the first to introduce good governance as a policy strategy. Governance is considered good if it encompasses the following four dimensions: an efficient public service, an accountable administration, a reliable judicial system and a balance between the governed and government (World Bank 1989:10). The literature revealed that the World Bank's definition of good governance attracted much criticism and resulted in much debate of what the concept implies. International organisations and scholars redefined good governance while others appended new dimensions.

Some international organisations such as Organisation for Economic Co-operation and Development (OECD) (2009:4) defined good governance as comprising of accountability, efficiency and effectiveness, responsiveness, transparency, forward vision and rule of law. UNDP (1997:4) underscored accountability, transparency, rule of law, effectiveness and efficiency, responsiveness, similar to OECD and included elements of consensus-oriented and participation. The African Development Bank (2008:15) defines good governance as accountability, transparency, participation, combating corruption and the promotion of an enabling legal and judicial framework. The Asian Development Bank (1995:8) proposed four principles to define good governance: accountability, participation, predictability and transparency. The European Union (2001:8) contends that there are five principles which defines good governance: transparency, accountability, effectiveness, coherence and participation.

Scholars such as Juiz, Guerrero and Lera (2014:11) define good governance as characterised by robust scrutiny, which pressurises the public service to improve performance, be transparent and challenge corruption effectively.



The World Health Organisation (2012:41) states that for bureaucratic corruption to be considered the primary obstacle to good governance, the definition thereof should be the efficient management of resources to improve the citizens' wellbeing. Good governance, according to Kulshreshtha (2008:557), is exemplified by predictable, open, and enlightened policymaking; a bureaucracy filled with a professional ethos, an executive arm of government accountable for its actions; and a strong civil society participating in public affairs; and all behaving under the rule of law. Qudrat-I Elahi's (2009:1170) definition of good governance accentuated a sensitive and responsive administration, which is able to cope with challenges in society through appropriate laws and measures. Grindle (2010:6) views good governance as the "normative concerns about what the government should do".

One can infer from the definitions that they underscore transparency and accountability as key principles of good governance. Consequently, the study focused on these two principles of good governance. Moreover, the definitions revealed that good governance depends on the choice of characteristic traits of good governance. Pasape, Anderson and Lindi (2015:147) posit that there is no exhaustive definition of good governance, because it is depended on what characteristics or attributes the organisation perceives as significant. McCall and Dunn (2012:84) affirm that the meaning of good governance differs depending on who is utilising it. For this study, good governance implied transparency, accountability and ability to challenge bureaucratic corruption in the public service.

#### **2.4.1. Principles of good governance**

Scholars Adeosun (2012:6) and Gisselquist (2012:8) and the United Nations (1997:5) agree that good governance has eight major characteristics, which include: accountability, consensus-oriented, effectiveness and efficiency,



equity and inclusiveness, participation, rule of law, responsiveness and transparency.

## **Accountability**

The Organisation for Economic Co-operation and Development (OECD) (2009:10), United Nations Development Programme (1997:6) and the European Union (2001:10) define accountability similarly and contend that accountability implies holding government officials responsible for their duties. Furthermore, officials are required to adhere to the rules and regulations that govern their duties. Schillemans and Busuioc (2014:3) also agree that accountability is about being answerable for one's performance. They perceive accountability as being liable for using the power vested upon the position.

## **Consensus-oriented**

Consensus-orientation ensures that decisions are participatory and efficient. Participation by all the group members who will be affected by the decision is highly encouraged (Adeosun 2012:8). According to United Nations (1997:7), consensus-oriented takes into consideration the needs of society when making a consensus decision which is best for the entire society and how best to implement them.

## **Effectiveness and efficiency**

OECD (2009:12) defined effectiveness and efficiency as the extent to which previous objectives of an activity has been met. The European Union (2001:12) assert effectiveness and efficiency as the government's ability to deliver what is needed by society based on clear objectives in an impartial



manner. The United Nations (1997:9) affirm that for government to be effective and efficient, it must produce results in service delivery and utilise the resources at its disposal. The World Bank (1989) defines effectiveness and efficiency as the quality of the public service and the government's commitment to the policies.

### **Equity and inclusiveness**

Equity and inclusiveness refers to equality and the inclusion of society when formulating and implementing public policy. No societal members should feel left out but rather be offered an opportunity to improve and maintain their wellbeing (European Union 2001:11). Gisselquist (2012:10) also posits that equity and inclusiveness ensure that all societal groups or culture, primarily the less privileged are afforded an opportunity to improve, because human beings are born with dignity and rights.

### **Participation**

Participation is viewed by the European Union (2001:12) as an inclusive approach in all policy decisions and provide society with confidence in what the government intends to achieve. The United Nations (1997:8) concurs with the definition of participation and defines the concept as involving citizens in policy-making initiatives such as budgeting and determination of levels of service.

### **Responsiveness**

Responsiveness is the government's ability to respond to the society's needs timeously. The United Nations (1997:7) assert that good governance requires government institutions and processes to attend to all stakeholders



within a reasonable timeframe. OECD (2009:12) also states that responsiveness is government's capability and flexibility to respond timeously to societal changes and by taking into consideration the changing needs of society. This requires the government to adjust and re-align its role to societal change.

## **Rule of law**

The rule of law, as defined by the World Bank (1989:6), is when society upholds the rules of society and execution by the police and the courts. Gisselquist (2012:14) concurs with the World Bank's definition and further asserts that rule of law is applied when the government imposes transparent rules and regulations. The United Nations (1997:11) also agrees that good governance requires an independent judiciary and principled police force that can impose law proportionately.

## **Transparency**

Transparency, according to OECD (2009:8); United Nations (1997:8) and European Union (2001:11) is the core principle of good governance because one cannot have accountability without transparency. Goede and Neuwirth (2014:546) agree that transparency is fundamental to good governance as the right to be informed and access to information is central in modern society. Bauhr and Grimes (2012:3) note that there can neither be citizen participation nor public policy and public accountability without transparency. The literature revealed that there is a common understanding of transparency. The European Union (2001:11) defines transparency as providing the public with information in an accessible manner. The OECD (2009:8) affirms and refers to transparency as a situation in which the government policy objectives are presented to the public in a clear, accessible and timely manner. Similarly, the United Nations Development

Programme (1997:8) posits that transparency is about providing adequate information in an accessible way to those who will be affected by the decision.

## **2.5. SUMMARY AND CONCLUSION**

This chapter focused on understanding good governance in the public service. The role of good governance in public administration was established, followed by the clarification of how good governance emerged in the enabling activity (public administration). The study revealed that good governance emerged as a solution to address the ongoing managerial crisis faced by the public service. The principle idea was to bring together all the government stakeholders to find a viable solution to the challenges posed by globalisation. Two principles of good governance, namely: transparency and accountability were noted as significant in public administration to ensure bureaucrats are responsible, responsive to inhibit bureaucratic corruption.

The literature revealed that there is no good governance without governance. Furthermore, governance and its relevant theories were discussed to encapsulate a clear understanding of the concept. There is no single agreed to definition of governance. Scholars define governance based on the theory they deem significant, such as cultural, institutional, stewardship and agency theory. Scholars have defined good governance based on characteristics or principles which they perceive as fundamental. The most agreed upon principles of good governance include: transparency, accountability, consensus oriented, effectiveness and efficiency, rule of law, participation, equity and inclusiveness and responsiveness. However, transparency and accountability are the two principles which are common when defining good governance.

## **CHAPTER THREE**

### **TRANSPARENCY, ACCOUNTABILITY AND BUREAUCRATIC CORRUPTION IN THE PUBLIC SERVICE**

#### **3. 1. INTRODUCTION**

Transparency and accountability are crucial principles of good governance because the literature revealed that the latter cannot be achieved without the former. Furthermore, the literature suggests that transparency cannot exist without accountability and the latter cannot be achieved without the former. There are various factors that could impede the implementation of good governance even in the presence of transparency and accountability. Bureaucratic corruption has been identified as one of the primary obstacles to good governance and manifests itself in various forms such as bribery; nepotism; favouritism and embezzlement. This kind of corruption takes place in the public service and is influenced by the bureaucracy of the institution and executed by the public officials. The negative impact of bureaucratic corruption on good governance cannot be overlooked, because it weakens transparency; accountability; participation and rule of law.

This section provides an overview of transparency and accountability in the public service and its role in good governance. Furthermore, the following aspects are expounded upon in this chapter: transparency and accountability mechanisms in the public service; obstacles to good governance such as corruption, leadership, trust and institutions and the impact of bureaucratic corruption on good governance. This study intends to evaluate the practices of good governance in relation to bureaucratic corruption in the Botswana public service.

### 3.2. TRANSPARENCY IN THE PUBLIC SERVICE

Defining transparency is not as straightforward as one might think. The concept has attracted various interpretations and meanings. Transparency has been defined as information sharing. It is implied that it is beneficial to share information with citizens (Wu, Ma and Yu 2017:4), pertinent to government activities (Meijer, Hart and Worthy 2015:11). Fung (2013:185) understands transparency as availing information to the citizens and accentuates that it should be done in a fair and equitable manner. Porumbescu (2015:2) agrees that transparency is providing information and adds that the latter should be of such a nature that the public could utilise to hold the government accountable. Furthermore, Jang, Cho and Drori (2014:96) also echo that transparency is sharing information pertinent to government institutions which is significant for the evaluation.

Consistent with the arguments, Park and Blenkinsopp (2016:3) highlight that information should be accessible. Thus the information should reach all citizens including those in remote areas. Furthermore, the information provided should be easily attainable and understood by the public (Fung 2013:186). Horne (2012:327) confirms that transparency is to ensure that the citizenry understands and makes sense of the information. As such information should be in coherent language and available in various formats to all the role-players. Transparency should also be perceived as openness, which requires executing official obligations openly and under public scrutiny (Birchall 2014:78). Government institutions should be open to the public and not operate in secrecy. Information should neither be hidden from any person or groups nor shared only with particular persons (Moore 2017:1). Furthermore, openness requires the government institution to publicise the procedures and processes followed; enable public officials and the public at large to be aware of what is expected of them and have a clear

understanding of the parameters of engaging with the institution (Vujnovic and Kruckeberg 2016:124).

Transparency implies being honest in all communications, transactions and operations. The institutions should be honest and truthful and comply with the rules and regulations (Wehmeir and Raaz 2012:338). It calls for the institutions to be truthful when sharing and availing information as well as execute its activities in a truthful manner. More significantly, it is fundamental to admit when a wrong has been committed irrespective of whether the public is aware thereof or not (Karlsson 2011:281). Transparency also encompasses acting with integrity in all activities. Thus a transparent institution upholds strong moral principles of all its actions and processes (Moore 2017:2). It calls on government institutions and public officials to be principled and be counted on to conduct their activities in an honourable manner even when unobserved (Wehmeir and Raaz 2012:339). For the purpose of this study, transparency is defined as open about government processes and procedures and the free flow of information in the public service.

### **3.2.1. Role of transparency to achieve good governance**

The role played by transparency to ensure good governance in the public service cannot be underestimated. Through transparency the citizens are able to be part of the government decision-making process through posting comments on the government websites and blogs (Porumbescu 2015:4). Transparency also enhances participation because the citizenry is able to assess and analyse government activities through the information shared as well as utilise the information to hold leadership accountable (Cucciniello, Belle, Nasi and Valotti 2014:572).



Contrary hereto, there are claims that transparency does not promote participation. The contention is that as the stakeholders exchange information, the negotiation process might become burdensome because certain actors fear other parties dishonesty and consequently, cautious in sharing the information (Goede and Neuwrith 2014:545). Birchall (2014:79) also believe that transparency cannot encourage participation in all government activities because not all the information about the government can be shared with the public. For example, government security concerns and trade secrets cannot be disclosed to the public. There are limitations to the extent in which the public can be involved.

Trust is key in an institution as it informs how it functions. Opening up the government to the public restores its confidence which in turn results in trust (Dutta and Roy 2016:203). The more transparent the government is on the rules and procedures governing its activities, the more the public will trust and be confident in them (Jang et al 2014:98). Moreover, access to information strengthens the relationship between the government and the public. This, as a result, compels the government to be responsive to the public and as such, promote trust (Bertot, Jaeger and Grimes 2012:78).

However, Michener and Bersch (2013:237) argue that transparency does not promote trust between the government and the public. They claim that transparency is able to expose secrecy, but cannot ascertain whether the information provided is correct. Thus trust requires the party disclosing information to be honest, however, transparency does not ensure the accuracy of the information provided. Moreover, being open to the public is perceived as a mechanism that cannot guarantee acceptance by the public because achieving trust is dependent on many factors. A direct relationship between transparency and trust is questionable (Cucciniello et al 2014:576).



Transparency enhances accountability by publishing government information which provides the public an opportunity to be aware what it does and utilise the information to hold the leadership accountable should it under performs (Wu et al 2017:3). Disclosing information provides the public an opportunity to monitor the public service thereby compelling public officials to operate above board at all times (Meijer et al 2015:11). A transparent government will feel obliged to be accountable for its actions and activities because of public scrutiny. The fear of secrets being exposed once the institution is transparent impels the government and public officials to conduct themselves in a responsible manner (Jain 2012:510).

Attaining efficiency in the institution is paramount to its success. Public officials would feel appreciated and motivated to work harder if pertinent information of the goals and expectations of the institution is shared. Concerns are addressed swiftly and effectively because the information is available on how certain matters should be managed (Rodriguez, Perez and Godoy 2016:72). Furthermore, when information pertaining to the public service is transparent, feedback from the citizenry improves the manner in which the public service functions. Knowledge is attained when the public scrutinises the day to day activities of the government. Moreover, it will result in developing improved operating strategies (Meijer et al 2015:13).

However, certain researchers hold that being transparent does not imply that the government will be efficient. It has been claimed that updating the public on all government activities requires much time and results in difficulty for the public service to be efficient (Fung 2013:192). Furthermore, Moore (2017:10) asserts that administrative costs are associated to avail this information. Substantial funds are spent on implementing transparency and responding to the demands and feedback by the public. This may result in inefficiency on behalf of the government because it has to allocate funds to operate in a transparent manner.

Corruption, which most institutions are concerned about is curbed through transparency. Public officials are apprehensive to engage in corrupt activities if they know they are under public scrutiny (Meijer et al 2015:12). A transparent government creates difficulty for public officials to misuse funds because the information will be made public. It further promotes ethical behaviour and builds the institution's image (Park and Blenkinsopp (2011:260). Transparent monitoring and evaluating institutions are able to inhibit and eliminate corruption. Adopting transparent law enforcement approaches and having an independent judiciary will ensure that the corrupt are punished and the cycle of corruption is broken (Rodriguez, et al 2016:74). Moreover, implementing the disclosure of budget information, procurement processes and declaration of interest reforms prevents waste and misappropriation of resources (Fung 2013:194).

On the contrary, Cucciniello et al (2014:580) contend that availing information cannot prevent corruption. For transparency to inhibit corruption the availed information must be presented to and approved by the public. Transparency can have a positive impact on corrupt public officials, if sanctioning mechanisms are implemented. Sanctioning mechanisms would discourage public officials from engaging in illegal activities (Bertot et al 2012:80). In addition, transparency could encourage corruption if the citizens utilise the services of the public officials who had been identified as corrupt by offering them bribes to acquire government services. Consequently, corruption will continue to rise because the public official might utilise the opportunity to vindicate himself or herself from being shamed (Meijer et al 2015:12).

### **3.3. ACCOUNTABILITY IN THE PUBLIC SERVICE**

The widespread use of the concept accountability has resulted in confusion of its meaning. Since the concept accountability cuts across diverse



disciplines such as accounting, public administration and public law, it holds a distinctive meaning in each discipline (Vesely 2013:312). The diverse meanings attached to the concept accountability are due to the distinctive values each public institution needs to protect. Thus what the institution views as its values, directs and determines the framework for accountability (Lindberg 2013:202). Accountability requires the institution and responsible public official to be answerable for their actions and activities. Hence public officials are required to provide a performance appraisal and justification to their superiors. The same applies to the institution and the heads of the institution (Vosselman 2016:603). The public officials should be answerable for the powers and authorities delegated to them. Thus the plans, procedures and outcomes embarked upon are clarified to utilise the powers and authority (Klenk and Pieper 2012:329). Romzek and Dubnick (1987:228), also define accountability as answerability and answerability implies that “accountability involves limited, direct and most formalistic responses to demands generated by specific institution”.

Accountability requires the public officials and the institution to give account of their activities. It is obligatory for the public officials, depending on their employment contract, to explain their conduct and performance which compels the public official to disclose information of their performance and justify their actions (Loozekot and Dijkstra 2015:3). Public institutions are morally and legally obliged to report on performance and comply with the Acts which govern the institutions (Wille 2016:695). Moreover, accountability requires the institution and public officials to take responsibility for their actions. Since public officials are charged with the responsibility to manage public funds, they are required to act responsibly in the execution and management thereof (Bakar and Ismail 2011:161). For the purpose of this study, accountability is defined as taking responsibility and able to justify one’s actions.

### **3.3.1. Role of accountability to achieve good governance**

The literature revealed that accountability enhances good governance in the public service by inhibiting corruption, improving public service effectiveness and limiting the authority's abuse of power. Public officials who are held accountable for their actions creates an opportunity to punish those who intended to engage in illegal activities as well as discourage participation in illegal activities (Pedersen and Nielsen 2016:361). The lack of accountability creates room for corruption. If public officials are not held accountable, public funds could be mismanaged. To discourage mismanagement of public funds, the officials should be required to practice good financial reporting to limit misrepresentation that encourages fraudulent activities (Wille 2016:700).

Upholding accountability ensures that public official's activities are governed by rules to enable monitoring and evaluation of every action taken by public officials. Implementing mechanisms such as a performance management evaluation tool helps in determine the root cause of poor performance and develop strategies to improve performance (Baker and Rubin 2011:519). Furthermore, an extensive public service accountability process compels public officials to conduct all functions in a professional manner (Schillemans 2011:391). Moreover, abuse of power in the public service can be restricted through checks and balances. Consequently, power can be balanced between different public service actors. The role-payers are able to check the other's power and call them to account for any form of abuse (Yang 2012:270). Bakar and Ismail (2011:180) also posit that through accountability mechanisms, those who make decisions unlawfully and exercise unauthorised power can be exposed and punished.

However, there are opinions that accountability cannot prevent corruption, because certain institutions which have implemented these mechanisms in



their policies experience fraudulent financial reporting and misappropriation (Tacon Walters and Cornforth 2017:5). This is attributed to public officials who are selective of the information they share because they are aware that whatever information they provide will be used to hold them accountable (Saxton and Guo 2011:272). Accountability tools such as performance management evaluation have been argued to only provide insight into public official's effectiveness but does not suggest whether the public official is accountable. Good governance requires accountability to extend beyond what officials have done and examine how they carried out their duties and why they chose to act in a certain way (Wille 2016:702). It has also been contented by Pedersen and Nielsen (2016:370) that accountability cannot make the public service effective because accountability is controlled by the government. Government determines the width and depth of accountability and decides on what should be considered a framework for accountability. Unfairness and greed can as a result impede the government from being objective in setting accountability standards.

Klenk and Pieper (2012:340) argue that accountability cannot limit abuse of power as checks and balances encourages the abuse of power. Checks and balances are time consuming and might result in public officials overlooking them. It has also been pointed out that the problem with exercising accountability through check and balances results in collusion which encourages abuse of power and alienation of other actors. Once the actors collude, it is easy for them to use their power unlawfully against other parties (Vesely 2013:320).

### **3.4. TRANSPARENCY AND ACCOUNTABILITY MECHANISMS IN THE PUBLIC SERVICE**

It should be noted that there are many transparency and accountability mechanisms a government institution can adopt to enhance good

governance. However, e-government, social media and government accounting mechanisms are imperative in the transformation of efficient and transparent services to the public. These will be discussed hereunder.

### **3.4.1. E-government**

The internet in government institutions has become fundamental because of the important role it plays of the manner in which people interact, collaborate and communicate with each other. Globally, governments adopted e-government to benefit from the efficient and effective way to interact and communicate offered by e-government tools (Khasawneh and Shanab 2013:11). In addition, e-government was implemented in government institutions to transform the traditional static and rigid structure of its services to a dynamic and interactive one which advocates the utilisation of innovative technologies that will improve the quality of services offered and result in openness and transparency (Cucciniello et al 2014:574).

E-government is the utilisation of information technology to communicate, improve and manage the flow of information in the government institution. It entails utilising the internet to share government information and engage with citizens on government-related issues and, improve internal and external relationships (Jang et al 2014:574). E-government also provides government information and services online through various digital means to support government operations and enhance good governance. Different electronic media such as telephone touch pad, smart cards, self-service portal, e-mail and the internet are several e-government tools (Armstrong 2011:12).

Without e-government, services are denied and delayed unless bribes are offered. The implementation of e-government facilitates access to

information. Information such as services offered, application forms, contact details, process and procedures, performance of economy, statistical employment, and income and performance indicators for government departments is readily available on the government websites (Ahn and Bretschneider 2011:422). As the information is posted on the internet portals it is immediately available to the public. Citizens can now access the mandate of the government. Stakeholders are able to receive, share information and provide feedback (Joseph 2015:20). Furthermore, government stakeholders and citizens can freely access information and engage with the government because there are no restrictions to view the information (Jang et al 2014:576).

Poor mechanisms to manage complaints is a concern in government institutions. E-government enables the citizenry to understand the processes and procedures in government. The citizens are in a better position to use the information to question the government on policy issues and other public services (Ahn and Bretschneider 2011:422). Furthermore, citizens are able to express themselves freely without fear of being intimidated. Conflict which surfaces when communicating face-to-face is reduced (Armstrong 2011:14). Another challenge in government institutions is to trace the timeframes of when decisions were taken and actioned. However, the implementation of e-government has led to transparency and accountability in the decision-making process. The publication of financial information on e-government portals promotes transparency and accountability in the budget and financial processes. Furthermore, it provides the citizens the opportunity to scrutinise the information and question any decision or action taken (Armstrong 2011:15). Since citizens are granted access to the budget information approved by parliament, opinions and views are captured which results in access to a broad perspective of transparency and accountability of public funds and other resources (Ahn and Bretschneider 2011:422).





Naidoo (2012:64), on the other hand, insists that e-government encourages the lack of equality in accessing information. Citizens who are not able to illiterate are excluded from engaging with the government and their needs will not be considered. Moreover, citizens in remote areas with no access to the internet are excluded from receiving information and engaging with the government (Joseph 2015:25). Apart from the lack of equality, e-government also inhibits transparency and accountability in the public service which is realised when all the parties have full control to manage the information (Ahn and Bretschneider 2011:423). Since e-government is managed and maintained by the government, the information can be updated and deleted by the public officials. Public officials with hidden agendas can manipulate the information to present a positive image about the institution (Ball and Pflugrath 2012:10).

### **3.4.2. Social media**

Social media is a platform widely utilised to enhance communication and interaction between government and the public. Information sharing and collaboration are facilitated through social media (Lee and Kwak 2012:495). In addition various social media tools such as Facebook and blogging enables the government and public to create and share information and interactively collaborate with others. This enhances access to information (Bryer and Zavattaro 2011:326). Information is disseminated swiftly easily publishable which promotes transparency and strengthens the citizenry's goodwill towards government. Consequently, it implies access to government and connect in real time. For the government, a poll of public knowledge is attained on societal trends and ability to forecast extensively (Banday and Mattoo 2013:48).

Transparency and accountability is facilitated as feedback is realised through the exchange of information. The two-way information flow



encourages the government to share information which in turn enables the citizens to analyse and provide feedback thereon. Fairness, transparency and accountability is confirmed through feedback mechanisms because public officials are able to take responsibility for their actions (Ball and Pflugrath 2012:11).

Posting information on social media contributes towards recognising, detecting and fighting and curbing corruption in the public service. As information on corruption is widely publicised, a change of behaviour occurs when public officials are made aware of corrupt activities and actions taken against those involved in corrupt activities. Understanding the consequences of and engaging in illegal practices would result in public officials transform their behaviour (Graham and Avery 2013:4). Moreover, social media can highlight corruption on the public and political agenda. The social media influences the public's perceptions of what is right from wrong. Social media reaches a broader audience and can be utilised to challenge corruption. The publication of corruption statistics, anti-corruption strategies and access to dialogue on how to prevent corruption would create a perception of the negative effects of corruption. The supporters of the anti-corruption movement can be reached, which will result in more initiatives to curb corruption and educate the public on the effects of corruption (Cucciniello et al 2014:574). Consequently, political leaders and government authorities will be motivated to act and implement the suggestions on how to curb corruption (Evans and Campos 2013:180).

Hong and Nadler (2012:458) posit that social media limits participation because of security concerns to protect information shared by the citizens. This results in distrust, which will impact on building the relationship between the government and the stakeholders. Since the nature of web based technology is autonomous and open, information can be hacked. Consequently, the citizens lose confidence in the system and limit

interaction. Since the social media systems are of an open nature, it is difficult to hold government accountable. Furthermore, the public officials might not share sensitive information. Consequently, it will be difficult for the citizens to hold them accountable (Lee and Kwak 2012:499).

### **3.4.3. Government accounting**

Government accounting focuses on recording government financial activities which in turn reveals how the resources are utilised. The financial information is analysed, interpreted and discrepancies are assessed (Oulasvirta 2012:3). In the same vein government accounting is recording financial transactions in a public service and being able to communicate and disclose to the stakeholders how the resources were utilised (Upping and Olivier 2011:369).

Government accounting is a fundamental tool of transparency and accountability in the public service. Openness is achieved as information is recorded, shared and disclosed. Consequently, imbalances and discrepancies can be easily identified and corrected (Gomes and Sargiacomo 2013:440). Furthermore, government accounting entails the provision of information that is accurate and complete. Public officials are obliged to act honestly and take responsibility for the information they disclose. Moreover, the provision of accurate and complete information on all government transactions reflects accountability, stewardship and reinforces transparency (Bergmann 2012:16).

However, Saremi and Mohammadi (2015:190) disagree and claim that data in the government accounting system is recorded after the effect. Incorrect and false information might be recorded implying that there is no transparency in government financial reporting. Moreover, transparency cannot be enhanced through government accounting because it is deceptive

of the manner in which information is presented. However, public officials might conceal their errors or mistakes within the financial reports (Hodges 2012:30).

### **3.5. OBSTACLES TO GOOD GOVERNANCE**

The literature has revealed that lack of trust, lack of leadership, ineffective institutions and corruption are common obstacles to good governance.

Trust is a top down phenomenon fostered by the nature and the operations of the institutions and is considered the essentials of government. Without trust, effectiveness and efficiency is unachievable. For a government to succeed in implementing public policy, it requires public trust to achieve acceptance (Nunkoo, Ramkisson and Gursoy 2012:1540). In addition, trust is a vital aspect of democratic legitimacy. Thus public trust in government leads to a strong and robust democracy because the public is willing to support government initiatives. Moreover, trust will also compel the public to implement such government initiatives (Park and Blenkinsopp 2011:257). The lack of trust nurtures corruption and undermines good governance. Public officials cannot work towards a common value and collective behaviour when trust levels are low. Exercising effective leadership and control is unachievable which in turn creates room for corruption (Huhe 2014:583). When trust is low, the public becomes angry and disengages itself from the government. Moreover, they influence others to be disobedient and disregard rules and regulations which result in probable national protests and violence that can have a negative impact on good governance (Boateng 2012:130).

Leadership is to influence others to achieve organisational goals in an effective and efficient manner. It calls for one to be able to carry and articulate the vision as well as inspire and motivate the people to follow the



vision (Al-Sharafi and Rajiani 2013:48). Good governance is about directing resources and stakeholder participation in an open, equitable, accountable and responsive manner. Consequently, good leadership requires one to possess the ability to direct, control, manage others, make sound decisions and set and achieve the objectives (Demiroz and Kapucu 2012:97). Furthermore, to avert corrupt activities in the public service, an effective leader should influence positive action through vision and encourage the pursuance of procedures and rules. Also the leader should take a principled firm stand against corruption. Without accountable and purpose driven leaders, good governance can lack credibility and become ineffective (Vaccaro, Jansen, Van Den Bosh and Volberda 2012:31).

Institutions encompass rules, processes, and government organs to ensure that the citizens have equal rights and work together effectively. The institutions take the form of legal frameworks, public management processes, norms and values which influences behaviour (Acemoglu and Robinson 2012:182). Appropriate institutional frameworks have to be implemented to shape the behaviour of the public officials and leaders and ensure that they act in a manner that meets the government and public's expectations (Taboli, Samieé Darooneh and Ehsani 2013:2569). Strong institutions are able to control abuse of power and corruption. Corruption can be prevented by implementing measures that makes it impossible to engage in corrupt activities. Measures such as monitoring and evaluation can control corruption in institutions (Acemoglu 2012:184).

### **3.5.1. Corruption**

Corruption will be discussed in-depth as the study is premised on evaluating the impact of bureaucratic corruption on the practices of good governance in Botswana public service. Different types of corruption were discussed to provide a clear understanding of what bureaucratic corruption entails.



Corruption is a diversity of unethical and irregular activities in an institution. It takes place when the intention is to advance one's personal life. Consequently, the institution's resources and power are exploited to satisfy this desire. Public officials utilise their position to divert allocated resources, which affects the implementation and enhancement of good governance in the public service (Abu-Shanab, Harb and Al-Zoubi 2013:235). Furthermore, corruption is acting dishonestly to derive a benefit from the government. It implies deviation from what is correct and embrace illegal practices such as disregard the rules and procedures (Imhonopi and Ugochukwu 2013:79).

Moreover, corruption is induced to act in a particular manner with or without being aware of the consequences of such action. Public officials are bribed by the public or even a fellow public official to solicit favours in the form of illegal public services. Also friendships, family and affiliation influence officials to deviate from following administrative procedures. Consequently, rent seeking, patronage and nepotism takes precedence and good governance and administrative practice is impeded ensuing in maladministration (Berkorich 2016:567). Corruption can be reduced if transparency and accountability mechanisms are adhered to reinforce a culture that advocates strong ethical behaviour and hold those who violate the rules and procedures to account. Transparent mechanisms minimise the opportunity for illegal activities in government institutions which in turn minimalises red tape and focuses more on the utilisation of technology (Ariely and Uslaner 2016:5).

Political corruption transpires at the higher levels of the political system when politicians abuse the authority and power vested in them to acquire resources for personal benefit. Political corruption also takes place when rules and laws are broken and ignored by politicians for personal interest (Agobodohu and Churchill 2014:97). Idoko, Emmanuel and Stephen (2015:67) also defines political corruption as the abuse of power by an



elected political office to advance personal interests and asserts that political corruption takes different forms namely: bribes, graft, embezzlement, blackmail, preferential treatment, distortion of policies and interference with the central functions of the state. Political corruption as revealed by the literature differs from bureaucratic corruption as is executed by politicians. Bureaucratic and political corruption takes similar forms and both break rules and laws. Moreover, the magnitude of political and bureaucratic corruption differs. According to Nwankwo, Ananti, Ojukwu and Madubueze (2015:690), political corruption is considered as grand corruption, which implies the abuse of high level power for personal gain, which has a severe impact on society, nations and individuals.

Electoral corruption is giving power to unqualified persons, which takes place when the election processes are meddled with to ensure that a certain party or politician wins (Idoko, et al 2015:67). Furthermore, electoral corruption is considered fraudulent if electoral officers whose loyalties lie with those in power are appointed to manipulate the results. Moreover, electoral corruption is intimidation of members of the public during elections to discourage them from voting for the party of their choice (Bariledum 2013:43). The definition of electoral corruption reflects that it takes place during elections and is committed by an individual. This is in contrast to bureaucratic corruption which is specifically committed by the public officials and takes place almost daily.

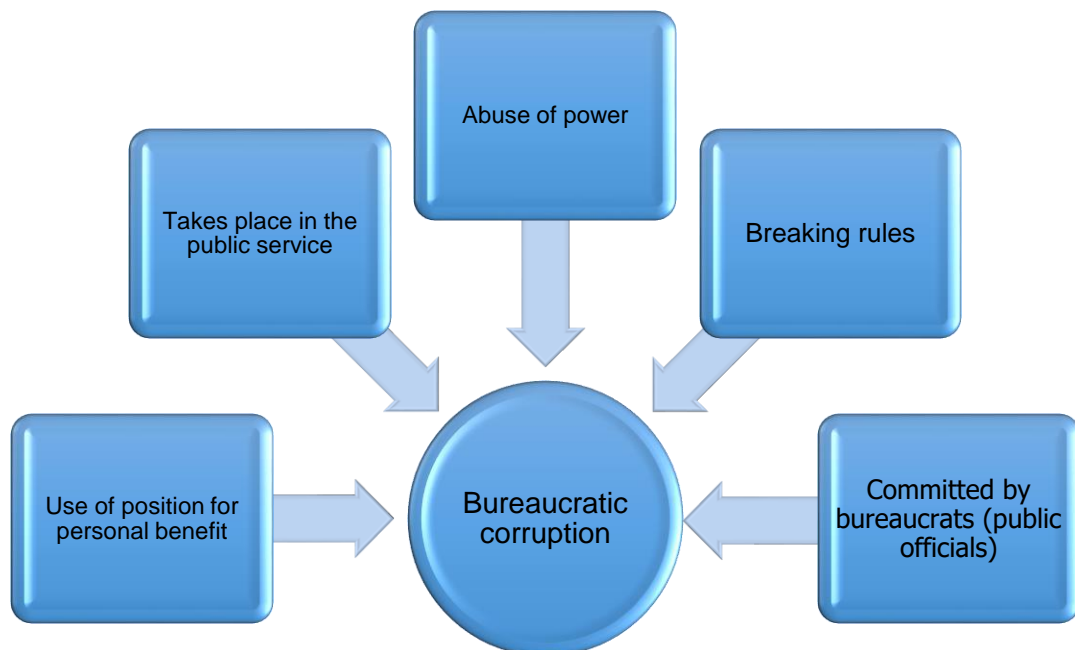
Systemic corruption ensues when corruption is accepted and integrated as a significant aspect of the economy and society. For systemic corruption to take place, a system should encourage and facilitate it (Bariledum 2013:43). Furthermore, systemic corruption takes place when the organisational system and the processes are weak. The systemic corruption threatens the mechanism of control because it has become a norm or practice which no one has the ability to control (Idoko et al 2015:67). In comparison to

bureaucratic corruption, systemic corruption is accepted and forms part of the practices in an organisation while bureaucratic corruption is not integrated and accepted in an organisation. Figure 3.1 illustrates the aspects of bureaucratic corruption.

### 3.5.2. Bureaucratic corruption

This section provides an overview of bureaucratic corruption and its impact on good governance in relation to the key principles thereof such as participation, transparency, rule of law, accountability and responsiveness.

**Figure 3.1: Bureaucratic corruption**



**Source: Author's own illustration**

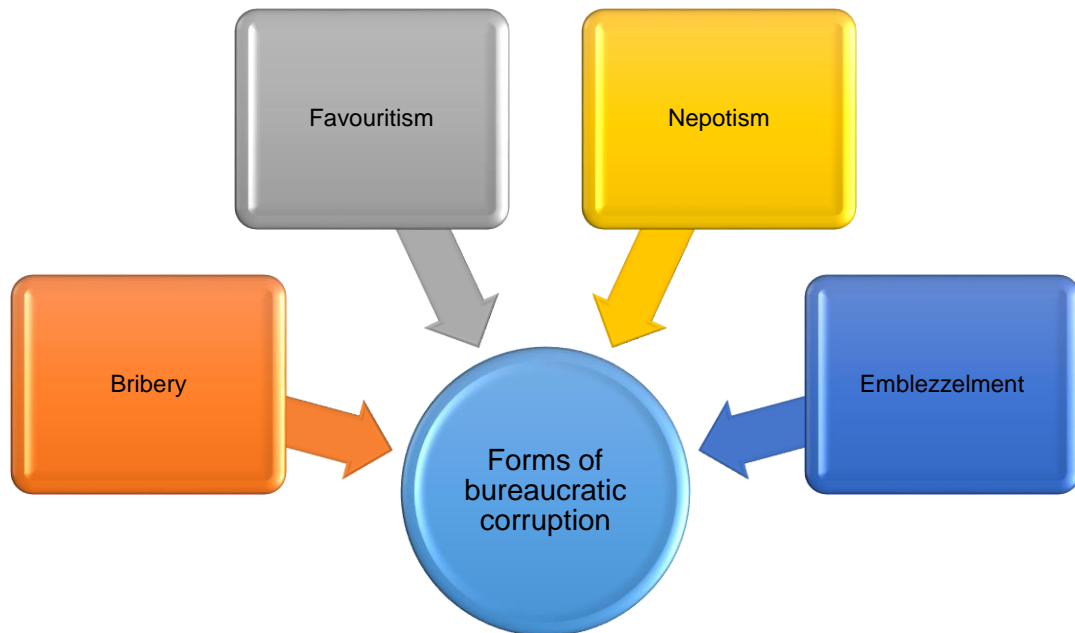


Bureaucratic corruption transpires in the public service when the bureaucrats break the rules and power delegated to them by the government for the advancement of their own interests. The abuse of power and disregard for the rules might take on diverse forms such as accepting a bribe, embezzlement and fraud (Loftis 2015:736). This kind of corruption is linked with the activities of the bureaucrats and transpires when public officials abuse their positions for personal benefit. Furthermore, bureaucratic corruption is an extension of widespread political corruption in the public service. Thus politicians utilise the public service platform to indirectly and consistently loot the state (Ariely and Uslaner 2016:3).

The literature revealed that bureaucratic corruption takes diverse forms, *inter alia*: bribery, favouritism, nepotism and embezzlement which is discussed in this section. Figure 3.2 illustrates the forms of bureaucratic corruption.



**Figure 3.2: Forms of bureaucratic corruption**



**Source: Author's own illustration**

Bribery is when an individual seeking a benefit pays the public officials to acquire government favours and resources allocated to them (Sathappan, Omar, Arif and Sathappan 2016:3). Bureaucratic corruption takes place when an incentive is presented to the public officials to execute official work illegally. The public official is bribed and offered favours to attain a particular service. In this instance, the public official is paid to provide services illegally (Nyukorong 2014:49).

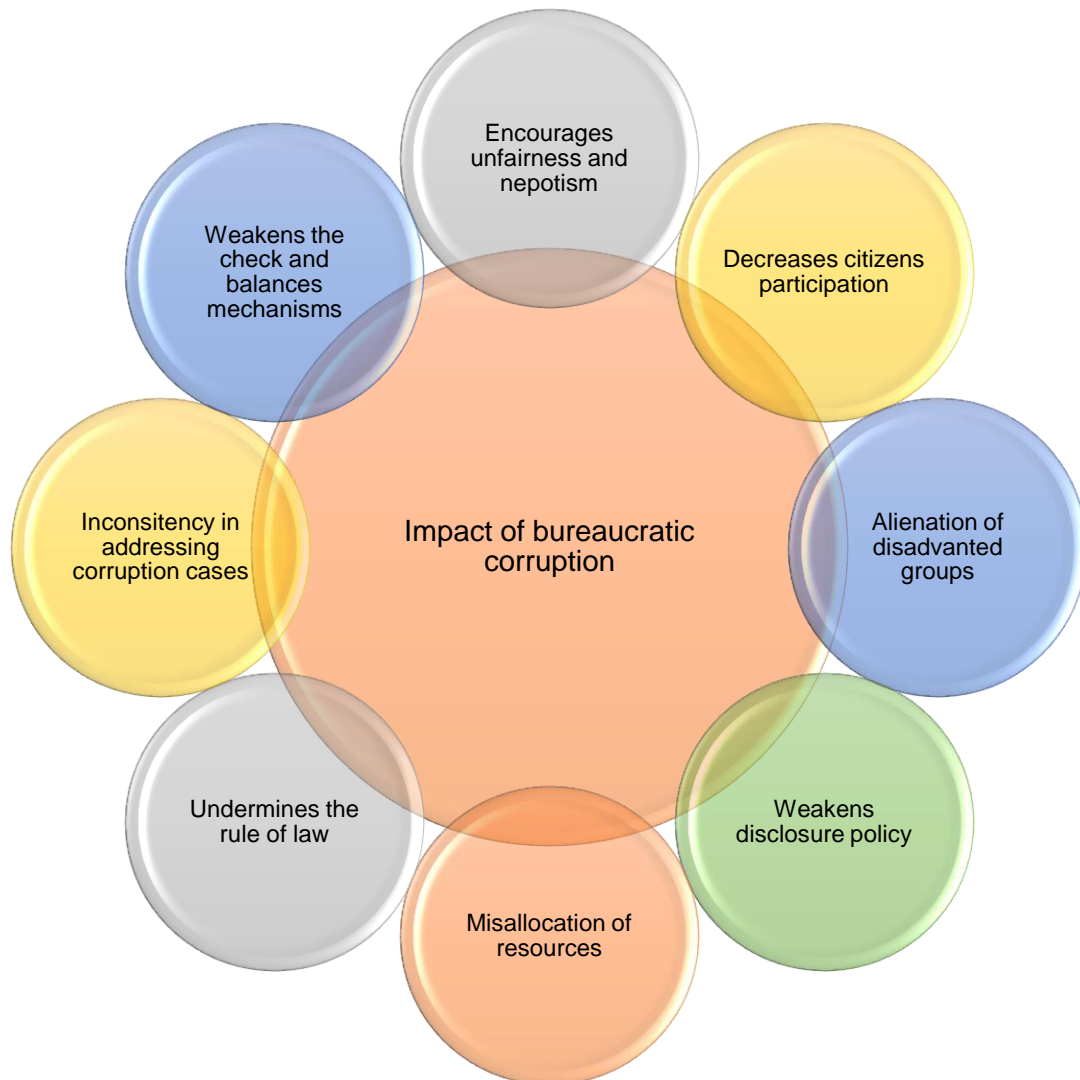
Favouritism is the allocation of government resources in a bias manner which implies selecting family relations or friends over other people when offering positions of authority or any public service. It is thus a way of abusing ones power when allocating government resources and looking for

those one could benefit from to furnish certain privileges (Idoko, Emmanuel and Stephen (2015:67). Furthermore, favouritism is the provision of government resources and services through personal affiliation which can be either political or religious. This has a strong influence on how the person allocates resources because generally, people feel obliged to honour their associations (Mapuva 2014:166).

Nepotism is giving preference to family members to hold influential positions in the public service which takes place when a public official favours relatives over other people and provides government services illegally (Mapuva 2014:167). The productivity and efficiency of the institution is diminished because unqualified persons are employed. Nepotism also affects the ethical standards in the institution. Once the ethical standards are lowered, an opportunity for other forms of corruption is created (Nwankwo et al 2015:692). Furthermore, public officials can become demoralised by nepotism, lose confidence in the institution including the processes and procedures because qualified officials are denied promotion while family members are promoted (Bagashka 2014:169).

Embezzlement is acting deceitfully and dishonestly to acquire and utilise government resources illegally for personal gain. Embezzlement takes place when the public officials charged with responsibility over government resources, intentionally pilfer these for private gain (Bamidele and Academy 2013:45). Public officials manipulate accounting records to conceal evidence of appropriated funds. Furthermore, instead of managing and controlling the public resources accordingly, assets are misappropriated for the official's personal gain and utilisation (Amadi and Ekekwe 2014:167). Figure 3.3 illustrates the impact of bureaucratic corruption on good governance.

**Figure 3.3: Impact of bureaucratic corruption on good governance**



**Source: Author's own illustration**

Bureaucratic corruption has a negative impact on participation in the public service. Citizen's commitment to engage in government activities declines as they perceive and learn of public official's participation in corrupt activities (Brandt and Svendsen 2013:589). Thus corruption in government institutions diminishes the public's desire to be associated with those institutions. Corruption is perceived as shameful in most societies and the people do not want to be labelled exiles. The citizens would rather be in

partnership with institutions which uphold integrity and disassociate with those who are corrupt (Ariely and Uslaner 2016:3).

The cost of bureaucratic corruption in the public service is immense and encompasses alienation of disadvantaged groups such as women and the disabled from participating in government projects. Attention is given to those the public officials can derive a benefit from and ignore the disadvantaged groups. Moreover, public officials ignore the stakeholder's contributions if they perceive it would threaten their corrupt behaviour and thereby contribute towards the government institution becoming ineffective and inefficient (Bagashka 2014:168). Bureaucratic corruption results in public officials being responsive to the people from whom they can benefit at the expense of the others, resulting in inequality. Inequality and discrimination are perpetuated in government institutions. Bribes must be paid for a service, and it becomes difficult for those who are unable to pay to access the service. Consequently, the poor become marginalised when corruption is prevalent in, for example, the judiciary. The judge's request bribes to hear and pass the verdicts (Hong and Nadler 2012:459).

With this kind of illegal practices or norms in the public service, the disclosure policy is weakened. The financial and accounting records are manipulated to conceal the illegal activities. Financial reporting will be based on inaccurate records which result in the disclosure of actual and accurate financial reports being undermined (Rafi, Lodi and Hasan 2012:374). Furthermore, bureaucratic corruption encourages unfairness and nepotism. Consequently, officials are employed and promoted based on family ties and friendships. Moreover, bureaucratic corruption causes inconsistency in addressing cases of corruption in the public service. Relationships are used to establish whether the offence warrants attention. The unfortunate consequence is that those who had committed minor offences are dismissed while the serious offenders are retained in office (Berkorich 2016:563).



The rule of law which is intended to punish wrongdoers and encourage a thriving nation is undermined in bureaucratic corruption. The dispute resolution mechanisms are undermined and consistently broken by corrupt officials (Mashali 2012:776). As corruption becomes a norm in the institution, it is difficult to influence others to act with integrity. Rules and standards are modified to accommodate the interests of the corrupters and overlook the purpose and objectives of the institution (Agbodohu and Churchill 2014:95).

Accountability in the public service requires that the behaviour and actions of the public officials be scrutinised through checks and balances mechanisms. When public officials are not monitored or their behaviour monitored, resources are misappropriated and the citizens do not receive the public goods and services (Bryer and Zavattaro 2011:335). Furthermore, because of bureaucratic corruption, public official behaviour disregards the accountability process and procedures to prevent their illegal activities from being exposed and questioned. The reporting lines are distorted to manage those who are in collusion to account to them (Johnston 2012:334).

### **3.6 SUMMARY AND CONCLUSION**

The chapter focused on transparency and accountability as key principles to achieve good governance. The literature revealed that transparency and accountability plays a fundamental role in enhancing good governance in the public service. The lack of transparency and accountability in rules, laws and processes creates a fertile ground for corruption. Nevertheless transparency and accountability have been argued to have a negative impact on good governance. Certain authors hold that transparency and accountability can cause corruption and abuse. The authors argue that merely availing information does not imply transparency but rather the



acceptance and approval of the information by the citizens translates to transparency and corruption which can only be curbed if this condition is fulfilled. Accountability results in corruption through collusion which is caused by the use of checks and balances. Checks and balances become a treacherous tool in the hands of the public officials with hidden agendas.

E-government, social media and government accounting as mechanisms of transparency and accountability were discussed. The discussion revealed that these mechanisms are without limitations. Furthermore, obstacles to good governance were outlined and attention was given to bureaucratic corruption, because the study is premised on evaluating the practices of good governance in relation to bureaucratic corruption. The literature revealed that bureaucratic corruption has a huge adverse effect on democratic processes and hinders good governance.

In the following chapter, an international and African perspective of the practices of good governance in the public service is discussed.



## **CHAPTER FOUR**

### **INTERNATIONAL AND AFRICAN PERSPECTIVES OF GOOD GOVERNANCE PRACTICES IN THE PUBLIC SERVICE**

#### **4.1. INTRODUCTION**

Good governance has become appealing to the world at large and there is an expectation that all countries must adhere to it. The concept good governance has provided a platform on which countries are evaluated. Implementing good governance principles in the public service has become a priority and a cross-cutting task. The literature has revealed that implementing good governance principles encourages and ensures that the public service acts in the interest of the public at all times. Transparency and accountability are key principles considered to be the backbone of good governance. These two key principles have become universal features of public policy and programmes internationally and in Africa. Even though transparency and accountability are universal concepts, the implementation contrasts from country to country. There are various transparency and accountability mechanisms that can be implemented in the public service, namely: financial reporting strategies; performance management strategies; e-government strategies; public access to information and procurement regulation. The mechanisms depend on the policy agenda of each country.

The chapter assesses how diverse countries adopted the principles and mechanisms of transparency and accountability in the public service. Scandinavian countries such as Denmark, Finland, Sweden and New Zealand have always been among the top five least corrupt countries according to Transparency International's Corruption and Perceptions Index (TICPI) since 2006 to date in terms of good governance practices. These will be discussed as benchmarks for good governance practices. The Mo Ibrahim Index of African Governance 2016 ranked Mauritius the best

country in governance issues. The chapter will also provide an overview of transparency and accountability practices in the Mauritian public service.

## 4.2. INTERNATIONAL PERSPECTIVES

This section focused on good governance practices adopted in the New Zealand, Sweden, Finland and Denmark public services. A brief background of the structure of each country's public service is followed by a discussion of the transparency and accountability mechanisms utilised by each country. The tables below provide the good governance rankings by TICPI 2016 and Legatum Index Best Government 2016 for New Zealand, Sweden, Finland and Denmark.

**Table 4.1: Corruption Perception Index 2016**

2016 Ranking	Country	2012	2013	2014	2015	2016
1	Denmark	90	91	92	91	90
1	New Zealand	90	91	91	88	90
3	Finland	89	89	89	90	89
4	Sweden	88	89	87	89	88
5	Switzerland	86	85	86	86	86
6	Norway	85	86	86	87	85
7	Singapore	87	86	84	85	84
8	Netherlands	84	83	83	87	83
9	Canada	84	81	81	83	82
10	Germany	79	78	79	81	81

**Source: TICPI 2016**





Table 4.1 reveals the top ten countries in the world which are considered untainted in terms of corruption in the public service according to TICPI 2016. The ratings are conducted based on the scale of 0 (highly corrupt) to 100 (very clean). Countries are assessed on their capability to manage and control corruption. The table reflects that Denmark ranks first in the world in terms of having low corruption, followed by Finland, Sweden and New Zealand (TICPI 2015).

**Table 4.2: Top ten best governments 2016**

Country	Rankings
Switzerland	1
New Zealand	2
Denmark	3
Sweden	4
Finland	5
Luxemburg	6
Canada	7
Norway	8
United Kingdom	9
Australia	10

**Source: Legatum Index Best Government 2016**

Table 4.2 reveals the top ten countries considered to be the best in government according to Legatum Index Best Government. Legatum Index Best Government focuses on rating countries on effective governance; democracy, political and participation and the rule of law. The survey reveals Switzerland as the top government in the world.

The chapter will provide an overview of the transparency and accountability mechanisms each country has considered to be performing well. Denmark,



New Zealand, Finland and Sweden have been rated-well by the United Nations on e-government strategies to enhance good governance practices as illustrated in table 4.3.

**Table 4.3: E-government world rankings**

<i>Country</i>	<i>Ranking</i>
United Kingdom	1
Australia	2
Republic of Korea	3
Singapore	4
Finland	5
Sweden	6
Netherlands	7
New Zealand	8
Denmark	9
France	10

**Source: UN e-government survey 2016**

Denmark, New Zealand, Finland and Sweden are commended for having developed effective e-government strategies. Finland as illustrated in table 4.3 is top compared to Denmark, Sweden and New Zealand. An overview of e-government strategies in terms of transparency and accountability mechanisms in Denmark, New Zealand, Finland and Sweden will be provided.



#### 4.2.1. Denmark

Denmark is located on the Jutland and Peninsula north of Germany. It is a constitutional monarchy which has adopted the European style of parliamentary democracy. The Danish public service comprises of fifteen ministries as illustrated in Figure 4.4. Furthermore, Denmark adopted a decentralised unitary state which accentuates credibility and transparency which has led to a high quality and transparent public service (Schwab 2012:383). Denmark has effective legislation, law enforcement and judicial authorities to challenge corruption. Denmark's corruption legislation covers all forms of corruption offences contained in the Council of Europe Criminal Law Convention on Corruption. The Public Prosecutor for Serious Economic and International Crime is the main institution tasked with investigating corruption. Other watchdog institutions and legislation in Denmark are the Ombudsman, the Auditor General, Public Code of Conduct 2007 and Administration of Public Accounts Law 1841 (EU Anti-Corruption Report 2014:2).

Denmark's Ombudsman has been established since 1955 and investigates complaints against public authorities. The statutory and functional powers of the institution are extensive. The Ombudsman is a safeguard of law for citizenry and also a defender for citizenry who faces conflict with the public institutions (Gotze 2010:33). Auditor General audits government institutions to prevent errors and ensure compliance and proper management of public funds. The strategic goals for the Denmark Auditor General is "economic management, efficiency and to be a knowledge partner in developing public administration and auditing". The Denmark Auditor General reports to a Public Accounts Committee appointed by the Denmark Parliament and it is this committee that can issue assessment of ministers or public service founded on the reports. The Denmark Auditor General conducts several different types of investigations: financial auditing (book keeping), and



performance audits focuses on effectiveness and productivity (EU Anti-Corruption Report 2014:3).

Denmark has a Code of Conduct for public officials since 2007 that deals with situations that may arise in public administration: fundamental values and principles, freedom of expression, duty of confidentiality, impartiality and the acceptance of gifts. The Administration of Public Accounts Law passed in 1841, entails a comprehensive keeping of accounts and a extensive increase and enactment of audits. The Administration of Public Accounts Law 1841, also ended public official previous right to borrow the public funds they were appointed to manage (Mungiu-Pippidi 2011:66).

**Figure 4.4: Government Ministries in Denmark**



**Source: [denmark.dk/en/society/government-and-politics](http://denmark.dk/en/society/government-and-politics)**

Public institutions in Denmark allow its citizenry easy access to government information and access to government websites which provides detailed information of the institution (OECD 2016:2). Furthermore, the long standing history of consulting and including key stakeholders in the decision-making process through processes such as labour collective bargaining and public consultation enhances the quality of Danish public service (European Commission 2014:2). Moreover, the public service has been sustained by sound corruption controls adopted since the 19<sup>th</sup> century

to manage public service corruption scandals perpetuated by the Napoleonic war (Schwab 2012:384).

As a result hereof, Denmark has received accolades in matters related to governance such as accountability, transparency and ability to curb corruption in the public service. The nation has become the first least corrupt country in the world according to the assessment conducted by the World Bank and International Corruption Perception Index (OECD 2016:4). In the World Bank's Government Effectiveness Index, Denmark is scored 2.17 as the highest and 1.93 on Regulatory Quality. Also the World Bank Indicator on corruption control ranks Denmark as the least corrupt in the world since 2007 and has never ranked the country lower than second (European Commission 2014:21). On the Transparency International Corruption Perception Index, 2016 Denmark has a top score of 90% on the management and control of corruption in the public service (TICPI 2016).

#### **4.2.1.1. Transparency and accountability mechanisms: Danish public service**

This next section provides a brief overview of transparency and accountability mechanisms in the Danish public service.

#### **Financial Management**

Denmark adopted a financial management system which grants the public service the flexibility to formulate decisions on budgets and allocate resources. This enables the institutions to prioritise and establish financial management measures according to their needs (Bellanca and Vandernoot 2014:260). Furthermore, according to Andrews (2014:10), a negotiation system was established between the central and local government to enhance accountability. Both parties engage in close consultation on

financial budgets and measures and concur on a financial framework which would be used to hold them accountable.

Denmark also implemented an e-procurement system as a tool to improve financial transparency and accountability. The system has been reported as the best procurement system in the world (Hensen and Mailand 2013:379). The introduction of electronic tendering dates back to the late 1990s and the implementation of an electronic dynamic purchasing system has resulted in other countries to adopt the Danish e-procurement strategy as a benchmark (Andrews 2014:11). Moreover, features as e-notification; e-submission and e-invoicing which has made the Danish e-procurement system attractive. E-invoicing has become the most celebrated feature since its introduction in 2005 and has led to efficiency and reduction of corruption in the public service invoice handling (Bellanca and Vandernoot 2014:262).

## **Performance Management**

Performance management was adopted in the Danish public service to enhance transparency and hold public officials accountable. It dates back to 1992 when it was first adopted to replace input-oriented budgetary system (Bonesronning 2013:311). To attain this goal, Denmark selected performance instruments which promote coherence and efficiency when implementing the performance management system (Hensen and Mailand 2013:379). Furthermore, the performance instruments are such that they can be evaluated and revised consistently to enable the institution to assess any acts of corruption (Andrews 2014:5). Performance instruments such as performance contracts; chief executive contracts; annual reports; control units in departments; Danish quality board and performance-related pay systems are adopted in the public service (Bonesronning 2013:312).

The primary tool is the performance contract introduced in 1992 and which comprises of setting goals in a negotiable and transparent manner between the heads and subordinates. The formulation of written agreements between departments and subordinates in close consultation is underscored (Andrews 2014:6). Furthermore, the performance contract does not only capture the internal processes but includes external processes such as the quality of services provided and the efficiency of the institution. This is achieved through clear communication of the quality of the public service standards to the public (Bonesronning 2013:312). Hensen and Mailand (2013:382) assert that the public service quality service standards are publicised so that the public has grounds to hold the officials accountable.

## **E-government**

The implementation of e-government in Denmark in 2005 was to improve digital service including efficiency and collaboration with the citizens. It was the OECD Peer Review Report of October 2005, which heightened the aspiration to improve the e-government strategy in Danish public service. The report highlighted the need for Denmark to focus on citizen perspectives; clarify the relationship between authorities responsible for e-government and develop better measurement of the effects of e-government (OECD 2016:6). Consequently, Denmark adopted e-government strategies such as embarking on a large scale communication campaign to raise public awareness thereon. Furthermore, the citizens and business were granted the right to communicate with the public institutions electronically (European Commission 2014:23). Other e-government strategies included the adoption of a resolution by the Danish government in 2006 which required it to ensure that the public service's utilisation of IT and software is based on open standards (Andrews 2014:7). The e-government portal, *borger.dk* was established and used as a single internet entry point for all Danish public officials including an employment portal,



*workindenmark.dk* was developed by the Ministry of Employment for jobseekers (OECD 2016:6).

Since the adoption of these strategies, Denmark became the leader in e-government as first reported in 2007 by the Networked Readiness Index of Global Information Technology (OECD 2016:17). It was also noted by Bonesronning (2013:320) that the traditional way of corresponding and utilisation of paper was replaced by digital correspondence since 2011. Moreover, Hensen and Mailand (2013:384) report that nearly 87% of the citizens interact and transact self-services with the government online. In 2016, Denmark was reported to have corresponded digitally with the public by distributing approximately 77% of its correspondence through e-portal (Sustainable Governance Indicator 2016:6).

#### **4.2.2. New Zealand**

New Zealand is an island country in the Pacific Ocean with a population of 4.5 million. The New Zealand public service comprises of eighteen ministries (Figure 4.4) and is based on the Westminster system, which accentuates centralisation with limited state authority, institutional restraint and is based on merit and not partisanship. As a consequence, public officials are expected to act with integrity and take responsibility for their actions (Gregory 2013:16). Tenbenschel, Mays and Cumming (2011:240) posit that New Zealand's public service is staffed independently of the country's ministers and is based on merit. This has created a platform for the public service to act impartially and uphold high standards of public service governance. The quest to uphold higher standards in the public service is reflected in governance ratings by the Worldwide Governance Indicators (WGI) and TICPI. New Zealand has consistently scored between 9.0 and 9.5 out of 10 in the TICPI ratings since 2010, while WGI has from 2006 to 2016 been ranking the country in the 90<sup>th</sup> percentile in governance issues.



New Zealand has a comprehensive legal framework to combat corruption and enforces stringent consequences for corrupt practices: New Zealand Constitution Act, 1986, Public Service Code of Conduct, 2007, Ombudsman Act, 1962 and Auditor General (Gregory 2013:3). The Constitution Act, 1986 is the official declaration of how the New Zealand political system works. It describes the roles of: the Head of State (the Governor-General representing the Queen), the Legislature (Parliament), the Executive (Cabinet) and the Judiciary (judges and courts). Parliament is the only institution that make laws. The Executive is the part of government that does the actual governing and is comprised of Ministers of the Crown and public service Ministries and departments. The Judiciary is the arbitrator and determines the roles and responsibilities, should any dissimilarity arise. It holds the balance between the power of the state and the rights of citizenry. The judges, who are the members of the Judiciary, have the power to stop the government from taking any action that is against the laws (New Zealand Constitutional Advisory Panel Report 2012:7).

In New Zealand, public service values are set out in the New Zealand Public Service Code of Conduct, 2007. The Code encompasses three principles: public officials should fulfil their lawful obligations to government with professionalism and integrity; perform their official duties honestly, faithfully and efficiently, respecting the rights of the public and their colleagues; and not bring their employer into disrepute through private activities (Quah 2013: 110). The New Zealand Ombudsman was established in 1962 under the Parliamentary Commissioner Ombudsman Act 1962. The main role of the Ombudsman in New Zealand is to investigate complaints against government agencies. In 1983 the responsibilities were drawn-out to contain investigation of agencies that fail to provide information requested in accordance with the Official Information Act, 1982. The Ombudsman also has duty to defend whistleblowers and investigate the administration of prisons and other places of detention (New Zealand Country Report 2015:40). Auditor General in New Zealand, promotes



financial integrity in the public service through auditing. The Public Audit Act, 2001, sets-out the mandate and responsibilities of the Auditor General. To ensure accountability and transparency, the Auditor general carries out performance audits, inquiries and provides reporting and advice to the Parliament (Tremblay and Karbassi 2011:16).

Public institutions in New Zealand that combat corruption are: the New Zealand Police and the Serious Fraud Office (SFO). New Zealand Police is the institution with main responsibility of investigating fraud and corruption. Within the police, the Financial Intelligence Unit assists with the detection and investigation of serious financial corruption. The SFO is responsible for the investigation and prosecution of multifaceted corrupt activities. Priority is given to cases of multi-victim fraud; corruption by those in positions of trust, and cases that could significantly damage New Zealand's reputation of good governance (Macaulay and Gregory 2015:49).

**Figure 4.5: Government Ministries in New Zealand**



**Source:** <http://www.govt.nz/organisations>

#### **4.2.2.1. Transparency and accountability mechanisms: New Zealand public service**

A brief overview of transparency and accountability mechanisms in the New Zealand public service is provided in this section.



## **Financial reporting**

Transparency and accountability in public service of New Zealand is advanced through the Fiscal Responsibility Act, 1994 (Act 17 of 1994). The public service is required to publicise fiscal objectives; report any progress on financial management; provide fiscal and economic updates and fiscal report strategy and avail the budget policy statement to the public before the presentation of the budget (Section 10, 27 of the Fiscal Responsibility Act, 1994 [Act 17 of 1994]). New Zealand is reported to be the world leader in public financial management practices. The success is as a result of adopting the principles of openness and fairness in the implementation of financial and accounting practices (Laswad and Redmayne 2015:177). The high standard of financial reporting in the New Zealand public service dates back to the 1990s when the focus was on setting neutral sector standards, which entails developing a single conceptual framework for all accounting entities (Corderly and Simpkins 2016:2011). The neutral sector standards approach had to be coupled with the accrual based approach in 2002 to enhance transparency and accountability. The accrual based approach underscored the implementation of the budget on a full accrual basis on outputs and financial statements (Colquhoun 2013:483).

## **Performance reporting**

The performance reporting strategy in the New Zealand public service has been acclaimed as remarkable because it accentuates clarity and specification in what the institution wants to achieve and the service it is accountable to provide (Macaulay and Gregory 2015:51). Colquhoun (2013:486) acknowledges that clarity and specification is achieved through the adoption of performance agreements which details the duties; key performance areas derived from the organisation's strategy including output and methods to achieve the set goals. Performance reporting in the New



Zealand public service is achieved through various well established avenues such as the Minister of Finance accounting to parliament and the departmental heads of the accounting unit to the minister (Tenbensen et al 2011:241).

## **E-government**

E-government was introduced in New Zealand in 2002 to enhance transparency and accountability by granting the citizens access to government services and enable the citizens to interact with the public service at a convenient time and place (New Zealand Country Report 2015:9). Moreover, the e-government portal consents citizens to find the government agency which manages concerns and encourages government agencies to improve their performance through using information technology in a collaborative manner (Gregory 2013:30).

The process and procedures to implement effective e-government plans in the New Zealand public service is set out in the Digital Strategy 2.0, which outlines diverse e-government strategies, namely: portal news feeds, public sector intranet and a shared workspace (New Zealand Country Report 2015:9). The portal news feed focuses on collecting government information from all its agencies and avails online news to the public and the public service (Colquhoun 2013:485). The public service intranet is accessible for public officials across New Zealand government departments for general information and the work conducted by other departments (Macaulay and Gregory 2015:50). In the same vein, Tenbensen et al (2011:244) explains that the New Zealand public sector intranet is for the government departments to share information which is inaccessible to other government sources. Gregory (2013:34) also posits that the public sector intranet in New Zealand serves to encourage disclosure of the work

conducted by departments and promote transparency and networking between government departments.

### **4.2.3. Finland**

Finland is situated in the far north of Europe and covers an area of 338,145km with a population of 5.5 million. It is a unitary, welfare state which is rated as the world's least corrupt country and has adopted a decentralised governance model which has empowered the local government to become independent. The Finnish public service comprises of eleven ministries depicted in Figure 4.5. The Finish public service accentuates excellence in the provision of services to the public; integration of working and family life and transparency in its operations (Repucci 2014:206). Honesty and openness is attributed to Finnish public service and this is confirmed by the TICPI 2016, which has ranked Finland as number three in the world. Furthermore, the World Press Freedom Index has ranked Finland number three with an assessment of 8.5 out of 10.

In Finland good governance matters are regulated by the Administrative Procedure Act, 2004. Administrative Procedure Act, 2004 brings together administrative principles, good administration, including public services in one law and the State Civil Servants Act (1994) enriches these principles. State Civil Servants Act, 1994 promote good behaviour in public institutions, to ensure good relations between citizenry and public service to avert maladministration in administrative practices. The Act, emphasis equality and fairness, impartiality and protection of reasonable expectations as based on the legal system (Anttiroiko 2014:17).

In Finland, public officials are subject to criminal law under the Penal Code, 1889. The following wrongdoings are highlighted in the Penal Code, 1889: acceptance of a bribe, breach and negligent breach of official secrecy, abuse



of public office and aggravated abuse of public office, and violation of official duty and negligent violation of official duty (Penal Code 1889). Ombudsman in Finland is tasked with providing legal control against corruption to ensure integrity in the public service. The general purpose the Ombudsman is to safeguard the rights of citizenry by investigating performance of the public service and officials on the basis of the complaints raised by the citizenry. The Ombudsman’s duty is to ensure that public institutions and officials observe the law, constitutional and human rights, and that public officials fulfil their duties accordingly (Quah 2013:9).

**Figure 4.6: Government Ministries in Finland**



**Source:** <http://www.valtioneuvosto.fi/en/frontpage>





#### **4.2.3.1. Transparency and accountability mechanisms: Finnish public service**

This section provides a brief overview of transparency and accountability mechanisms in Finnish public service.

##### **Performance management**

According to Pollit and Bouckaert (2011:20), the Finnish public service performance is monitored through the utilisation of results management practices. Public officials ensure that the process, activities and services are aligned with the agreed results, targets and objectives. Rafter (2015:31) states that the balanced scorecard system (the criteria for which senior managers determine in collaboration with the junior staff) is one of the instrument of results management practices adopted in Finland to evaluate public official performance. Repucci (2014:209) asserts that the Finnish performance management system allows the institutions to decide on their management method because of the broad approach it has adopted in evaluating and reporting performance. Consequently, various evaluation and reporting strategies such as balanced scorecard and EFQM (European Foundation for Quality Management) excellence models are utilised. Furthermore, the Finnish performance management model is also an agreement based steering mode.

Performance targets, objectives and contracts are established through negotiation and agreement process between the government and agencies to enhance transparency (Rafter 2015:32). Pollit and Bouckaert (2011:22) highlight that performance management agreements are determined by the government and its institutions, which are translated into agreed upon and realistic individual objectives and goals and utilised as a basis to hold public officials accountable.

## **Public access to information**

Public access as discussed in the Constitution Act, 1999 (Act 731 of 1999) is not restricted in the Finnish public service. The Constitution Act, 1999 (Act 731 of 1999) grants the citizens the right to government documents and records. The right to access information implies sharing and receiving information and other communications without inhibition (Section 12 of Finland Constitution Act, 1999 [Act 731 of 1999]). Section 9 of the Openness of Government Activities Act, 1999 ([Act 621 of 1999]) stipulates that the public have free access to government information and are neither compelled to provide reasons for requesting information pertaining to the government nor have the right to lodge a complaint if denied access to information by public officials.

## **Public consultation**

The Openness of Government Activities Act, 1999 (Act 621 of 1999) encourages the Finnish public service to consult the public in the decision-making process. Decisions on public policy issues and other public related matters are negotiated processes rather than a political party imposing rules. Thus the public service engages with the citizens to gather ideas on how best a certain policy can be formulated and implemented before it is passed by parliament (Pollit and Bouckaert 2011:14). Colgan, Rochford and Burke (2016:10) add that consultation facilitates the Finnish public service to address any policy challenges with the public and acquire solutions. Rafter (2015:28) suggests that public consultation is crucial in the formulation and implementation of policy and eliminate public disgruntlement.

## **E-government**

The Finnish public service is considered to be the first to implement e-government in the OECD and has achieved impressive results through the adoption of the Network Knowledge Society Strategy in 2006. The Network Knowledge Society Strategy focused on transforming Finland into an internationally attractive and competitive service nation (OECD 2015:7). The success of the Finnish e-government public service is also attributed to the attention and commitment the government gives to the implementation of Information Society Policy 2003, to encourage the strategy (e-government) in the public service (Repucci 2014:208). The adoption of the proactive e-government model which accentuates efficiency as an approach to promote international competitiveness and introduce concepts such as a paperless accounting system. The latter contributed towards Finland becoming a benchmark in e-government and many governments around the world have adopted this model (European Commission 2014:11).

### **4.2.4. Sweden**

Sweden is a Scandinavian country in Northern Europe and covers 450 295 square kilometres. It borders Norway to the west, Finland to the east and is connected to Denmark in the Southwest with a population of 10 million (OECD 2016:4). The Swedish public service comprises of ten ministries (Figure 4.6) and has adopted a decentralised unitary governance model, which gave the local and provisional government powers to make decisions on the management and operations of the institution. There is no reliance on central government on issues such as promotion, training, recruitment and performance management. Thus the heads of the institution are authorised to oversee and held accountable for decision-making and the functionality of the institution (Sustainable Governance Report 2016:2). The adoption of the decentralised unitary governance model has earned Sweden

a third place out of 168 countries to curb corruption in the public service as reported by TICPI 2016.

The public administration in Sweden is normally regarded as efficient and provides comprehensive services of a high quality. The low levels of perceived corruption in Sweden is attributed to tradition of openness, transparency and legislations. Sweden has a legislation, law enforcement and judicial establishments to deal with corruption: the Penal Code (1962), Public Procurement Act (2007) and the Office of the Ombudsman (EU Anti-Corruption Report 2014:2). The Swedish Penal Code (1962) criminalises public service corruption. The Code tackles corruption activities on embezzlement, breach of trust and bribery (passive bribery, active bribery, gross bribery, trading in influence and negligent financing (Quah 2013:201). The Public Procurement Act, 2007, promotes transparency, accountability and curbs corruption by putting emphasis on fair and equal treatment of suppliers and open and transparent procurement process. Further the requirements in the procurement must have an accepted relation to what is being procured and be reasonable (Homer 2014:225). Ombudsman is established by the Ombudsmen for Justice, to ensure that government institutions and officials comply with laws governing their duties and actions. Ombudsman is tasked with investigating complaints: a citizen against an official, an official against an official, a lawyer against a judge, the Bar Association against a judge, one judge against another judge and an institution on behalf of its members. Further the Ombudsman may also initiate investigations without any formal complaint raised (Quah 2013:201).

**Figure 4.7: Government Ministries in Sweden**



**Source:** <http://www.government.se/government-of-sweden>

#### **4.2.4.1. Transparency and accountability mechanisms: Swedish public service**

This next section provides a brief overview of transparency and accountability mechanisms in Swedish public service.

##### **Culture of openness**

The culture of openness is incorporated in the Freedom of Press Act, 1766 (Act 2 of 1766) which grants public officials and citizens freedom of



expression and speech which, according to Clare, Verhust and Young (2016:5), entails also granting the public officials the right to free speech as the citizens and allow the public officials to freely voice their views or concerns about the government. This is supported by Eccleston and Stubbs (2016:761) who note that public officials are free to inform the citizens about any illegal activities in the public service while the managers are prohibited from intimidating and preventing officials from sharing information with the citizens.

Modell (2012:282) advises that public officials have the right to inform outsiders and submit information to mass media as long as the information shared is not confidential. Moreover, the culture of openness is entrenched in the Employment (Co-Determination in the work place) Act, 2000 (Act 166 of 2000) which stipulates that an employer is under obligation to inform public officials on matters such as policies, financial and employment issues regularly. Section 580 of Employment (Co-Determination in the work place) Act, 2000 (Act 166 of 2000) requires the employer to provide the public officials an opportunity to examine the books, accounts and other documents. This enhances transparency and provides the citizens the opportunity to hold the public institution accountable and creates difficulty for corrupt acts to transpire.

### **Financial reporting**

The consolidated accruals based government accounting system is the strategy adopted in Sweden for public financial reporting. The consolidated accruals based government accounting systems entails the compilation of financial statements by each ministry and consolidate these in the database managed by the Swedish National Financial Management Authority (Sustainable Governance Report 2016:11). The Swedish ministries financial performance and positions are compiled into a central government annual



report which is used to assess the continuation and exemption of operations. Consequently, it enhances parliamentary scrutiny, accountability and integration of accounting information system in the public service (Eccleston and Stubbs 2016:760).

## **Performance management**

Performance management was initiated in the Swedish public service in 1991 to assess and evaluate public service governance and management. Instruments such as performance contracts and a performance pay system which links the salaries of the public officials with performance was implemented in the Swedish public service. This resulted in efficient officials being promoted while the non-performers either demoted or dismissed (The Sustainable Governance Report 2016:36). Labrie (2012:7) also reports that only official's competencies guarantees job security in the Swedish public service. Thus performance management is utilised to determine promotion and salaries. Transparency is ensured through the adoption of the performance pay system and managers are able to call the officials to account for poor performance. Moreover, linking performance to rewards implies that nepotism and favouritism will be inhibited in promoting staff.

## **E-government**

The Swedish public service is highly developed and efficient in e-government strategy. There are various e-government databases such as the 24/7 agency, which enables interaction between government representatives and the public (twenty-four hours per day and seven days a week) (Eccleston and Stubbs 2016:763). The Swedish government portal is an e-government database that provides the public with information on roles and responsibilities of the government institutions so that the public can hold them accountable (Clare et al 2016:6). Hysing (2014:132) also





reports that the Swedish government portal enables the public to request information and access its records. The intranet is also a form of e-government initiatives and its purpose is to facilitate secure communication between government institutions. The intranet in Sweden is perceived as a collaborative platform which enhances information sharing, improve communication in a quick and user-friendly way and is reported to be well-established and enhances transparency (Labrie 2012:14).

### **4.3. AFRICAN PERSPECTIVES**

Good governance from an African perspective is discussed in this section. Mauritius, Seychelles and Namibia were selected as a case study because of the accolades they have received in terms of governance issues. The countries are ranked highest in governance on the Africa Continent and have implemented well-established transparency and accountability mechanisms. A brief background of the Mauritius, Seychelles and Namibia public service and outline of the transparency and accountability mechanisms are discussed below.

#### **4.3.1. Mauritius**

Mauritius is an Island in the Indian Ocean and occupies an area of approximately 2040 square kilometres. The country gained its independence in 1968 and has a population of 1.2 million (African Economic Outlook 2016:3). The public service in Mauritius was established during the French colonial rule in 1715 to 1810 and comprises of twenty-three ministries as illustrated in Figure 4.8. Since training and access to information is underscored, the government believes that placing people first is fundamental in governing the public institutions (Kalumiya and Bor 2016:10).





Mauritius has various legislation and institutions to counter corruption in the public service namely: Finance and Audit Act, 1972, Prevention of Corruption Act, 2002, Public Procurement Act, 2006, Equal Opportunity Act, 2011, Code of ethics, Independent Commission against Corruption (ICAC), National Audit Office, Office of the Ombudsman and Director of Public Prosecutions.

The Finance and Audit Act, 1972 on the inspection of public expenditures. The Act outlines the powers and functions of the director of audit in ensuring that the public funds are utilised appropriately. Prevention of Corruption Act, 2002 is the legal instrument used to tackle corruption in Mauritius public service. The Act highlights how corrupt activities such as bribery and failure to declare conflicts of interest should be addressed. Further whistle-blowers and witness protection is established by the Prevention of Corruption Act (United Nations Office on Drugs and Crime 2011:21).

Public Procurement Act, 2006 in Mauritius sets out rules and procedures for procurement to ensure transparency and accountability in the public service. UNCITRAL model law on public procurement and the World Bank procurement rules are the basis for the establishment of Public Procurement Act. The Act promotes integrity, fairness and public confidence in procurement process (African Economic Outlook 2016:4). Equal Opportunity Act, 2011 promotes good governance by ensuring that public officials equal opportunities to achieve their goals and objectives. All manners of discrimination in the public service are prohibited by the Act. Equal Opportunity Tribunal has been established by the Act to address complaints from the public officials (Equal Opportunity Act, 2011). Mauritian Code of Ethics stipulate the standard of conduct for public officials. Responsible, responsiveness and caring public service are the main focus of the Code of Ethics. The Code of Ethics facilitates effective administration and ethical behaviour through putting emphasis on integrity, selflessness, impartiality,

objectivity, accountability, openness, honesty and justice (Transparency International 2014:11).

Independent Commission Against Corruption (ICAC) is an independent body tasked with investigating allegations of corrupt activities, prevention of corruption and educating the citizenry about the effects of corruption. ICAC is administratively accountable to Parliamentary committee (United Nations Office on Drugs and Crime 2011:20). National Audit Office established under Section 110 of the Constitution provide external audit in the public service. Further, National Audit Office promotes good governance in the public service by enhancing transparent and accountable administration and reports to the National Assembly on the management of public funds (Transparency International 2014:10). Mauritian Office of the Ombudsman is responsible for addressing maladministration in the public service. The role played by the Office of the Ombudsman in challenging corruption is launching investigations and make recommendations to resolve problems. The Ombudsman Act, 1969 highlights the functions, responsibilities and the manner in which the officials of the Office of the Ombudsman should conduct themselves (African Economic Outlook 2016:3).

**Figure 4.8: Government Ministries in Mauritius**



**Source:** [www.govmu.org/English/GovernmentBodies/Pages/Ministries](http://www.govmu.org/English/GovernmentBodies/Pages/Ministries)

The Mauritian government adopted the regulatory approach to manage its public service. The public service depends less on direct provision and more on government authority. It is self-regulated and builds partnerships with non-government institutions (African Development Bank 2014:1). This confirms Transparency International’s (2014:1) report that Mauritius is



considered top in sub-Saharan Africa in democracy, good governance and economic success. According to Mo Ibrahim Index of African Governance (2015), Mauritius is the top ranking country in overall governance in Africa as per the table below. Transparency and accountability mechanisms in the Mauritian public service has contributed to its success in good governance, namely: Public Finance Management, Procurement regulation, Internal Audit, and E-government which is discussed in the next section.

**Table 4.9: Overall governance in Africa**

Rank	Score	Country
1	79.9	Mauritius
2	73.7	Botswana
3	73.0	Cape Verde
4	72.6	Seychelles
5	69.8	Namibia
6	69.4	South Africa
7	65.4	Tunisia
8	63.9	Ghana
9	62.9	Rwanda
10	60.8	Senegal

**Source: Mo Ibrahim Index of African Governance 2015**

#### **4.3.1.1. Transparency and accountability mechanisms: Mauritius public service**

Mo Ibrahim Index of Governance 2015 has rated Mauritius as the best African country in terms of transparency and accountability. The report revealed that despite Mauritius being ranked top in transparency and accountability, Botswana takes the lead in managing corruption.



**Table 4.10: Transparency, accountability and corruption: Mauritius**

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Accountability	71.5	73.0	73.3	71.4	68.9	69.2	70.2	70.3	67.8	65.6
Public service accountability and transparency	75.0	87.5	87.5	87.5	87.5	87.5	87.5	87.5	87.5	87.5
Accountability in public officials	79.8	76.2	79.8	83.3	79.8	76.2	76.2	76.2	76.2	76.2
Corruption in government and public officials	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0	60.0
Corruption and bureaucracy	71.4	71.4	71.4	71.4	71.4	71.4	71.4	71.4	76.2	76.2
Corruption investigation	62.6	62.6	62.6	62.6	62.6	62.6	62.6	61.5	60.4	52.4

**Source: Mo Ibrahim Index of African Governance 2015**

Table 4.8 illustrates how Mauritius has progressed in transparency and accountability. Since 2006 the country has excelled in accountability, transparency and corruption control. The table reveals that the Mauritian public service is highly accountable and transparent. Furthermore, the data revealed that corruption in government and by public officials is relatively low. The next section sheds light on transparency and accountability mechanisms in the Mauritian public service.



## **Financial reporting**

The Mauritian public service has reported to be doing well in managing public finance. There is an annual budget calendar which guides the line ministries to prepare and submit a comprehensive budget (International Monetary Fund 2011:7). Moreover, the budget execution system is reported to be effective and comprehensive as cash flow forecasts are prepared in advance for the fiscal year and monitored through Treasury Accounting System (TAS) (African Development Bank 2014:4). Furthermore, tax laws and regulations in the public service are of a high standard because the Mauritian Revenue Authority (MRA) ensures that tax rules and regulations are made public (Kalumiya and Bor 2016:11).

## **Procurement regulation**

Procurement is regulated through the Public Procurement Act, 2006 (Act 13 of 2006) and Procurement Regulations 2008. According to the Public Procurement Act 2006 (Section 3 of Public Procurement Act, 2006[Act 13 of 2006]), public officials are obliged to pursue an open competitive tender process. To enhance transparency and competitiveness in the tender process, Mauritius established three institutions: Procurement Policy Office (PPO) which monitors, oversees and regulate public procurement; Central Procurement Board (CPB) vets the bidding documents and the process and Independent Review Panel (IRP) reviews complaints from dissatisfied bidders to ensure fairness (Mauritius Competition Policy and Public Procurement Report (2012:2). Mauritius took a step further and introduced e-procurement. It has a website dedicated for procurement activities which is utilised by all the public institutions to post information such as bids and Annual Procurement Plans (African Development Bank 2014:7).



## **Internal audit**

An internal audit is conducted throughout the public service which has been reported to be effective because international standards for risk analysis and audit were adopted. Mauritius adopted a risk based audit methodology which conforms to the directives of the International Organisation of Supreme Audit Institution (INTOSAI). The latter entails assessing the risks involved in the activities and ascertains that the risks are managed within the proposed risk profile (Mauritius Internal Audit Policy and Operations Manual 2013:3). Furthermore, the Mauritius Director of Audit Report (2012:5) also confirms that the institutions are audited according to their risks. The lower risk government units are audited every three to five years, while the high risks units are audited annually.

## **E-government**

According to UN e-government survey (2016:112), Mauritius maintains the lead in e-government readiness and implementation on the African continent as per the table 4.9.



**Table 4.11: E-government rankings in Africa**

Country	Africa ranking	World ranking
Mauritius	1	58
Tunisia	2	72
South Africa	3	76
Morocco	4	85
Seychelles	5	86
Cape Verde	6	103
Egypt	7	108
Botswana	8	113
Libyan Ara Jahiriya	9	118
Kenya	10	119

**Source: UN e-government survey 2016**

Mauritius has implemented e-government strategies such as integrated web portal, <http://www.gov.mu> which provides citizens access to government institutional information (Anderson, Wu, Cho and Schroeder 2015:98). The e-government web portal was designed to allow access to the public in a diverse range of activities such as publications, events and services offered and question and answer section (Munyaka and Manzira 2013:3036). Bwalya and Mutula (2014:41) add that Mauritius embarked on e-government projects such as the Contribution Network Project (CNP) and Government to Business (G2B) initiative of the Ministry of Finance which helped to rank it top in Africa. Mauritius also embarked on National Information and Communication Technology Strategic Plan (NICTSP) which encourages systematic marketing of e-government to enhance efficiency, accountability and transparency (Anderson et al 2015:98).





### 4.3.2. Seychelles

Seychelles is made up of various islands in the Indian Ocean, and it is 1500 kilometres east of mainland Africa, north east of the Island of Madagascar. The population of Seychelles is 87000 on 451 000 kilometre square (National Report of Seychelles 2012:5). The model of governance adopted in Seychelles is centralised approach. The Department of Public Administration, overseen by the Office of the President is responsible for the development and administration of an efficient and effective public service. To enhance good governance, the department has embarked on reforms which focuses on holding public institutions more accountable and transparent (African Economic Outlook 2017:8).

Seychelles is a stable democracy, which according to the Mo Ibrahim Governance Indicator as depicted in table 4.12 scores above the 50 percentile rank in most dimensions of governance such as control of corruption and accountability.



**Table 4.12: Transparency, accountability and corruption: Seychelles**

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Accountability	52.8	53.4	53.3	51.2	49.1	50.7	53.0	54.1	50.6	57.7
Public service accountability and transparency	61.9	68.1	68.1	68.1	68.1	61.9	61.9	62.1	62.1	62.1
Accountability in public officials	66.7	66.7	66.7	66.7	66.7	66.7	66.7	66.7	66.7	66.7
Corruption in government and public officials	60.0	60.0	60.0	60.0	60.0	60.0	60.0	60.0	60.0	70.0
Corruption and bureaucracy	71.4	71.4	71.4	71.4	71.4	71.4	71.4	71.4	95.2	95.2
Corruption investigation	25.0	25.0	25.0	25.0	25.0	25.0	25.0	25.0	25.0	25.0

**Source: Mo Ibrahim Index of African Governance 2015**

Public institutions overseeing governance and anti-corruption are Office of the Ombudsman (established under the Constitution of Seychelles, 1993 to investigate any public authority) and Attorney General’s Office (which ensures accountability and management of public funds). Anti-corruption laws in Seychelles are: Penal Code, 1995, (which deals with domestic active and passive bribery, extortion, abuse of office and private corruption), Public Procurement Act, 2014(establishes the Procurement Oversight Unit and National Tender Board, to promote integrity, fair competition and good governance) (National Report of Seychelles 2012:5). Figure 4.13 in the next section depicts the government Ministries in Seychelles.

**Figure 4.13: Government Ministries in Seychelles**



**Source: Public Finance Management Report Seychelles 2011**

#### **4.3.2.1. Transparency and accountability mechanisms: Seychelles public service**

This section provides a brief overview of transparency and accountability mechanisms in Seychelles public service.



## **Financial reporting**

The Constitution of Seychelles, 1993, sets out the foundations for public finance management. Other Acts such as the Public Finance Act, 1996, controls and regulates the management of the public finances. Government accounting framework is based on ensuring proper accounting of funds to enhance transparency and accountability. Financial reporting is done on all of the receipts and expenditures of every public institutions and funds under its management (Public Finance Management Performance Report 2011:27). Consolidated fund established under section 156 of the Constitution, 1993, is used for all revenues and money received on behalf of the government. The National Assembly, manages and controls the usage of the money in the consolidated fund through Appropriation Act, 2013. To enhance transparency and accountability, financial statements are prepared and reported in accordance with International Public Sector Accounting Standards, as stipulated in Public Finance and Management Act, 2012 ( Public Finance Management Act, 2012).

## **E-government**

E-government project began in the late 1990s in Seychelles, and set a solid foundation for e-government initiatives. Seychelles leads in East Africa in e-government and is among the top ten ranked countries in e-government development in Africa. Improving government information systems, infrastructure, integration of thematic services in finance, health and other sectors, have placed Seychelles in the lead in Africa (Rajah and Lekorwe 2017:50). Seychelles adopted an integrated and interdependent e-government strategic approach, which has allowed the citizenry to have one stop shop services ranging from thematic, sectoral life, cycle services to single sign-on tailored for the individual user. Transparency and accountability are enhanced as all district administration officers are

connected to electronic government network and have access to email (UN e-government Survey 2012:16).

### **Procurement regulation**

National Tender Board is a body corporate set up by the Public Procurement Act, 2008, to receive and public open bids, review the recommendations of a bid and approve or reject award of contract. The mandate of the National Tender Board is to strive to achieve the highest standards of transparency and accountability, by ensuring that process are followed. Tenders are announced on the website and over the radio to ensure that citizens without access to internet are not excluded (Report of the Auditor General 2015:32).

#### **4.3.3. Namibia**

Namibia is a unitary state in the sub-Saharan Africa, which has been rated as the least corrupt country according to Transparency International. According to the Mo Ibrahim Index of African Governance, Namibia ranks among the top ten performers in African governance and has shown overall governance improvement since 2011 (Mo Ibrahim Index of African Governance 2015). Table 4.14 shows how Namibia has been performing in transparency, accountability and corruption according to Mo Ibrahim Index of African Governance, 2015.



**Table 4.14: Transparency, accountability and corruption: Namibia**

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Accountability	61.0	61.6	65.5	63.9	62.4	62.2	62.4	62.6	62.4	59.4
Public service accountability and transparency	71.9	71.9	71.9	71.9	71.9	71.9	71.9	71.9	71.9	71.9
Accountability in public officials	69.0	69.0	72.6	76.2	72.6	69.0	69.0	69.0	69.0	69.0
Corruption in government and public officials	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0	80.0
Corruption and bureaucracy	85.7	85.7	100.0	85.7	85.7	85.7	85.7	85.7	76.2	76.2
Corruption investigation	47.7	48.9	50.1	48.5	46.9	45.3	43.7	41.3	47.2	38.9

**Source: Mo Ibrahim Index of African Governance 2015**

Namibia is located in the south-western part of Africa, neighbouring Botswana, South Africa, Angola and Zambia on 824 290 sq kilometres with a population of 2.14 million (National Country Report 2011:3). The country adopted a centralised governance model and has strong accountability system developed in line with guidelines established in the Constitution and State Finance Act, 1991. Transparency and accountability in the public service are enhanced through Code of Conduct, which is the guiding principle for fair and transparent hiring and promotion (Namibia Economic Outlook 2017:9). Government Ministries in Namibia are depicted in Figure 4.15.

**Figure 4.15: Government Ministries in Namibia**



**Source:** [http:// www.gov.na/document](http://www.gov.na/document)

#### **4.3.3.1. Transparency and accountability mechanisms: Namibian public service**

A brief overview of transparency and accountability mechanisms adopted in Namibia public service are provided in this section.





## **Commission of enquiry**

According to Ruppel and Ruppel Schlichting (2011:36) commission of enquiry in Namibia public service is seen as the custodian of fairness and transparency. The citizens of Namibia values the commission of enquiry and it is the first point of contact when there is an issue to ensure partiality in all government activities. Tjirera and Haimbodi (2012: 5) also remark that the commission of enquiry ascertain that disciplinary actions are fair and reasonable. Further the commission fulfils its mandate by always giving advices to the government and encouraging the public service to comply with procedures (Ruppel and Ruppel-Schlichting 2011:37).

## **Ombudsman**

Ombudsman in Namibian public service plays a vital role in ensuring free access to the public service and holding the public accountable. Further the Ombudsman promotes transparency through elimination of administration red tape and political interference. The public and the government institution have trust and confidence in the Ombudsman (Melber 2015:50). Reif (2013:30) also argue that Ombudsman has an open door policy which has made it easy for the public to trust the Ombudsman. In addition the outreaches carried out by Ombudsman office in bring awareness on the functions of the Ombudsman, has cultivated trust among the citizens.

## **Procurement regulation**

Namibia has a free market system, which allows the prospective tenders to participate freely in acquiring tenders. In addition, Namibia has adopted UNCITRAL model law, which ensures that tenders awarded fairly in an open, transparent and competitive process to eliminate any opportunity for corruption (Quinot and Arrowsmith 2013:139). To enhance transparency and accountability, all participants are informed of their application status



in writing with reasons for awarding and refusal clearly stipulated. Moreover, there is an established review panel to review and ensure a transparent process was followed (Democracy Report 2015:6).

## **E-government**

Transparency and accountability is enhanced through the usage of computer technologies to support government activities in Namibian public service (World Bank 2011:10). Likewise Schuppan (2009:119) express that E-Governance Policy was developed in 2005 to facilitate the provision of government services through information communication technologies. Moreover Untoni, Yule and Nengomasha (2011: 14) state that Namibian government developed strategies such as distribution of computers to schools and libraries; investing in the development of public official in information technology to promote e-government in the public service. Transparency and accountability in Namibia public service is achieved through free access to e-government websites (Tjirera and Haimbodi 2012: 9). This has also been pointed out by Untoni et al (2011: 15) that the government websites are accessed by government officials, academics, students, working and non-working class and the business people.

## **4.4. SUMMARY AND CONCLUSION**

The purpose of the chapter was to discuss sound governance practices in countries which are considered as benchmarks in governance, namely: Denmark, Finland, Sweden, New Zealand, Mauritius, Seychelles and Namibia. The intention of the chapter was to comprehend the mechanisms they had adopted which led to success. The chapter provided a brief overview of the significance of implementing good governance principles and focused on transparency and accountability as the key cornerstone of good governance.



A brief explanation on why Denmark, Finland, Sweden, New Zealand, Mauritius, Seychelles and Namibia were ranked as the top countries was discussed. The countries are ranked by the World Bank, Transparency International Corruption Perception Index and Mo Ibrahim as successful in good governance practices such as transparency, accountability and ability to inhibit corruption in the public service. It became apparent that the e-government strategy was the most common mechanism adopted by these countries. Denmark implemented performance management, financial management and the e-government strategy, while Finland selected performance management, public access, public consultation and the e-government strategy. Sweden underscored a culture of openness, performance management, financial management and e-government strategies as tools to enhance transparency and accountability. New Zealand is not different from Denmark and adopted financial management, performance management and the e-government strategy to foster transparency and accountability. Mauritius, believes that financial management, procurement regulation, internal audit and the e-government strategies are fundamental mechanisms to enhance good governance in the public service. Seychelles underscored financial reporting, e-government and procurement regulation as mechanisms to improve transparency and accountability. Lastly, Namibia views commission of inquiry, Ombudsman, procurement regulation and e-government as vital in promoting transparency and accountability. The next chapter provides an overview of the Botswana perspective of good governance practices in public service.



## **CHAPTER FIVE**

### **GOOD GOVERNANCE PRACTICES AND BUREAUCRATIC CORRUPTION IN THE BOTSWANA PUBLIC SERVICE**

#### **5.1. INTRODUCTION**

Corruption undermines good governance and countries have invested a large number of resources to inhibit the 'curse'. Implementation of good governance practices such as transparency and accountability mechanisms in the public service is an attempt to prevent corruption. There are various types of corruption, such as, political, economic, electoral and bureaucratic corruption. This chapter will focus on bureaucratic corruption in the Botswana public service. Botswana is perceived as one of the least corrupt countries in Africa and reports have suggested that corruption is the 7th problematic issue when conducting business in the country. Furthermore, international organisations such as the Organisation for Economic Cooperation and Development (OECD) and Mo Ibrahim have ranked Botswana in first position for corruption control, transparency and accountability since 2006 to date. Moreover, Botswana is considered an African role model and benchmark for good governance practices in the public service.

Despite Botswana been rated as a 'clean' country, corruption is on the increase in the country. The corrupt acts have not been reported to retain a corrupt free image which the country has long been associated with. Moreover, although the reports of OECD and Mo Ibrahim African Governance Index have highly rated Botswana on good governance, there is evidence of increasing incidents of lack of transparency and accountability. This chapter will provide an overview of the bureaucratic corruption status and transparency and accountability mechanisms adopted by the Botswana public service.

## 5.2. BOTSWANA

Figure 5.1 illustrates the geographical location of Botswana.

**Figure 5.1: Geographical location of Botswana**



**Source:**<http://www.worldatlas.com/webimage/countrys/africa/botswana/bwland.htm>

Botswana is a land-locked country located in Southern Africa and borders South Africa and Zimbabwe. Botswana is sparsely populated with 2 million people. The governance system is a decentralised one based on the Westminster approach. The country upholds the rule of law and individual liberties (Throup 2011:5). Furthermore, the governance system accentuates institutional development which has earned the country a title of accountable, transparent and least corrupt country on the African Continent as illustrated in Table 5.2. The institutional structures limit the power of the elite and facilitates the establishment of sound administrative, political and economic institutions (Kruis 2013:2).



**Table 5.2: Accountability, transparency and corruption: Botswana public service**

	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Overall	73.9	75.1	75.3	73.7	74.2	75.8	76.2	74.6	70.4	72.1
Public sector accountability and transparency	100	100	100	100	100	100	100	100	100	100
Accountability of public officials	83.3	83.3	83.3	83.3	83.3	83.3	79.8	76.2	76.2	76.2
Corruption in Government and public officials	100	100	100	100	100	100	100	100	100	100
Corruption and bureaucracy	71.4	85.7	85.7	71.4	85.7	85.7	85.7	85.7	76.2	76.2

**Source: Mo Ibrahim Index of African Governance**

The public service in Botswana is reported to be accountable and transparent in all its activities. It was granted a 100 percent rating by Mo Ibrahim Index of African Governance since 2006. Furthermore, the Mo Ibrahim Index of African Governance reflects that the government and its officials are not corrupt as illustrated in Table 5.2.

Transparency and accountability are facilitated through the Constitution, 1966 and the Finance and Audit Act, 1997. The Constitution, adopted in 1965, lays down an institutional framework that includes the parliament as a representative, law-making, and oversight organ intended to ensure that

the executive, led by the President as the Head of State, delivers on its mandate. The constitution of Botswana establishes three principal organs of the state, the executive, parliament and judiciary. The constitution specifies the appointment and powers of principal public service offices and fundamental issues concerning public finance and its management (Sebudubudu 2014:5). The Constitution, 1966, provides for internal checks and balances and requires the government to be open, accountable and transparent. To ensure accountability and transparency the Constitution, 1966, established the Office of the Auditor General to conduct annual audit of all public accounts (Constitution, 1966).

Finance and Audit Act, 1997, ensures fiscal accountability and transparency in the public service. The Act emphasis, safeguarding the collection and custody of funds for a better public funds management. Further, public funds are to be disbursed with proper legislation and the finance official must be responsive to the citizenry (Finance and Audit Act, 1997).

- Section 6 emphasizes that every public officer concerned in or responsible for the collection, custody, or disbursement of public moneys or the receipt, custody, issue or use of public supplies, shall comply with financial or other instructions and any directions not inconsistent therewith which may from time to time be issued by the Permanent Secretary in respect of the procedure to be followed in such matters, and the accounting for the same.
- The responsibilities of the Auditor General are highlighted in Section 29, to ensure effective management of public funds. The section notes that in discharging his duties under section 124(2) and (3) of the Constitution, the Auditor-General shall satisfy himself: that all reasonable precautions have been taken to safeguard the collection and custody of public moneys and that the laws, instructions and directions relating thereto have been duly observed, the



disbursement of public moneys has taken place under proper authority and for the purposes intended by such authority, all reasonable precautions have been taken to safeguard the receipt, custody, issue and proper use of public supplies, and that the instructions and directions relating thereto have been duly observed; and adequate instructions or directions exist for the guidance of officers responsible for the collection, custody, issue and disbursement of public moneys or the receipt, custody, issue and disbursement of public supplies.

Other legislation which promotes transparency and accountability in the public service of Botswana is Public Procurement Act, 2002, Public Procurement Act, 2002 guides the procurement of goods and services by the public institutions, to facilitate transparency, accountability, fairness and equity (Public Procurement Act, 2002). The Act, emphasises that the board should ensure that all public procurement institutions take into account the principles of an open, fair and equitable treatment of all contractors, to achieve efficiency, accountability and transparency in the management of public procurement. The legal and regulatory framework for procurement includes a provision for the setting up of an administrative review board tasked with resolving complaints lodged concerning a procuring institution, contravening any legal provisions of the Public Procurement and Asset Disposal Act (Quinot and Amusmith 2013:28).

- Section 7 address fair treatment and emphases that where, for reasons of limitations of capacity, contractors registered in Botswana are unable to satisfy wholly or in part, the specific procurement requirements, they shall be offered an equal opportunity to participate in the bidding process of the beneficiary entity (in conjunction with firms in that country) and where applicable to offer such requirements from third sources.





- In Section 9 discrimination and underpricing is expounded. In the event of evidence demonstrating, discrimination of any form against Botswana registered contractors by private firms or public entities of any other country, either in that country or in a third country, in respect of procurement or disposal activities; or discrimination or underpricing or action to this effect by public or private entities of Botswana or public or private entities from another country, which limits competition and places locally registered firms at a disadvantage in the domestic market in respect of procurement or disposal activities, the Board shall in consultation with other interested parties and bearing in mind any treaty obligations of the Government, submit recommendations to the Minister on commensurate measures to compensate for the injustices.
- Obligation to advertise is dealt with in Section 86. The Board shall advertise all applications by contractors for registration and thereafter the decisions on the grades and codes accorded to applicants; and tenders being invited, bids received, and award decisions and prices. The Act emphasizes publicity and the media in Section 87. The Board shall publicise the decisions arising from complaints and challenges dealt with by the Board or the Independent Complaints Review Committee; and brief the media from time to time on developments in the procurement and disposal system that are of public interest.
- Disclosure of interest by members of the Board is highlighted in Section 88. Every member, on receipt of the agenda of the meetings of the Board, or on notification of a matter being brought to the attention of the Board shall, sign a standard declaration form of the Public Procurement and Asset Disposal Board indicating whether he has, or intends to acquire, a direct or indirect personal interest in any specific agenda item or matter requiring the Board's consideration



and decision; and in the event of such interest, the member in question shall not participate in the deliberation or decision making

Corruption in Botswana is attributed to non-observance of procedures, management override of internal controls, collusion between employees, collusion between employees and third parties, lack of control over management by directors, poor or non-existent ethics policy and poor employment practices. Corruption wrongdoings are mainly tackled in the Corruption and Economic Crime Act, the Penal Code and the Public Service Act (DCEC 2011:10).

Corruption and Economic Crime Act, 1994, confers power on the DCEC to investigate suspected cases of corruption and economic crime and matters connected or incidental thereto. Part IV has a list of offences, which include;

- Corruption by or of the public officer
- Corruption in respect of official transaction
- Acceptance of bribe by public officer after doing act
- Promise of bribe to public officer after doing act
- Corrupt transactions by or with agents
- Bribery for giving assistance in regard to contracts
- Bribery for procuring withdrawal of tender
- Conflict of interest
- Cheating of public revenue
- Possession of unexplained property
- Application for confiscation order

- Application for restraining order

Section 24 of Corruption and Economic Crime Act, 1994 deals with corruption by the public officials:

- A public officer is guilty of corruption in respect of the duties of his office if he directly or indirectly agrees or offers to permit his conduct as a public officer to be influenced by the gift, promise, or prospect of any valuable consideration to be received by him, or by any other person, from any person
- A person is guilty of corrupting a public officer if he endeavours directly or indirectly to influence the conduct of the public officer in respect of the duties of his office by the gift, promise, or prospect of any valuable consideration to be received by the public officer, or by any other person, from any person.

Section 25 of Corruption and Economic Crime Act, 1994 address corruption in respect of official transaction:

- A public officer is guilty of corruption if he accepts, or agrees or offers to accept, for himself, or for any other person any valuable consideration as an inducement or reward for doing or forbearing to do anything in respect of any matter in which he is concerned in his capacity as a public officer.
- A person is guilty of corrupting a public officer if he gives or agrees or offers to give any valuable consideration to a public officer, whether for the benefit of that public officer or of another person as an inducement or reward for doing or forbearing to do anything in respect of any matter in which the public officer is concerned in his capacity as a public officer.

Section 31 of Corruption and Economic Crime Act, 1994 elaborate on conflict of interest:

- A member or an employee of a public body is guilty of corruption if he or an immediate member of his family has a direct or indirect interest in any company or undertaking with which such body proposes to deal, or he has a personal interest in any decision which such body is to make, and he, knowingly, fails to disclose the nature of such interest, or votes or participates in the proceedings of such body relating to such dealing or decision.

Possession of unexplained property as one of the corrupt activities is dealt with in Section 34 of Corruption and Economic Crime Act:

- The Director or any officer of the Directorate authorised in writing by the Director may investigate any person where there are reasonable grounds to suspect that that person: maintains a standard of living above that which is commensurate with his present or past known sources of income or assets; or is in control or possession of pecuniary resources or property disproportionate to his present or past known sources of income or assets.
- A person is guilty of corruption if he fails to give a satisfactory explanation to the Director or the officer conducting the investigation under subsection (1) as to how he was able to maintain such a standard of living or how such pecuniary resources or property came under his control or possession.

Disclosure of information is elaborated in Section 4 of Corruption and Economic Crime Act, 1994:

- Any person who, without lawful authority or reasonable excuse, discloses to any person who is the subject of an investigation in respect of an offence alleged or suspected to have been committed by him under this Act the fact that he is subject to such an investigation or any details of such investigation, or publishes or discloses to any other person either the identity of any person who is the subject of such an investigation or any details of such an investigation, shall be guilty of an offence and shall be liable, on conviction, to imprisonment for a term not exceeding one year or to a fine not exceeding P2 000, or to both.

Botswana has a codified penal system since June 1964, which Parliament amends infrequently when there is need to deal with specific corruption. Penal provisions focusing on corruption are:

- Section 99 of the Penal Code which deals with official corruption. The section emphasizes that any person being employed in the public service, and being charged with the performance of any duty by virtue of such employment, corruptly solicits, receives, or obtains, or agrees or attempts to receive or obtain any property or benefit of any kind for himself or any other person on account of anything already done or omitted to be done, or to be afterwards done or omitted to be done, by him in the discharge of the duties of his office.
- Section 100 which deals with extortion by public officers, emphasizes that any person who, being employed in the public service, takes or accepts from any person for the performance of his duty as such officer, any reward beyond his proper pay and emoluments, or any promise of such reward, is guilty of an offence and is liable to imprisonment for a term not exceeding three years.



- Section 101 which penalises receipt of property by public officers in order to show favour. The section states that any person who, being employed in the public service, receives any property or benefit of any kind for himself, on the understanding, express or implied, that he shall favour the person giving the property or conferring the benefit, or anyone in whom that person is interested, in any transaction then pending, or likely to take place, between the person giving the property or conferring the benefit, or anyone in whom he is interested, and any person employed in the public service, is guilty of an offence and is liable to imprisonment for a term not exceeding six months.
- Abuse of office is addressed in Section 104: any person who, being employed in the public service, does or directs to be done, in abuse of the authority of his office any arbitrary act prejudicial to the rights of another is guilty of an offence. Section 308, deals with obtaining by false pretense. Any person who by any false pretense, and with intent to defraud, obtains from any other person anything capable of being stolen, or induces any other person to deliver to any person anything capable of being stolen, is capable of an offence and is liable to imprisonment for a term not exceeding seven years.
- Section 312 deals with conspiracy to defraud. Any person who conspires with another by deceit or any fraudulent means to affect the market price of anything publicly sold, or to defraud the public, or any person, whether a particular person or not, or to extort any property from any person, is guilty of an offence and is liable to imprisonment for a term not exceeding three years. Section 341 emphasises on making a false document. Any person makes a false document who makes a document purporting to be what in fact it is not; alters a document without authority in such a manner that if the alteration had been authorized it would have altered the effect of the



document; introduces into a document without authority whilst it is being drawn up matter which if it had been authorized would have altered the effect of the document; signs a document in the name of any person without his authority whether such name is or is not the same as that of the person signing. Uttering false document is highlighted in Section 348. Any person who knowingly and fraudulently utters a false document is guilty of an offence of the same kind, and is liable to the same punishment, as if he had forged the thing in question.

The Botswana Public Service Act, 2010 lays out a comprehensive legislative framework on public service employment. Its main requirements relate to appointments, termination and retirements from the public service, duties of public officers, and penalties for misconduct or unsatisfactory service. The Public Service Act, 2010, specifies that the behaviours of all public officers must be above reproach. The Act necessitates that the public officer, must not only be on their watch against corruption and abuse of office but actively contribute in the fight against corruption by quickly reporting all illegal activities. Further, the Act emphasises that transparency and accountability are paramount in challenging corruption in the public service. As such public officers must be accountable by acknowledging and rectifying their mistakes. The public officers must be transparent by being open in all administrative matters (Public Service Act, 2010).

The Botswana Public Service Act, 2010, specifies that operative checks and balances be in place to guard against misuse of power and building confidence and trust in the public service. The Act for example, highlighted the guidelines for promotions and training which are supposed to be based on performance. A public officer is also not allowed in his private capacity, to be a director of a company but may hold a minority of shares in a public or private company carrying on non-exempt activities, only if he or she has



fully paid for such shares and has informed the directors through the permanent secretary. In addition, public officials are prohibited to accept paid employment in any private business either in or out of normal working hours or while on leave. Moreover, the Act necessitates that public officials declare business interests but such declaration does not extend to personal assets such as cars, banking accounts, furniture or personal residences occupied by the official making the declaration (Public Service Act, 2010).

Botswana has established institutions such as Directorate of Public Prosecutions to challenge corruption in the public service. The Directorate of Public Prosecutions is established by the Constitution, 1966 to institute criminal actions against public institutions and officials. The DCEC refers cases to the Directorate of Public Prosecutions for prosecutions (DCEC 2011:10). Anti-Corruption Units are also established in the public service of Botswana, to tackle corruption and ensure transparency and accountability. The purpose of Anti-Corruption Units is to monitor and provide advice on the activities of institutions. The unit assess the operational areas such as human resources, procurement, finance and contracts management and report to the DCEC and the Accounting Officer of the Ministry (DCEC 2013:22).

Corruption Prevention Committee in the public service of Botswana, has been established with the mandate of developing and initiating corruption strategies. The committee is responsible for monitoring institution's operations and procedures, to address any opportunities of corruption. To achieve this mandate, the committee reviews reports on corruption and take appropriate measures, implement corruption prevention programmes and educate the public officials on the causes and consequences of corruption (DCEC 2011:19). Botswana signed the United Nations Convention Against Corruption 2003, which mandates state parties to pass criminal laws against corrupt practices such as bribery, embezzlement and money

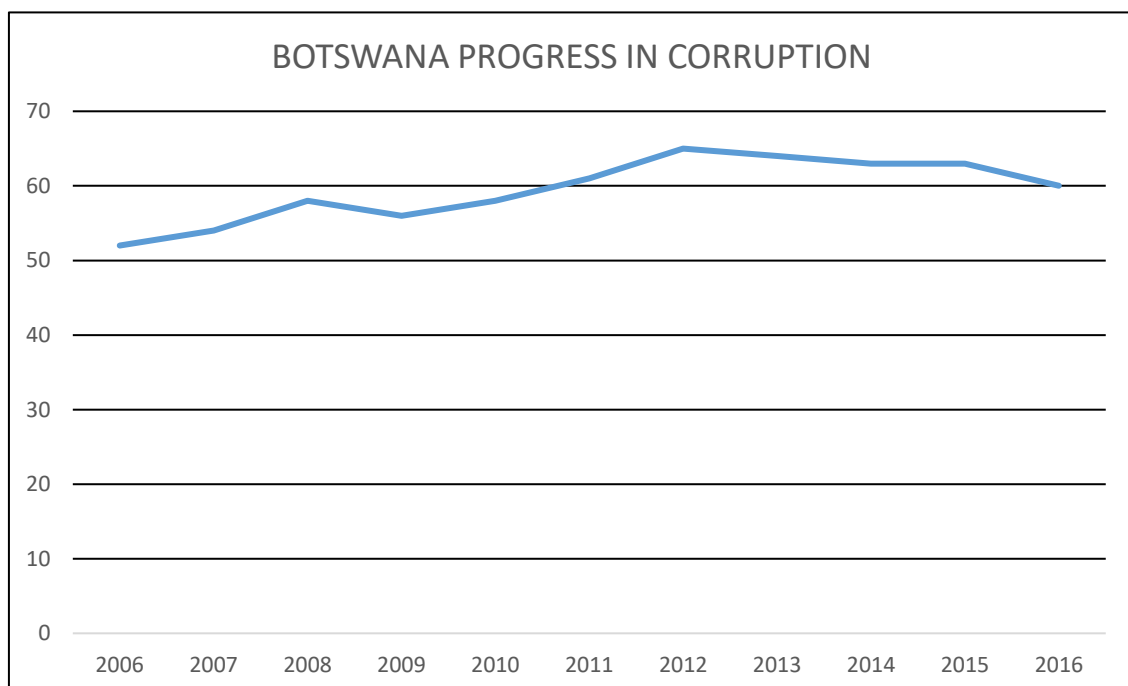


laundering, take preventive measures, facilitate collaboration among governments for the purposes of extradition and asset recovery (Mbao 2011:256).

### 5.2.1. Bureaucratic corruption in the Botswana public service

This section provides an overview of bureaucratic corruption in the Botswana public service. Botswana ranks as the 35<sup>th</sup> least corrupt of 175 countries and scored 60 points out of 100 in 2016. Figure 5.3 illustrates how Botswana progressed in terms of managing and controlling corruption in the public service according to TICPI.

**Figure 5.3. Botswana corruption index**



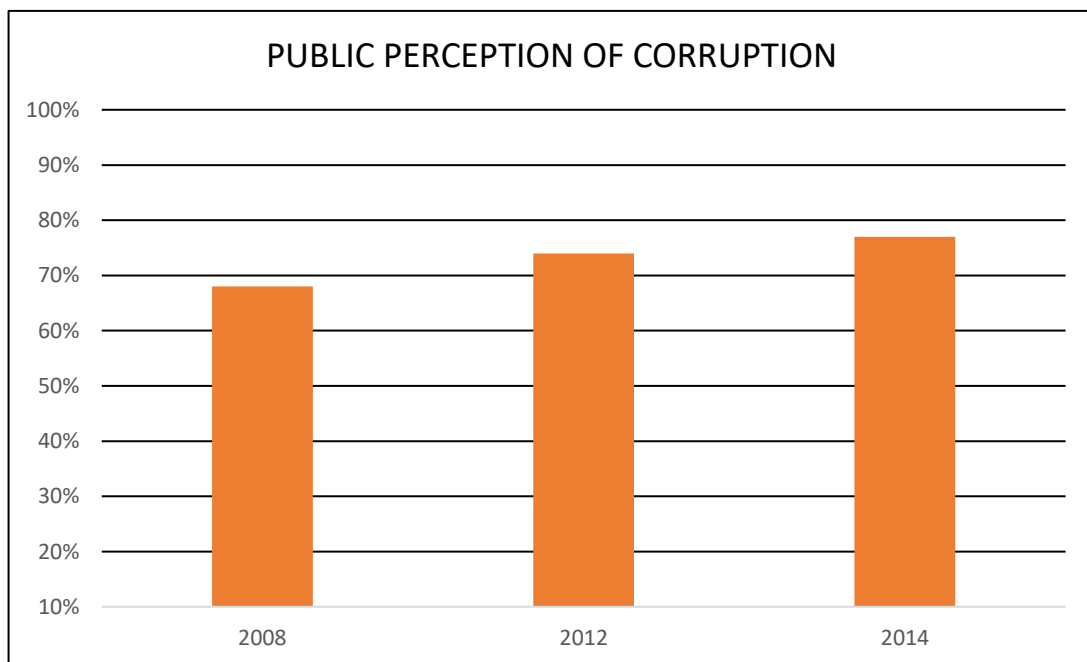
**Source:** <http://www.transparency.org>

Corruption is measured on a scale of 0 which is highly corrupt to 100 which implies very clean. The data revealed that Botswana has progressed well and managing corruption effectively. However, Groop (2017:39) reported



that despite all the accolades Botswana has been receiving the country still experiences bureaucratic corruption. The level of bureaucratic corruption in the Botswana public service has grown in relation to the level of development and transformation of the country. The Botswana government grew in revenue and expanded its scope and scale resulting in the growth of public official personal wealth of those who engaged in bribery and fraudulent activities. Furthermore, the survey conducted by Afrobarometer in 2014 revealed that bureaucratic corruption in the Botswana public service is on the rise as illustrated in Figure 5.4.

**Figure 5.4: Public perceptions of corruption: Botswana public officials**



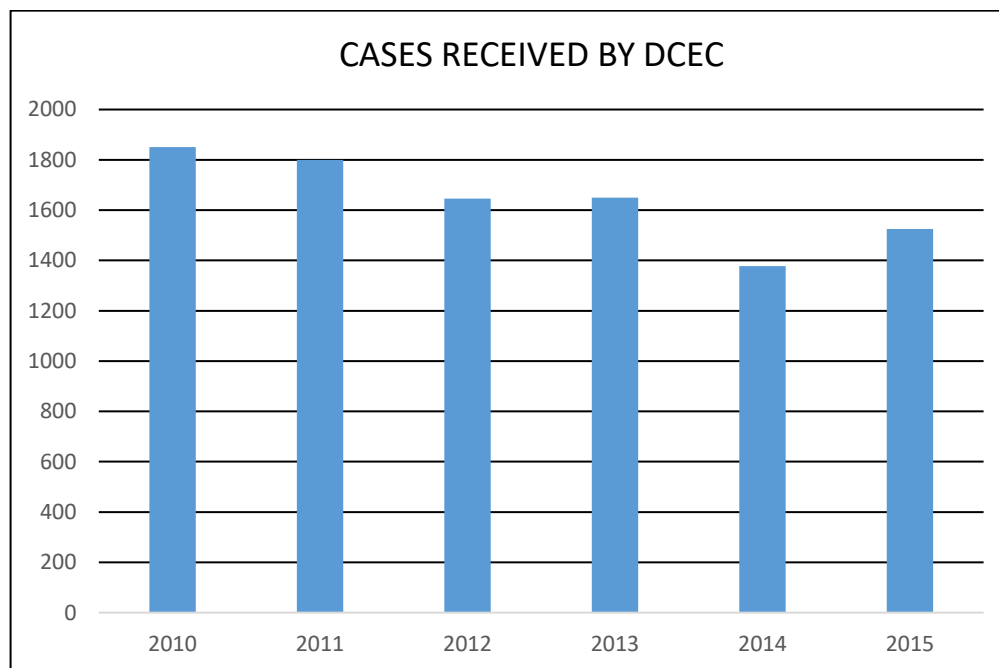
**Source: Afrobarometer (2008-2014)**

The data provided revealed that bureaucratic corruption has been on a steady incline in the public service of Botswana since 2008. Figure 5.4 revealed that in 2008 sixty-eight percent (68) of the public perceived that the public officials were corrupt, while the number grew in 2012 to seventy-

three percent (73). Furthermore, the public perception that public officials were corrupt increased to seventy-eight (78) in 2014. Moreover, bureaucratic corruption has been part of the Botswana public service but not reported because the focus was on governance (Kapunda and Moffat 2012:85).

DCEC has reported that despite adopting strategies and mechanisms to challenge corruption, there is a steady increase of corruption in the public service of Botswana as illustrated in Figure 5.5.

**Figure 5.5: Cases of corruption received by DCEC**

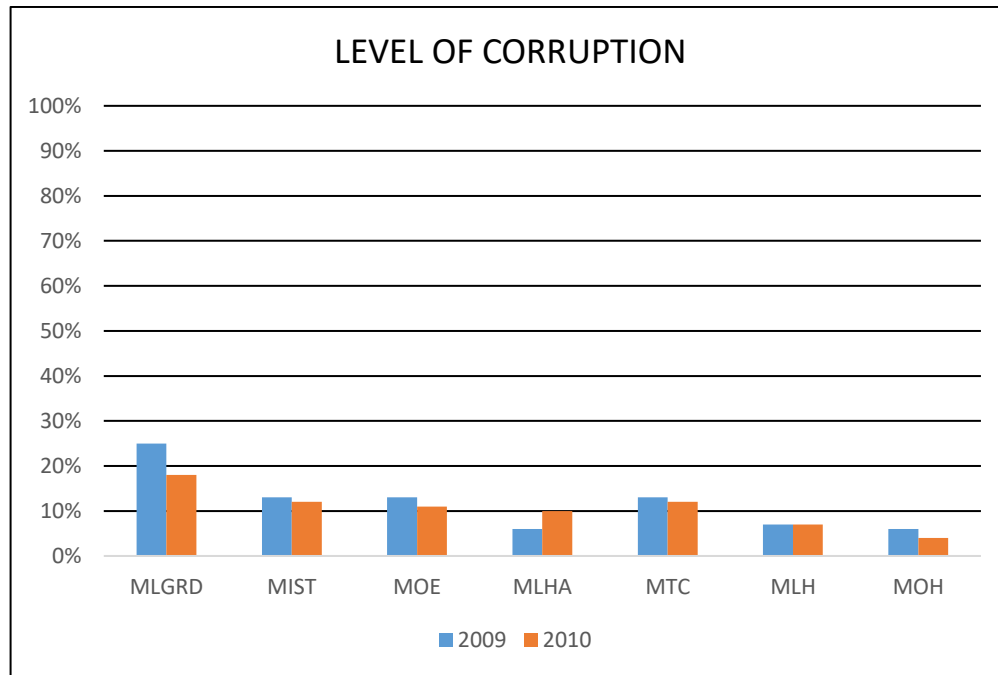


**Source: DCEC Annual Report (2015)**

In 2010, the DCEC received 1851 cases of corruption and there was a decrease of cases in 2011 and 2012 with 1800 and 1646 cases respectively. Corruption cases increased in 2013 to 1650 and a further decrease of cases was noted in 2014 where 1371 cases were received by DCEC. In 2015, cases of corruption increased to 1525 (DCEC 2015:12).

DCEC each year samples Ministries to evaluate the level of corruption through analysing the cases of corruption reported, and reports have indicated there is bureaucratic corruption. Figure 5.6 illustrate the level of corruption for the period of 2009 to 2010 (DCEC 2010:5)

**Figure: 5.6 Level of corruption in Ministries (2009-2010)**



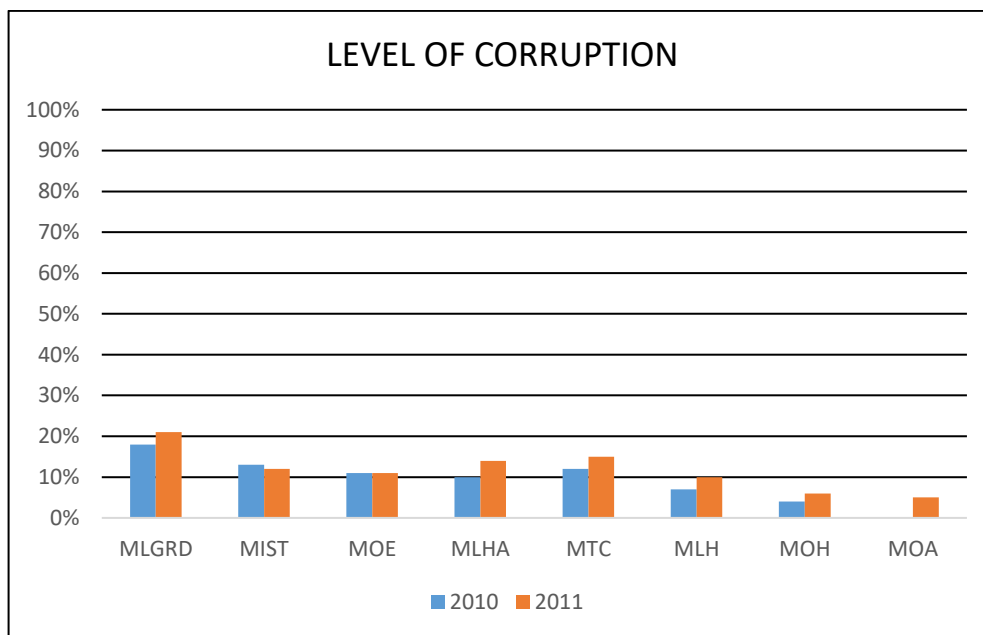
**Source: DCEC Annual Report (2010)**

The Ministries surveyed were: Ministry of Local Government and Rural Development (MLGRD), Ministry of Infrastructure, Science and Technology (MIST), Ministry of Education (MOE), Ministry of Labour and Home Affairs (MLHA), Ministry of Transport and Communication (MTC), Ministry of Lands and Housing (MLH) and Ministry of Health (MOH). MLGRD reported 25% of corruption out of the total received in 2009, and the cases slightly decreased in 2010 to 18%. In 2009, 14% of cases were received from MIST and MOE and 12% in 2010. Corruption cases received from MLHA in 2009 and 2010 were 6% and 10% respectively. The cases reported by MTC were 14% (2009) and 12% (2010). MLH corruption cases were 6% for both 2009 and

2010. In MOH corruption cases noted were 6% in 2009 and a slight decline in 2010 to 4%. The data indicated that corruption was high in 2009 and in 2010 there was a slight decrease.

Figure 5.7 illustrates the level of corruption in Ministries for the period 2010 to 2011.

**Figure 5.7: Level of corruption in Ministries (2010-2011)**



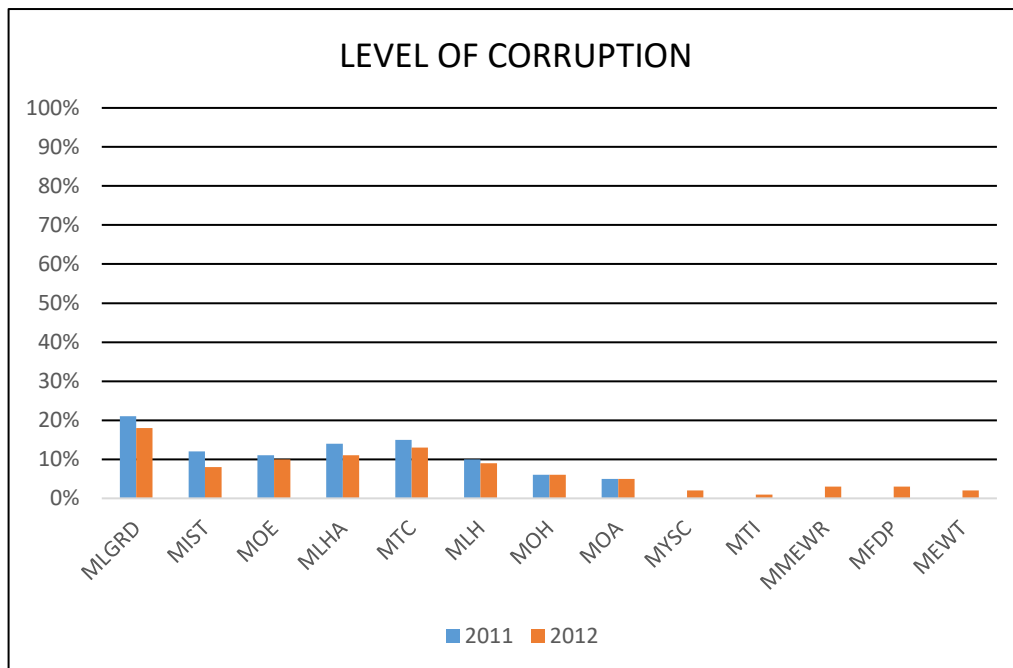
**Source: DCEC Annual Report (2011)**

The data revealed that the cases of corruption reported increased in most of the surveyed Ministries, in the exception of MIST and MOE in 2011. MLGRD had a 2% increase bring the total of cases to 20%. MIST had a small decrease of 1% compared to 2010. MOE reported the same number of cases. Cases of corruption reported in MLHA were 12%, with an increase of 2%. There were 14% of cases reported in MTC, showing an increase of 2% in comparison to 2010. Data indicated that MLH in 2011 had registered 10% corruption cases, with 2% of increase. Corruption cases in MOH

increased to 6% and Ministry of Agriculture (MOA) reported corruption cases were 5%.

Corruption cases reported in 2011-2012 are illustrated in Figure 5.8.

**Figure 5.8: Level of corruption in Ministries**



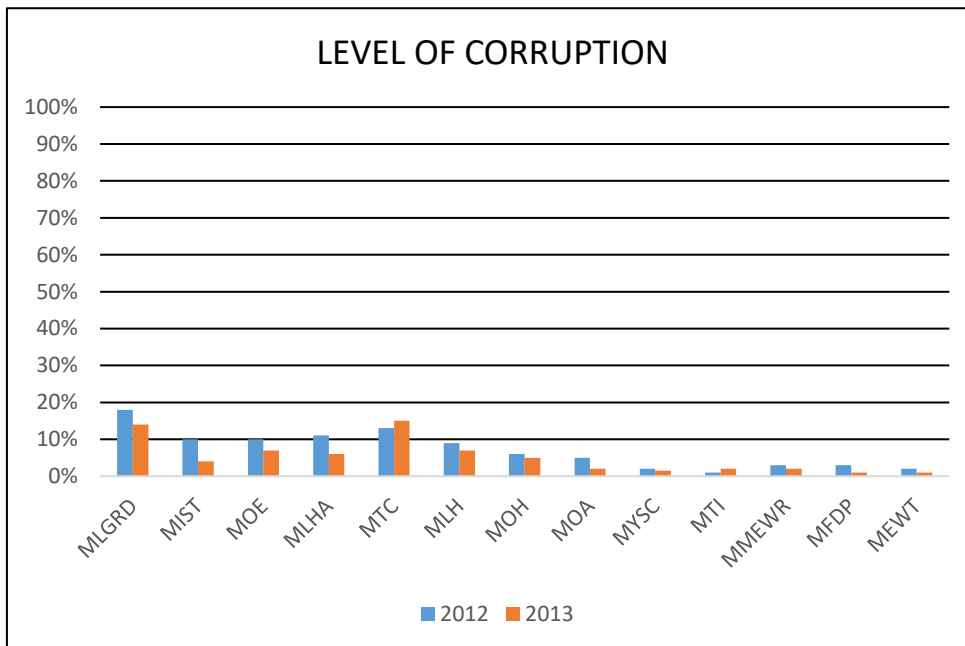
**Source: DCEC Annual Report (2012)**

Ministries such as Ministry of Youth, Sports and Culture (MYSC), Ministry of Trade and Industry (MTI), Ministry of Minerals, Water and Energy Resources (MMEWR), Ministry of Finance and Development Planning (MFDP) and Ministry of Environment, Wildlife and Tourism (MEWT) were also surveyed in 2012. Corruption cases in MLGRD dropped to 18% and 10% in MIST. In MLHA corruption cases decreased to 10% from 12%, while in MTC corruption reported were the same as in 2010. MLH reported corruption cases were 8%, which is 2% lower than in 2011. The corruption cases reported according to the data showed a small decrease in most of the Ministries, while MOH and MOA reported the same percentage as in 2011.

Corruption cases from MYSC was 3%, and from MTI the cases were 2%. MMEWR and MFDP corruption cases were 5% and MEWT had 4%.

Figure 5.9 illustrate the level of corruption cases for the year 2012-2013.

**Figure 5.9: Level of corruption in Ministries (2012-2013)**

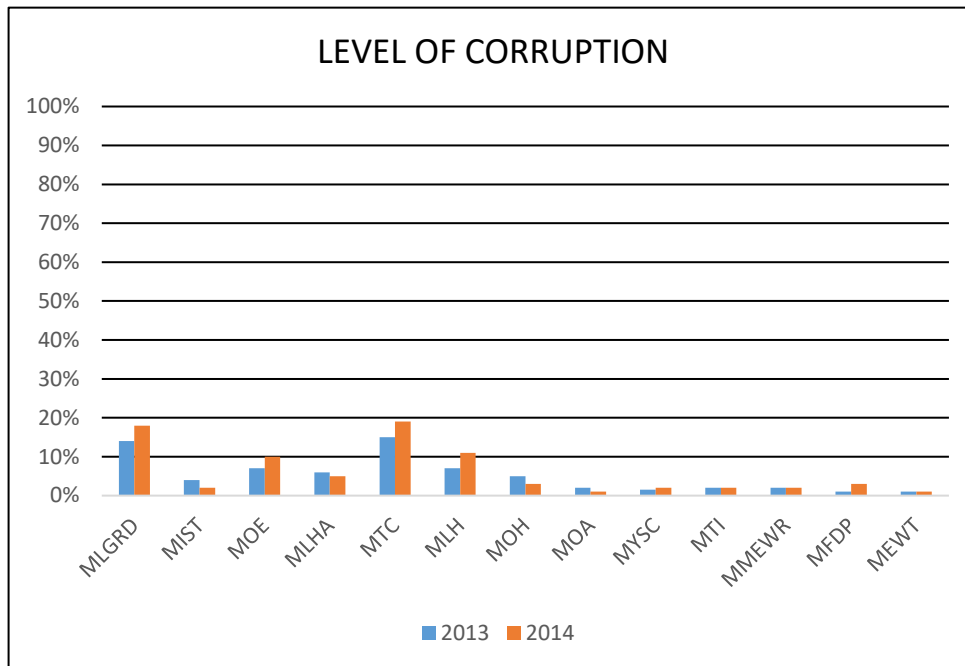


**Source: DCEC Annual Report (2013)**

In 2013, some Ministries had a slight decrease in corruption, while others noted an increase. Ministries such as MTC and MTI registered an increase in corruption level. Corruption in the two Ministries was 16% and 4% respectively. MLGRD corruption level was noted to be 15%, MIST was assessed at 4% and MOE at 7%. Corruption level in MLHA, MOH and MOA was at 6%, 7% and 5% respectively. MYSC corruption level was reported to be 2%. In MMEWR corruption level had decreased to 4%, MFDP and MEWT was 2%.

Corruption in the Ministries was on a steady increase in the year 2014 and 2015 as illustrated in Figure 5.10 and 5.11.

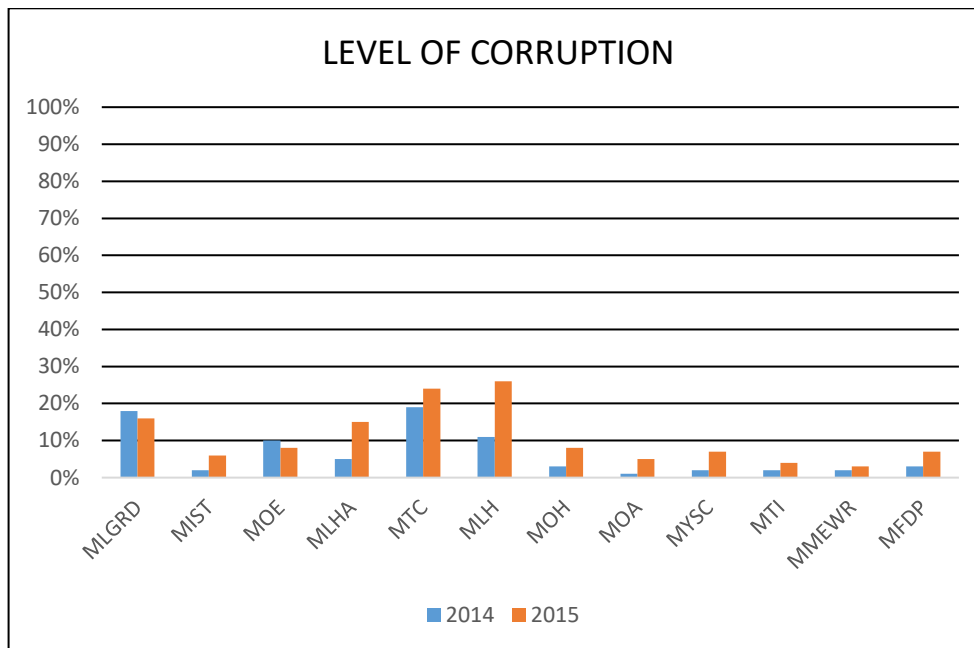
**Figure 5.10: Level of corruption in Ministries (2013-2014)**



**Source: DCEC Annual Report (2014)**

The data indicated that in 2014 corruption was on the rise in Ministries. Corruption levels in MLGRD, MOE, MTC, MLH, MYSC and MFDP had steadily increased to 18%, 10%, 19%, 11%, 3% and 4% respectively. The following Ministries reported a small decline in corruption: MIST (2%), MLHA (5%), MOH (4%) and MOA (2%). Corruption level in MTI, MMEWR and MEWT remained unchanged.

**Figure 5.11: Level of corruption in Ministries (2014-2015)**



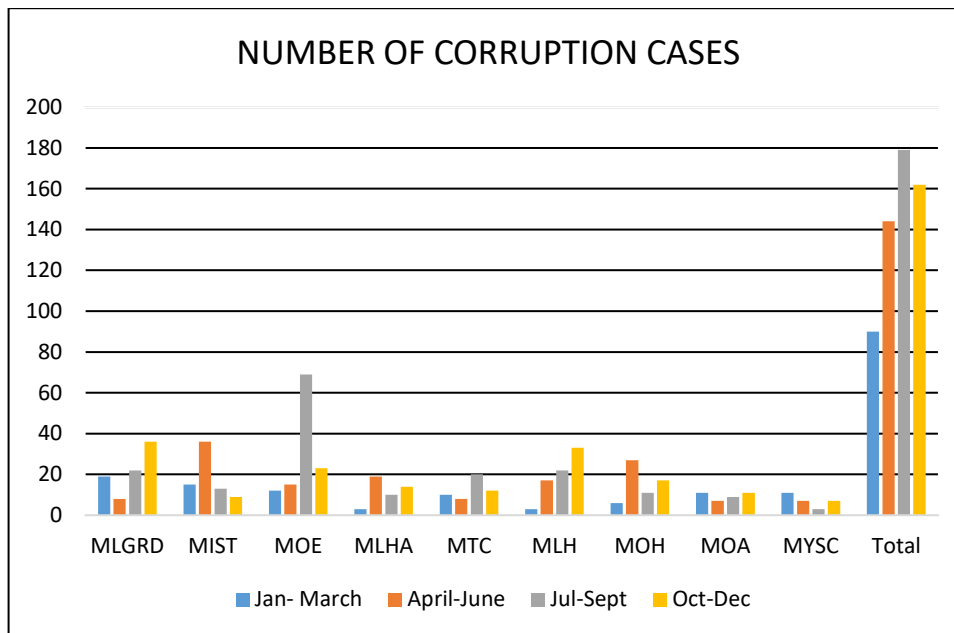
**Source: DCEC Annual Report (2015)**

In 2015, corruption level had increased in most of the Ministries. Ministries such as: MIST, MLHA, MTC, MLH, MOH, MOA, MYSC, MTI, MMEWR and MFDP experienced an increase in corruption. Corruption increased to in MIST (6%), MLHA (15%), MTC (24%), MLH (26%), MOH (8%), MOA (5%), MYSC (7%), MTI (4%), MMEWR (3%) and MFDP (7%) respectively.

The Ministerial Anti-Corruption Units are also inundated with reports on corruption. The DCEC Annual Reports 2013 to 2015 have highlighted the number of corruption cases the Units have received in MLGRD, MIST, MOE, MLHA, MTC, MLH, MOH, MOA and MYSC as illustrated in Figure 5.12, 5.13 and 5.14.



**Figure 5.12: Number of corruption cases received by Anti-Corruption Units (2013)**

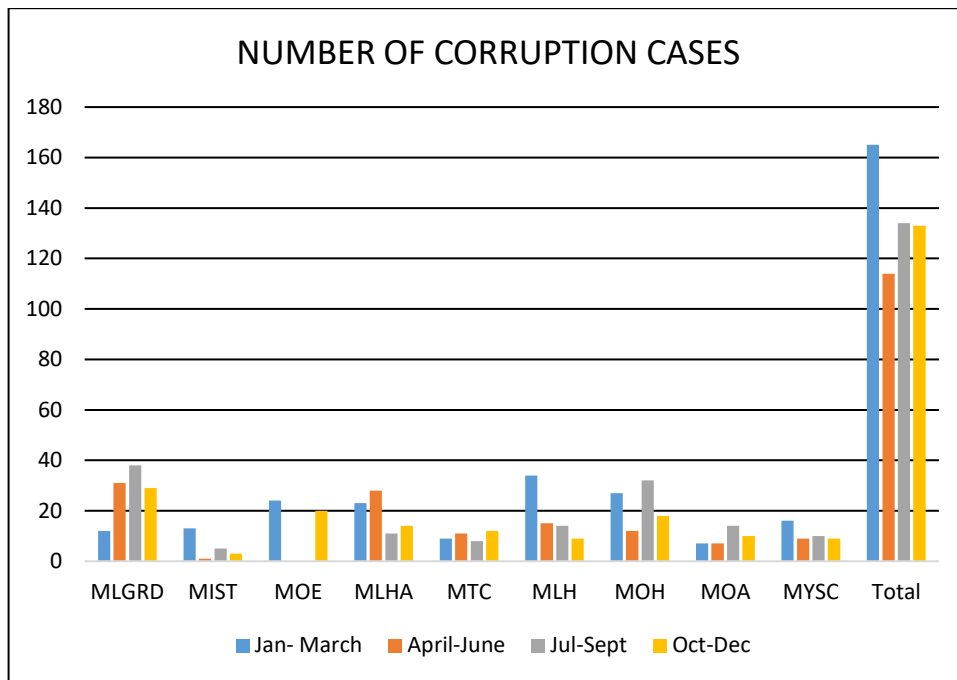


**Source: DCEC Annual Report (2013)**

Corruption cases reported in MLGRD was 85 cases and MIST had 73 cases. MOE had 119, MLHA 46, MTC 40, MLH 75, MOH 61, MOA 38 and MYSC 28 corruption cases. The total number of corruption received in the month between January to March was 90. In April to June period the number of cases increased to 144. An increase was also noted between July and September (179) and in October to December cases decreased to 162. The overall total corruption cases reported by the Ministerial Anti-Corruption Units was 575.

Corruption cases reported in 2014 are illustrated in Figure 5.13.

**Figure 5.13: Number of corruption cases received by Anti-Corruption Units (2014)**

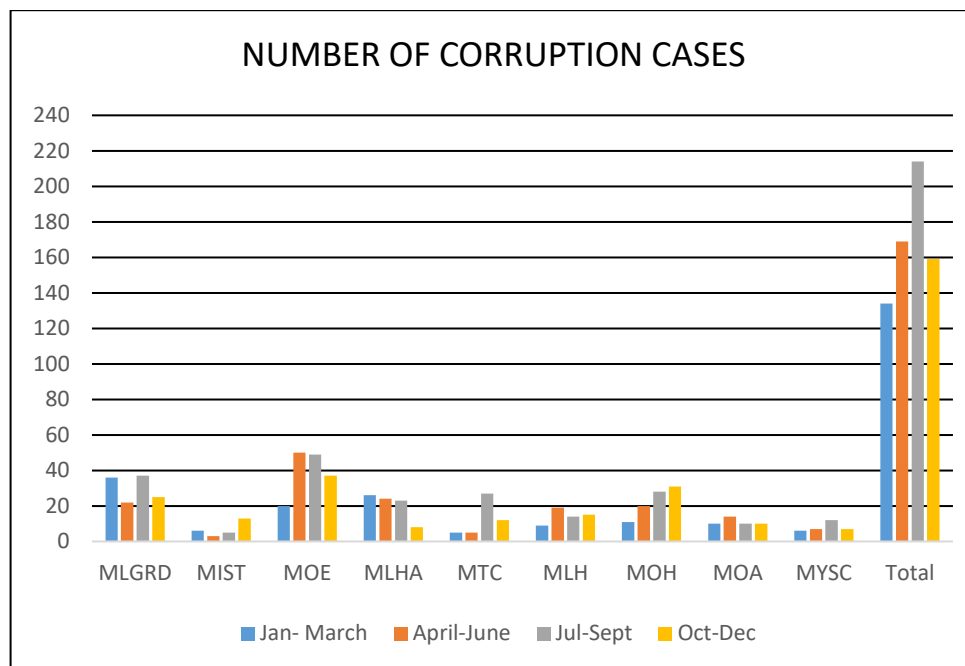


**Source: DCEC Annual Report (2014)**

The total corruption cases for the year 2014 in each ministries are: MLGRD 110, MIST 22, MOE 44, MLHA 76, MTC 40, MLH 72, MOH 89, MOA 38 and MYSC 44. Overall total corruption cases reported in January to March was 165. In April to June there were 114 corruption cases. 134 corruption cases were received between July to September and 133 in October to December. Corruption cases reported in the year 2014 was 546.

Figure 5.14 illustrate the number of corruption received by the Ministerial Anti-Corruption Units in 2015.

**Figure 5.14: Number of corruption cases received by Anti-Corruption Units (2015)**

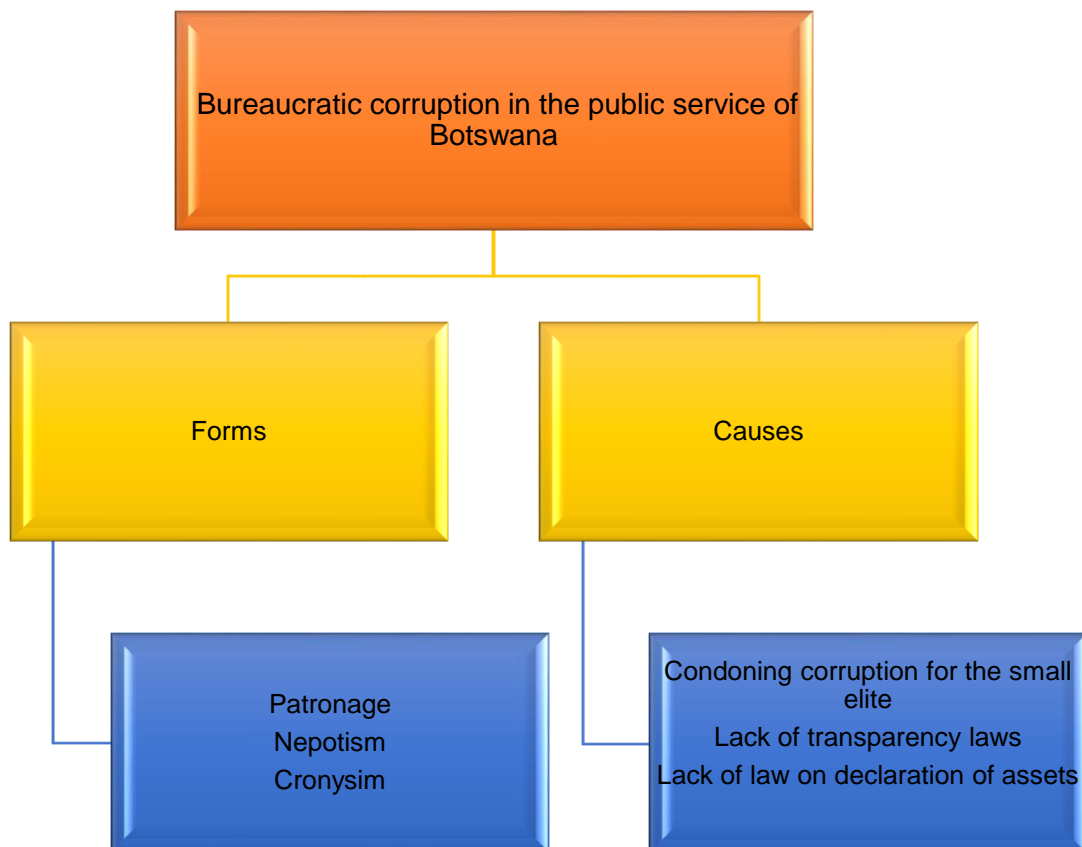


**Source: DCEC Annual Report (2015)**

According to the data, corruption cases received by the Ministerial Anti-Corruption Units steadily increased in 2015 in comparison to the previous years. The following number of corruption cases were noted: MLGRD 120, MIST 27, MOE 156, MLHA 81, MTC 49, MLH 57, MOH 90, MOA 64 and MYSC 32. The total number of corruption cases received for the period of January to March was 134. For the period of April to June the total was 169. 214 cases were received between July and September, while 159 was reported between October and December. The overall total of corruption received in 2015 was 676.

The forms and causes of public service bureaucratic corruption is highlighted in this section (Figure 5.15).

**Figure 5.15: Forms and causes of bureaucratic corruption: Botswana public service**



**Source: Author's own illustration**

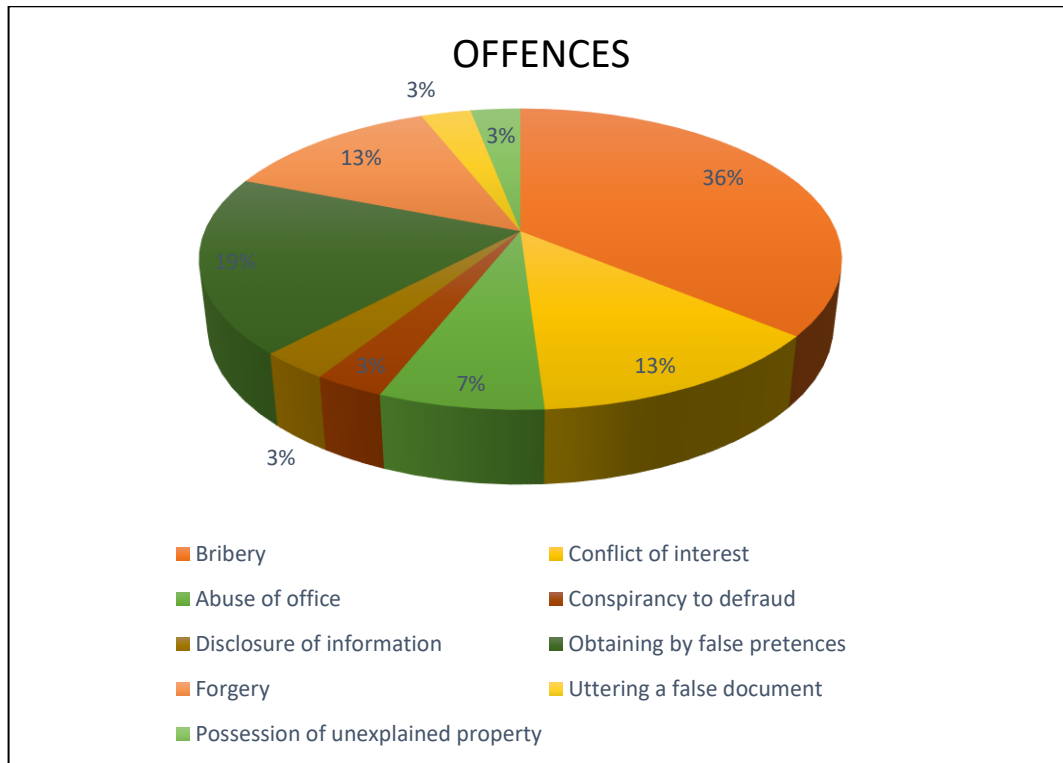
Patronage, nepotism and cronyism are prevalent in the Botswana public service because public sector officials family members and friends generally own companies which tender for the government and conflict of interest is often not disclosed (Molebatsi and Dipholo 2014:795). Nepotism, patronage and failure to disclose and declare assets in the public service were impelled by the government which resulted in a small elite to control its decision-making process for their own benefit. Consequently, corruption is condoned for this small elite who are entrepreneurial and the connection between public and private interests is distorted (Sebudubudu 2014:2).

Furthermore, the lack of transparency laws has resulted in bureaucratic corruption to rise in the Botswana public service. Botswana traditionally has a reputation of abiding by the democratic and freedom of expression principles in the constitution. However, it has lost this reputation by clamping down on media freedom, freedom of expression and the right of the citizenry to access information. In 2012 the ruling party opposed the adoption of the Freedom of Information Act, which was drafted in 2010. This enabled the public officials to abuse power (Kapunda and Moffat 2012:86). Furthermore, in April and May 2011 during the public service strike which was considered a massive action, the government deployed the public relations officer and government media control to work in the Office of the President. This was done to monitor the news aired. Consequently, only bias government views were aired on the state station (Kruis 2013:3).

Moreover, since 2014, the lack of freedom of expression and association including free media contributed to the fall in transparency, public voice and accountability in the public service. Botswana scored 47 out of 100 in transparency in the Resource Governance Index. The fall was attributed to cronyism, patronage and lack of transparency laws between the government and the private sector (OECD 2014:132). Also there is no law that requires public officials in Botswana to declare their assets. Consequently, it undermines the law which could prevent wrong doing and corruption in the public service (Kapunda and Moffat 2012:87).

DCEC highlighted the most occurring offences in the public service of Botswana illustrated in Figure 5.16.

**Figure 5.16: Most occurring offences**



**Source: DCEC Annual Report (2015)**

Bribery has been reported to be highest among corruption practices in Botswana public service, with 36%. Obtaining by false pretences (19%) is the second most common offences and conflict of interest and forgery are third with 13%. Abuse of office is ranked fourth with 7% of occurrence. Disclosure of information, possession of unexplained property, conspiracy to defraud and uttering a false document are the lowest common offences rated at 3%.

The Ministries conducts transaction monitoring exercise yearly, to evaluate detect corrupt and fraudulent activities. In 2014 the findings revealed that the following corruption activities were in Ministries:

- Payment for undelivered goods
- Favouritism in recruitment



- Unfair training opportunities
- Conflict of interest
- Inflated prices for goods and services
- Collusion in the awarding of tenders
- Fraudulent awarding of licences and permits
- Stealing of government property and misuse of vehicles
- Leakage of official information
- Fraudulent claims (overtime, substance and salaries)
- Ghost beneficiaries (employees and students) (DCEC 2014:42).

In 2015, the findings from the transaction monitoring exercise highlighted the following corrupt activities in the Ministries:

- Non adherence to tender procedures
- Non adherence to licensing procedures
- Misuse of travel allowance
- Fraudulent overtime claims
- Conflict of interests
- Favouritism in recruitment and promotions
- Theft of government property
- Purchasing from friends and relatives
- Bribery in contract management
- Suspicions of corruption in the allocation of land and boreholes (DCEC 2015:50).

## **5.2.2. Transparency and accountability mechanisms: Botswana public service**

### **Performance management**

This section provides an overview of the performance management process in the Botswana public service. The performance management system was introduced in the 1990s as a mechanism to enhance accountability and transparency in the public service. The focus was on establishing performance measurements to assess its effectiveness and efficiency. The establishment of clear and actionable lines of accountability and service standards were underscored (Marobela and Mawere 2011:5311). The performance management system is based on ethical and operational principles which ensures that the system is fair and achieves its purpose of assessing performance in an equitable manner (Bulawa 2012:322).

The performance management system is implemented as a corrective system and not utilised to punish those who under perform. Performance review meetings are characterised with honesty and openness and the officials expresses their concerns freely without discrimination and intimidation (Tshukudu 2014:27). A balanced scorecard and performance based rewards system was adopted to measure performance in the public service. Consequently, it is simple to recognise exceptional performance and public officials are promoted based on competence and merit rather than seniority (Kealesitse, O' Mahony, Lloyd-Walker and Polonsky 2013:34).

To ensure transparency in the performance management system, the Public Service Reform Unit (PSRU) in the office of the President facilitates, monitors and evaluates the performance system. The PSRU provides advice to enhance the management of service standards (Bulawa 2012:34). Also, the National Strategy Office (NSO) plays a crucial role in facilitating





transparency and accountability in the performance management system. The NSO ensures that the government institutions submit their bi-annual reports timeously (Marobela and Mawere 2011:5312). Furthermore, various committees have been established to ensure the performance management system is effective. The Ministerial Performance Improvement Committee is tasked with reviewing public service performance quarterly and the Performance Improvement Committee of Permanent Secretaries for Permanent secretaries to engage and acquire enhanced solutions to improve performance in the public service (Bulawa 2012:322).

### **Financial reporting**

Public finance management and budgeting is controlled through the Constitution of Republic of Botswana, 1966. The process and procedures to manage public finances are stipulated (section 117 of the Constitution of the Republic of Botswana, 1966). The administration of finance and the budget in the Botswana public service is the primary function of the Ministry of Finance and Development Planning, Minister of Finance and Development Planning and line ministry accounting personnel. Their roles and responsibility are regulated by the Public Finance and Audit Act, 2011 (Act 2 of 2011) to ensure that all revenues and expenditure, assets, and liabilities are managed efficiently and effectively (Botlhale 2011:28).

Botswana adopted the International Public Sector Accounting Standards (IPSAS) and advanced from using cash based accounting to accruals accounting which provides a clear understanding and transparency of all costs and revenues (Haruna and Vyas-Doorgapersad 2016:7). Government Accounting and Budgeting System (GABS) is the integrated financial management system adopted since 2002. The implementation of GABS has led to a high level of predictability, transparency and accountability. Work is conducted according to the set rules and standards (Tonkope, Baliyan

and Tobedza 2017:104). Hence reporting is conducted timeously and information is accessible and comprehensible which enhances transparency. Also accountability is facilitated through GABS by comparing the actual and the budgeted results on income and expenditure. This has resulted in low incidents of financial corruption (Botlhale 2011:29).

The Public Finance Management Reform Programme (PFMRP) which was implemented focuses on addressing challenges with the management of public finance. The purpose is to strengthen financial management system and to maintain financial discipline and accountability (OECD 2014:132). Through PFMRP, Public Expenditure and Financial Accountability (PEFA) was established in 2009 to hold the public official accountable for the utilisation of public funds and promote transparency in financial reporting. The public service financial status is assessed and transparency and comprehensiveness is achieved (Botlhale 2011:27). Botlhale discusses how PFMRP is intended to strengthen financial control.

The implementation of Public Financial Accountability (PFA) arrangements between Executive, Parliament and Judiciary established through the Botswana Public Accounts Committee (PAC) ensures that public funds are utilised properly. Furthermore, it ensures that value for money is achieved when public funds are utilised (Haruna and Vyas-Doorgapersad 2016:8). The PFA also entails explaining, justifying conduct and interrogating actions. By so doing the resources are equitably allocated with the intention to benefit the nation than the privileged few (Tonkope et al 2017:106).

## **Records management**

The records management strategy was implemented in the early 1960s to enhance the smooth functioning of the public service. Furthermore, the purpose of the records management strategy is to enhance transparency,



accountability and prevent corruption (Ngoepe and Keakopa 2011:148). To promote transparency, the Botswana National Archives and Records (BNARS) was established in 1978 under the Archives Act to improve the flow of information and accuracy and is mandated with the preservation, control and disposal of records. BNARS achieves its objectives through coordinating and managing records management practices (Sebina, Moahi and Bwalya 2014:241).

The Botswana public service has a regulating framework under BNARS to maintain transparency and accountability such as the Botswana National Archives and Records Services Records Management Policy 2009 which compels the public service to implement policies, procedures and systems to maintain and preserve government records (Jain and Mujama 2017:104). Through the Botswana National Archives and Records Services Records Management Policy, the public service is obliged to appoint staff to oversee the management of records so that record management is strengthened to avoid retaining misleading information which might lead to manipulation, corruption and fraud (Ngoepe and Keakopa 2011:149). The Botswana National Archives and Records Services Records Management Procedure Manual 2009 is another regulating mechanism which provides guidance for records management procedures and practices. Furthermore, it addresses issues related to mail management, file management, retention and disposal of records. Hence, the public officials are able to keep accurate records which in turn provide evidence of administration and operation (Bwalya and Mutula 2015:175).

### **Public procurement regulation**

Botswana is one of the first countries in Africa to introduce public procurement legislation to evaluate and monitor public service procurement. It is considered an early reformer in public procurement and

serves as a benchmark for other countries. Countries such as Uganda have adopted Botswana's procurement strategy to manage the procurement process (Quinot and Arowsmith 2013:36). All public procurement is subject to the Public Procurement and Disposal Act 2002 and the regulations of Public Procurement Disposal Act 2002 are executed through the Public Procurement and Asset Disposal Board Operations Manual 2008. The latter Manual of 2008 provides standard operational policies and procedures for public procurement (Nyeck 2016:281).

To promote transparency and curb corruption in public procurement, Botswana established an integrated system to circulate and collect procurement information such as requests for proposal, tender information and contract awards. The system provides updated information on all contracts at central government (Botlhale and Lotswao 2015:43). Procurement plans are published on institutions, PPADB websites including the government portal. The plans are posted timeously to enable all the contractors and suppliers to have access to the information and ensure fairness and equality (Tonwe 2013:12).

Accountability is enhanced through ensuring that there is clarity and separation of responsibilities assigned to the public officials to avoid conflict of interest and illegal involvement in the execution of procurement transactions (OECD 2014:136). Furthermore, quality control standards have been established to assess and evaluate public procurement official's performance and ensure integrity in managing tenders and awarding contracts (Quinot and Arowsmith 2013:33). Moreover, procurement actions cannot be initiated without proper and approved budgets. Consequently, the financial management and procurement systems are interfaced to hold public officials accountable for engaging in any procurement transactions without approval (Nyeck 2016:281).

## E-government

Botswana introduced Information and Communication Technology (ICT) in the public service in the 1980's, and has since invested substantially in developing and growing ICT through the introduction of e-government to facilitate transparency and accountability in the public service (Bwalya and Zulu 2012:240). Through the National ICT policy called Maitlamo adopted in 2007, Botswana e-government strategy focuses on facilitating equitable and universal access to information for the public. All government information and services is available on a single government portal and accessible from all locations throughout the country. Furthermore, the online portal service is client oriented and provides clear instructions for users to access information and services (Nkwe 2011:128).

A common look and feel is adopted across the government portal and websites to encourage uniformity throughout the institutions. This as a result facilitates the adoption of common transparency and accountability measures (Nubafu and Maiga 2012:32). Furthermore, the public service in Botswana has similar website designs containing various information on government activities. The information ranges from contact details to question and answer forums. The public service has digitised core work by introducing e-procurement, e-legislation, administration information share centre, local government information system, e-project evaluation and e-document (Mosweu 2016:5).

Ensuring accountability through e-government is achieved by securing the government websites and portals. Thus e-signatures are included in the published information online so that the citizenry is aware of whom to hold accountable (Bwalya and Zulu 2012:248). Furthermore, e-signatures ensure that information provided can be relied upon without manipulation. The

citizenry can confidently trust government actions which is revealed by them taking responsibility for its functions (Nubafu and Maiga 2012:33).

## **Meritocratic recruitment**

The Botswana public service is regarded the most professional in Africa because of limited interference by politicians. Consequently, it was able to organise and adopt an enhanced staffing strategy (Cypher 2014:260), that is, it is merit based, which implied that human resource recruitment and promotion was considered according to qualifications. For example, DPSM created a portal for unemployed graduates to upload their details. This pool is utilised to filling vacancies in government (Kanyenze, Jauch, Kanengoni, Madzamuse and Muchena 2017:108).

The recruitment system in the Botswana public service ensures equal opportunities and fairness for all applicants. There are also clear career paths, guidelines for recruitment and promotion. Furthermore, the recruitment policy is published on the government website and portal which is easily accessible. The job requirements and competencies are clearly stipulated in the policy (Ezrow and Fraritz 2013:17). Moreover, vacancies are advertised in the institution, websites and newspapers which is clear and concise for all to understand. The jobs are advertised for a period of a month so that every citizen has adequate time to submit an application (Thoroethin 2014:260). There are quality control mechanisms to monitor and assess the recruitment process in the public service. Recruitment and promotion boards have been established to evaluate the recruitment and promotion process to ensure that the rules and regulations are implemented (Cypher 2014:261).

### 5.3. SUMMARY AND CONCLUSION

Botswana is considered to excel in good governance practices and is rated high by many international governance institutions. For example, Mo Ibrahim Index of Governance in Africa ranks Botswana high in transparency and accountability since 2006. Also the Transparency International Corruption Index perceives Botswana as a role model in terms of good governance and its ability to curb public service corruption. Despite these praises, bureaucratic corruption does exist in the public service of Botswana. Bureaucratic corruption such as nepotism, patronage, bribery, fraud and cronyism has been alleged to be on the rise in the Botswana public service. Corruption has been attributed to the coalition of the government with the elite to benefit the limited privileged which has created an opportunity for increased corruption.

Furthermore, Botswana focused on creating and maintaining the image of a clean and successful country while bureaucratic corruption, which was on the increase in the public service was disregarded. The rise in bureaucratic corruption was inevitable because there are no laws which require public officials to declare their assets and business interests. Moreover, there are no laws which prescribe to, for example, freedom of expression while public officials are prohibited from expressing their perceptions. The government abuses its power and authority to silence the public officials while portraying a sound image to the world. The strike in 2011 revealed how public officials were denied their right to freedom of expression and how government broadcast and published misleading information to the nation.





## **CHAPTER SIX**

### **GOOD GOVERNANCE PRACTICES IN THE BOTSWANA PUBLIC SERVICE: EMPIRICAL FINDINGS**

#### **6.1. INTRODUCTION**

The previous chapter expounded upon good governance practices in the Botswana public service. The purpose of this chapter is to present and discuss the empirical findings of this study. The study gathered data specifically in terms of transparency, accountability and corruption from respondents in the Ministry of Labour and Home Affairs, Ministry of Investment, Trade and Industry, Ministry of Local Government and Rural Development and the Ministry of Youth, Sports and Culture.

The study utilised a semi-structured questionnaire as the method to collect data, ATLAS.ti as the data analysis tool for the open-ended questions and SPSS to analyse the quantitative questions. The data collected through these semi-structured questionnaires was analysed, interpreted and discussed in relation to good governance practices in the Botswana public service. The questions in the survey were derived from the research questions as outlined in chapter one section 1.5. The survey explored the following elements of good governance: transparency and accountability including corruption as an obstacle to good governance.

The questionnaire was divided into five sections. Section one focused on background information such as the name of the ministry where the respondent works, post level, gender, age and tenure. Section two dealt with understanding the concept good governance, crucial key elements of good governance and challenges in the promoting thereof. The purpose of section two was to establish whether the public officials understood good governance; acquire clarity of the principles thereof and the respondent's opinion of the impediments to realise the practice in the public service.



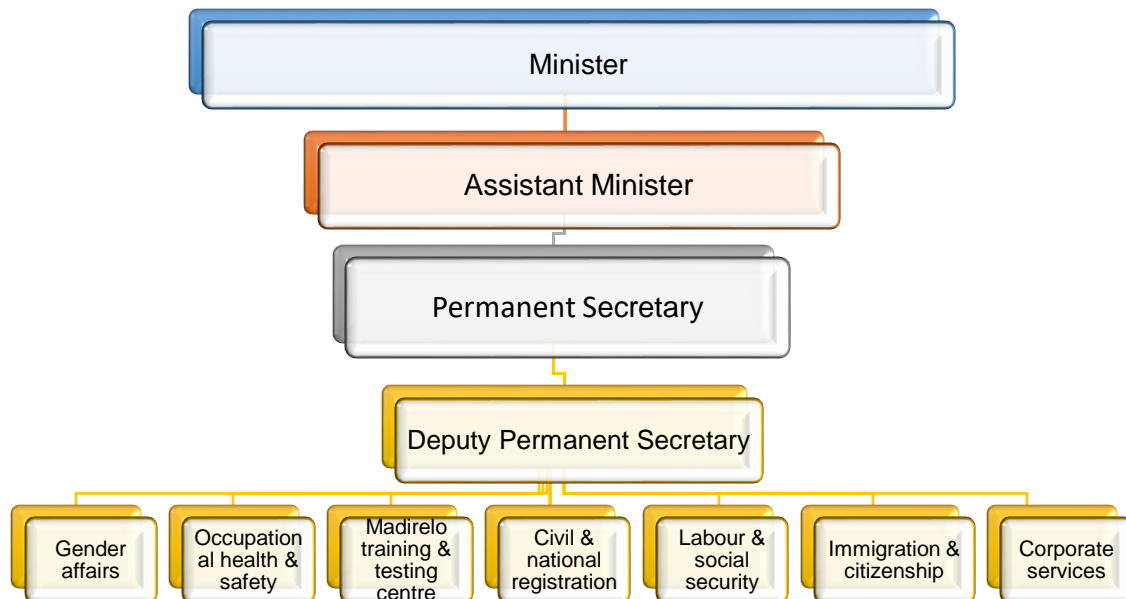


Section three interrogated the significance of transparency as a cornerstone of good governance (as was argued in chapter three). Section three intended to verify this assumption. The purpose of section four was to acquire an understanding of the role accountability plays in achieving good governance in the public service. Accountability, as with transparency, has been argued to be one of the key elements of good governance. The last section (section five), focused on bureaucratic corruption. The aim of this section was to assess its impact on the practice.

## **6.2. ORGANISATIONAL STRUCTURE**

This section provides an overview of the organisational structures of the population to illustrate how each institution is structured. Figures 6.1, 6.2, 6.3 and 6.4 below illustrate the organisational structures for the Ministry of Labour and Home Affairs, the Ministry of Investment, Trade and Industry, Ministry of Local Government and Rural Development and the Ministry of Youth, Sports and Culture respectively.

**Figure 6.1: Ministry of Labour and Home Affairs**

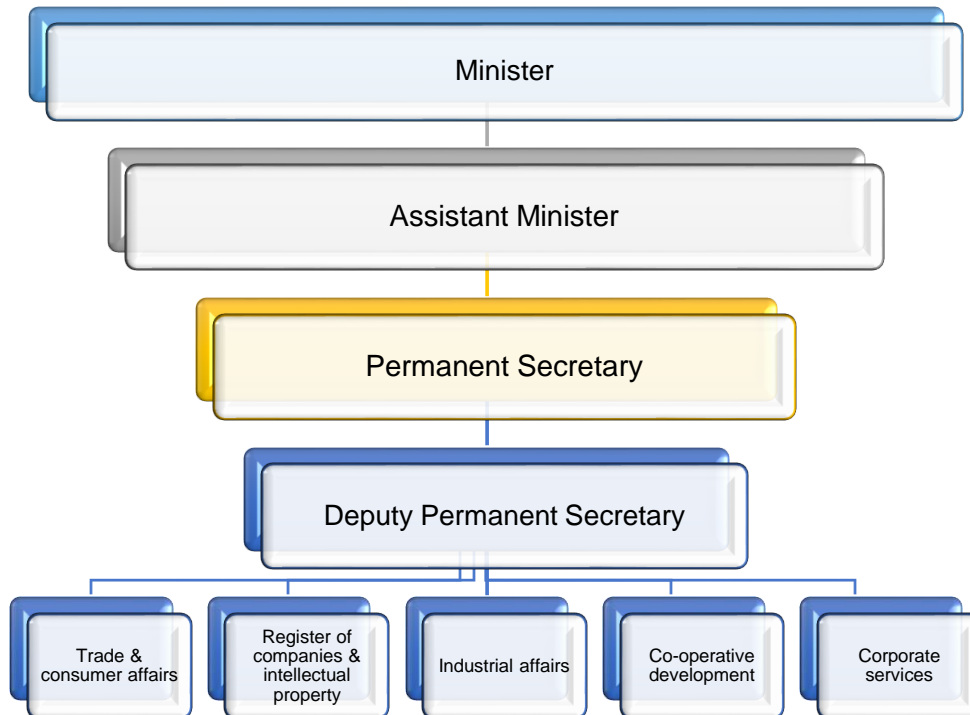


**Source:**<http://www.gov.bw/ministry-of-labour-home-affairs-mhla>

The Ministry of Labour and Home Affairs manages labour and homeland services through the promotion of social and industrial harmony and homeland security. To achieve this vision the Ministry works in cooperation with the following seven (7) departments: The Gender Affairs department promotes gender equality, coordinates and facilitates capacity building in various aspects of gender and development. The Department of Occupational Health and Safety is tasked with ensuring a healthy and safe working environment. The Madirelo Training and Testing Centre department oversees job and institutional training in public technical colleges. The Department of Civil and National Registration coordinates registration of births, deaths, marriages, societies and issuances of national identity cards. The Labour and Security department manages and coordinates labour matters while the Department of Immigration and Citizenship coordinates the movement of people through processing visa

and residents permit applications, issues passports and manages border control systems.

**Figure 6.2: Ministry of Investment, Trade and Industry**

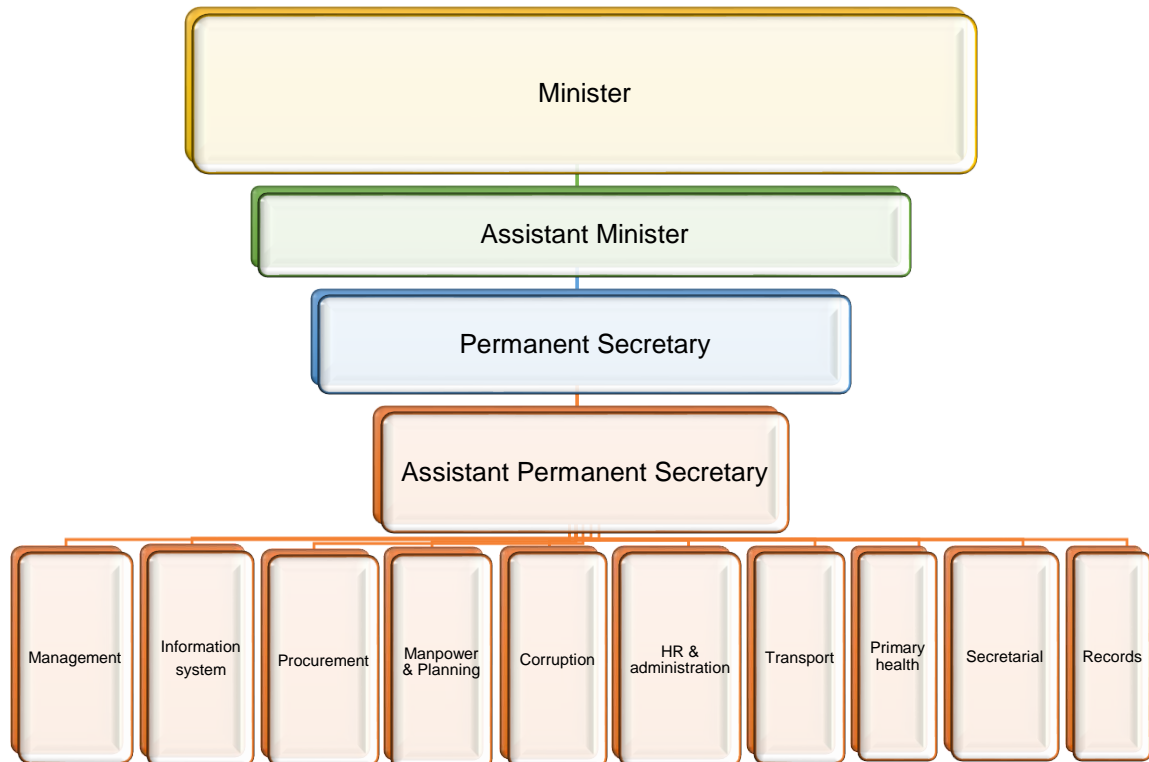


**Source:**<http://www.gov.bw/ministry-investment-trade-industry-miti>

The Ministry of Investment, Trade and Industry focuses on promoting and attracting domestic and foreign productive investments in the industrial and commercial sectors. The Department of Trade and Consumer Affairs regulates both trade and consumer matters by ensuring that consumers are protected. The Register of Companies and Intellectual Property department registers businesses and companies as well as protects intellectual property rights. The Industrial Affairs department fosters, promotes and develops the welfare of wage earners and improves the working conditions of the wage earners. The Department of Co-operative Development facilitates the generation of economic growth through cooperative actions while the

Corporate Service department ensures the smooth running of the institution.

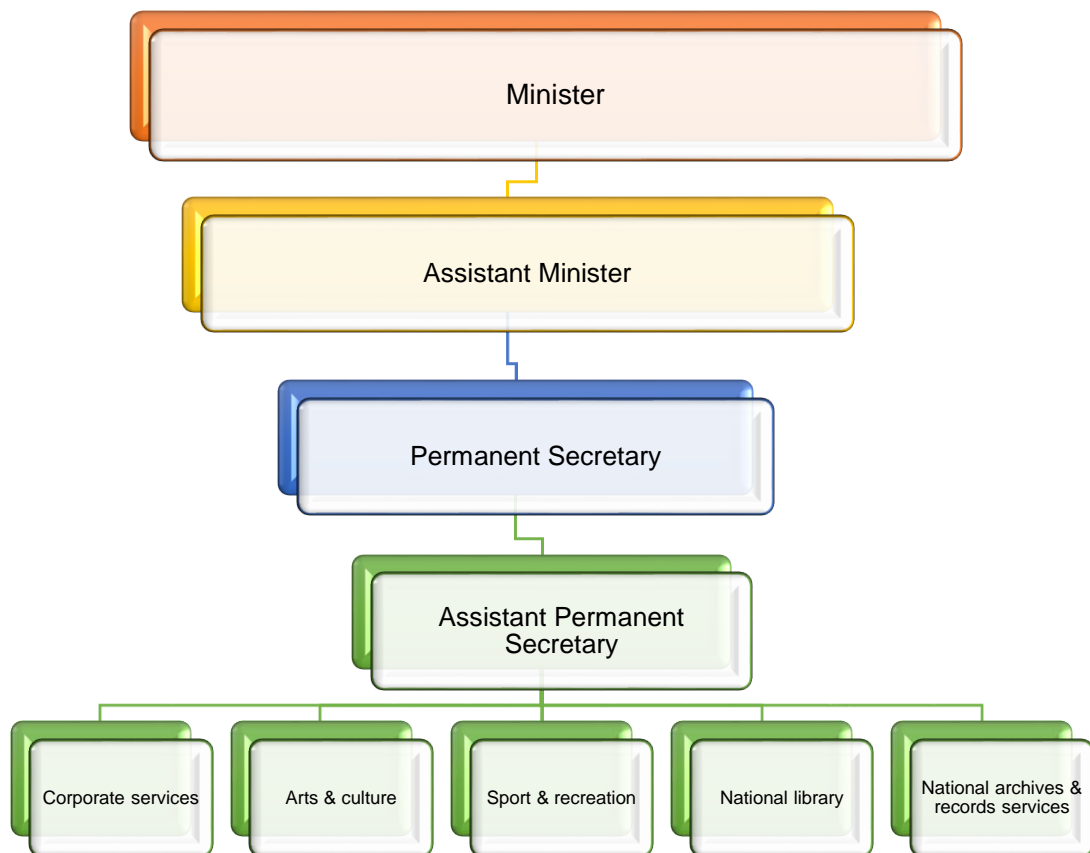
**Figure 6.3: Ministry of Local Government and Rural Development**



**Source:** <http://www.gov.bw/ministry-local-government-mlg>

The Ministry of Local Government and Rural Development’s vision and mission is to deliver effective local governance, social services, social protection and basic infrastructure by creating an enabling environment for the Botswanan citizenry. Ten departments were established in the Ministry of Local Government to fulfil its vision and mission: Management, Information Systems, Procurement, Manpower and Planning, Corruption, Human Resource and Administration, Transport, Primary Health, Secretarial and Records department.

**Figure 6.4: Ministry of Youth, Sports and Culture**



**Source:** <http://www.gov.bw/ministry-youth-sports-and-culture-mysc>

The vision and mission of the Ministry of Youth, Sports and Culture is to promote youth upliftment and develop and preserve sports and culture. The Ministry of Youth, Sports and Culture achieves its goals through the following departments: Corporate Service, Arts and Culture, Sport and Creation, National Library and National Archives and Records Services. The Department of Arts and Culture promotes and preserves the development of arts and culture in Botswana. The Sports and Recreation department manages sports activities and ensures equitable access and opportunities for all citizens. The National Library department is tasked with the collection



and preservation of published documents and availing these to the public while the National Archives and Records Services manages all historical records and information.

## **6.3 EMPIRICAL FINDINGS**

In this section the empirical findings are presented and analysed and will cover the following sections of the survey: section one (background information of the sample), section two (good governance), section three (transparency), section four (accountability) and section five (corruption).

### **6.3.1. Background information**

Section one of the survey focused on collecting information on the demographic composition of the population. The data was analysed using the questionnaire outline which was divided into post level, gender, age and tenure. Most of the respondents because of the nature of the questions posed, did not want to reveal their post level, age and tenure. Twenty seven percent (42) participants of the 157 revealed their post level. The results were as follows (Figure 6.5):

**Figure 6.5: Post level composition**

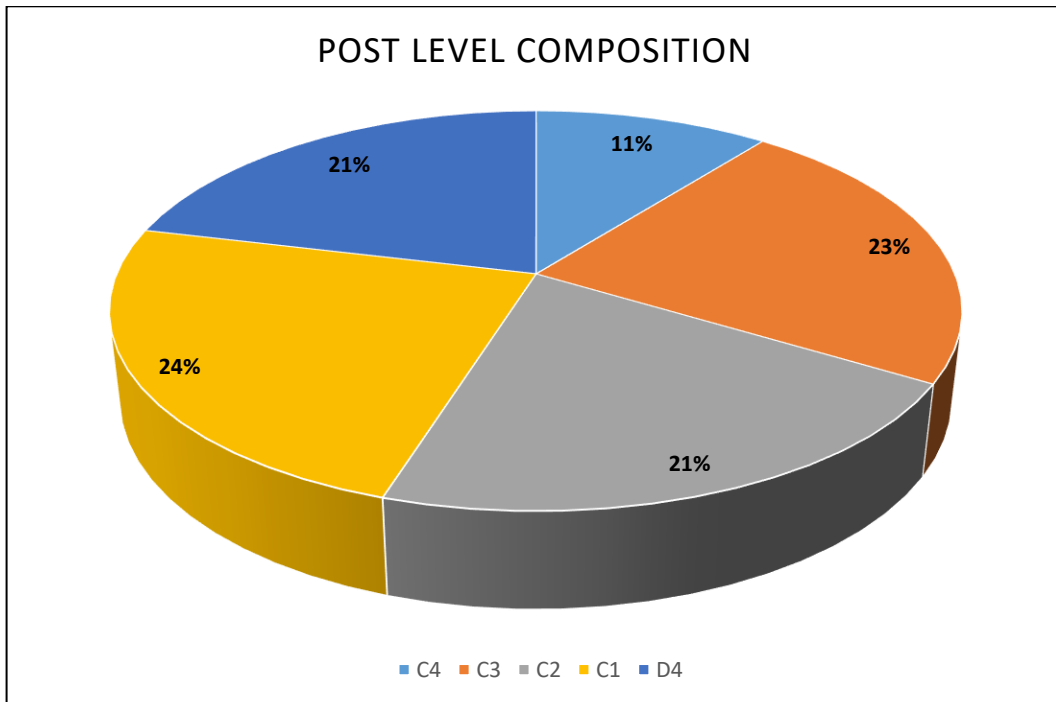
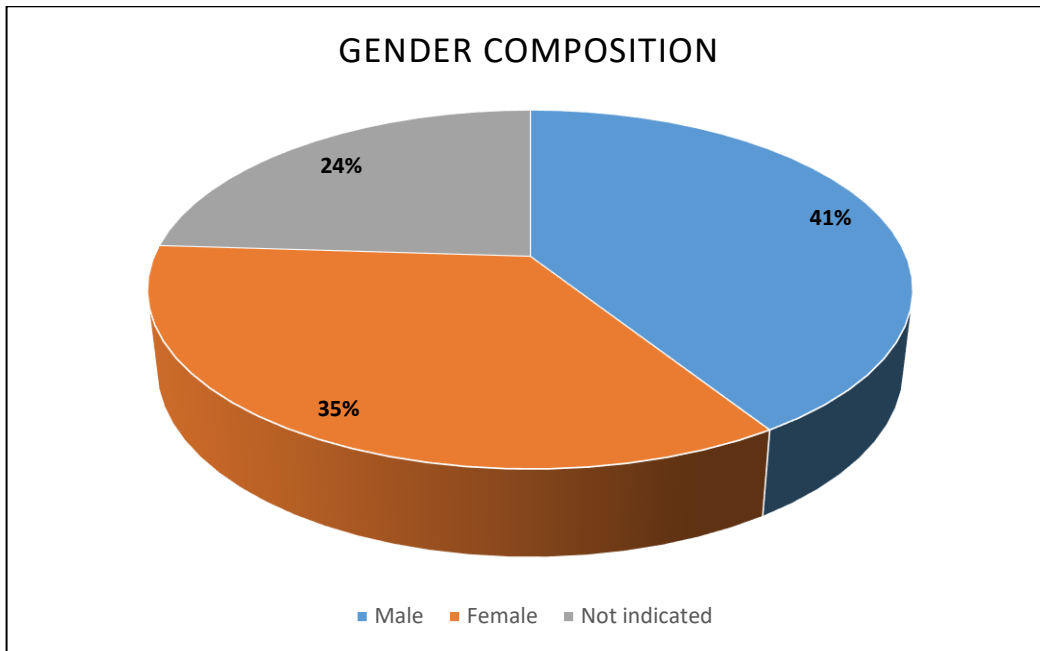


Figure 6.5 revealed that:

- Twelve percent (5) participants on C4 level
- Twenty six percent (11) participants on C3 level
- Twenty four percent (10) participants on C2 level
- Seventy percent (7) participants on C1 level
- Twenty four percent (10) participants on D4

In terms of the gender composition, seventy six percent (119) of the respondents revealed their gender as illustrated in Figure 6.6.

**Figure 6.6: Gender composition**



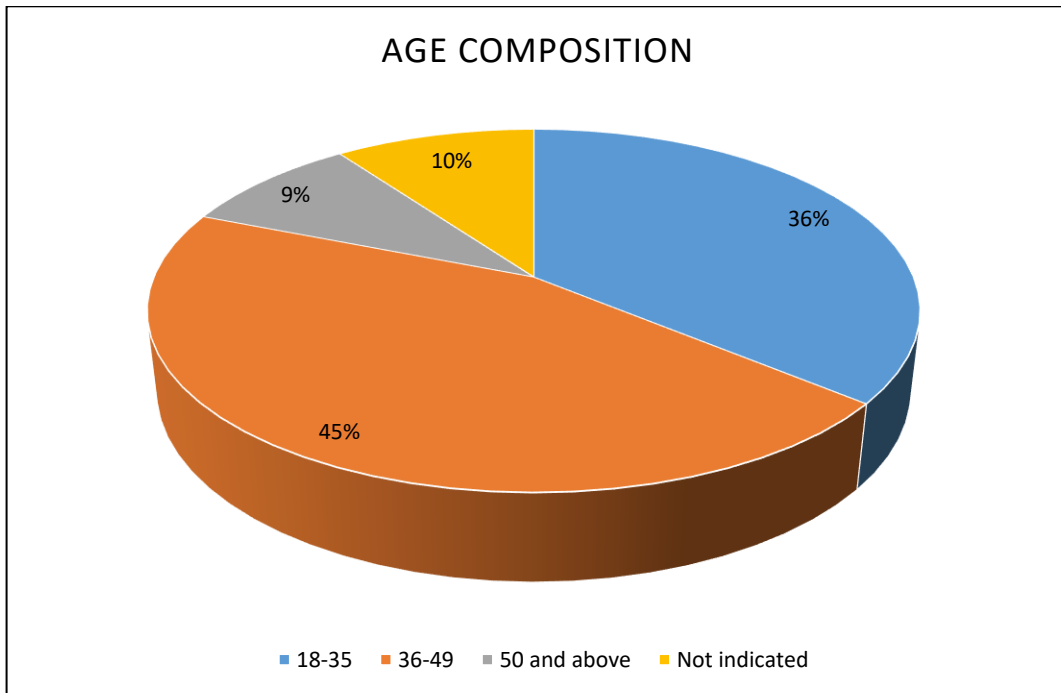
According to the data collected, the following number of males and females responded to the questionnaire:

- Thirty five percent (55) male.
- Forty one (64) female.

According to the data, ninety percent (142) of the respondents completed the section on age. Figure 6.3 illustrates the information on age composition of the sample.



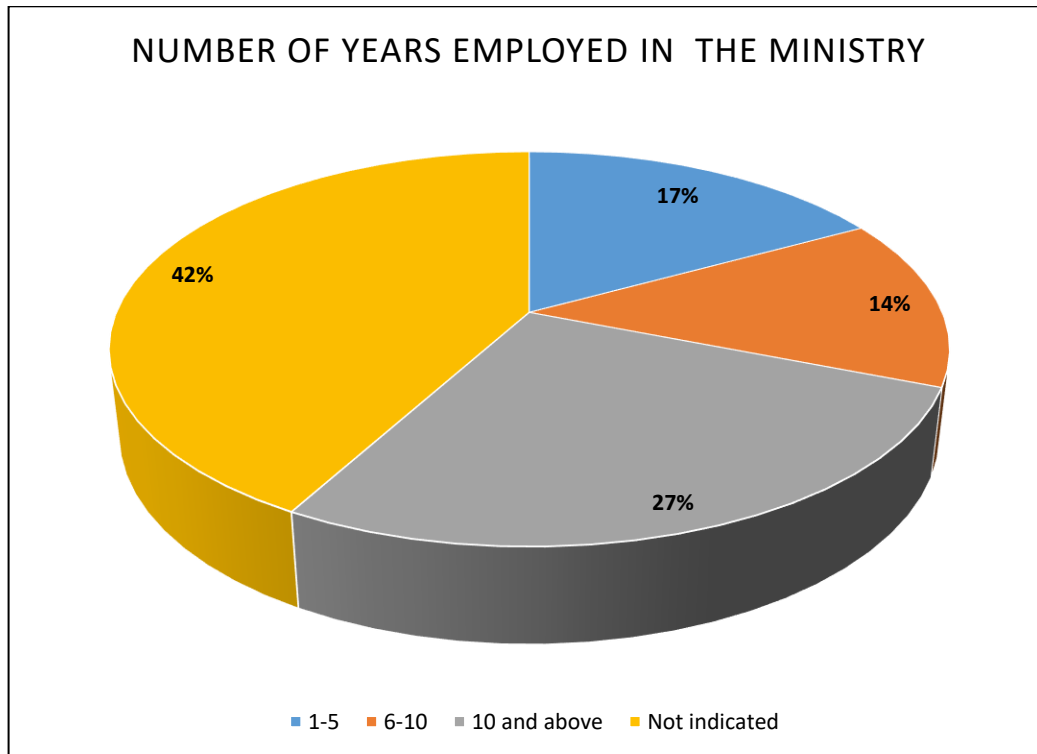
**Figure 6.7: Age composition**



Thirty six percent (57) of the respondents are in the age range of eighteen to thirty-five while forty five percent (71) in the age range of thirty six to forty nine and nine percent (14) in the age range of fifty years and above. The data revealed that the population is spread across the stipulated age ranges (18-35, 36-59, 50 and above).

The number of years the participants have been working at the ministry was based on the range (1-5 years, 6-10 years, 10 and above). The information is presented in Figure 6.8.

**Figure 6.8: Number of years employed in the Ministry**



The data revealed that seventeen percent (27) of the participants who had been with the ministry for approximately 1-5 years. Fourteen percent (22) of the respondents had been employed between 6-10 years at the Ministry. Twenty seven percent (43) of the participants had been working at the Ministry for 10 and above years, while forty two percent (65) of the participants did not reflect how long they had been working.

### **6.3.2. Section two: Good governance**

The purpose of section two, which focused on good governance, was to determine whether the participants had a basic understanding of the practice. Questions 1, 2, 8, 9, 19, 20, 21, 32 and 33 were open-ended questions which were analysed using ATLAS.ti. Questions three to seven, 10 to 18, 21 to 25 and 26 to 31 were analysed using SPSS. Questions one to eight comprised the concept good governance. Question one was aimed



to establish whether the participants would be able to provide significant responses. The respondents were asked whether they had heard of governance, good governance, transparency and accountability. The responses revealed that all the participants were familiar with the concepts. This gave the researcher the assurance that the information provided would assist to achieve the purpose of the research.

The concepts governance, good governance, transparency and accountability have different meanings because definitions are derived from the environment or standpoint of the individual. The participants were asked to define governance; good governance, transparency and accountability (question two). The definitions would play a role in proposing a classification model of good governance practices in the Botswana public service. In terms of the literature review, governance is commonly associated with terms such as rules, networks, steering and control. The majority of the participants 90% (141) defined governance as rules, laws, process and procedures in the institution. This aligns with the governance definition provided by Goede and Neuwrith (2014:554), which is perceived as 'steering'.

Also Kalsi and Kiran's (2015:173) definition of governance which underscores process because governance is similar to the participant's responses. The participants perceived governance as upholding the rule of law which concurs with Klijn and Koppenjan (2016:5) definition of governance (cf. section 2.3.1). 10% (16) of the participants perceived governance as leading, managing and running the institution properly. Dikopoulou and Mihiotis (2012:131) defined governance in terms of administration, management and leadership which is supported by the participants. It can be deduced from the findings that the participants used various terms that are generally utilised to define governance. Also the findings confirmed the discussion in chapter two that there is no universal

definition of governance since it is dependent on the institutional or individual standpoint from which governance is examined (Edwards, et al 2012:9).

There seems to be a common understanding of the characteristics which should be considered as key principles of good governance. Good governance as defined by 75% (118) of the participants as following rules and abiding by good principles. According to 10% (16) of the participants, good governance is defined as effective leadership, which entails efficiency and effectiveness in administration, while 10 % (16) of the respondents revealed that good governance is a process of making and implementing fair and reasonable decisions. Good governance, according to 5% (7) of the participants, is using and managing resources effectively. The data revealed that the participants defined good governance differently. Characteristics such as effectiveness, efficiency and rule of law emerged in the definitions provided. Most of the authors have accentuated eight key principles when defining good governance: accountability, transparency, responsiveness, participation, consensus-oriented, equity and inclusiveness, efficiency and effectiveness and rule of law. Therefore, the findings align with the commonly used characteristics of defining good governance.

Transparency is summarised as openness, disclosure, sharing information, honesty, fairness and truthfulness. A total of 90% (141) of the participants defined transparency as “operating openly with no secrecy”, while 10% (16) of the respondents perceived transparency as being “honest, truthful and communicating clearly without hiding anything”. It was noted that the concept transparency was defined by the respondents as “openness”, “truthfulness”, “honesty” and “no secrecy”. These terms align with how most of the authors defined transparency in chapter three. In Section 3.2.1, Birchall (2014:78) views transparency as openness, which entails executing official obligations openly and under public scrutiny. Moore (2017:1) asserts

that transparency implies that information should not be concealed from any person or groups and shared only with particular people whereas Wehmeir and Raaz (2012:338) underscore transparency as honesty and truthfulness.

The study argues that accountability is taking responsibility and being able to justify one's actions. Accountability is "being responsible for one's action" according to eighty percent (126) of the participants. The concept was also described by 5% (8) of the respondents as "taking the blame for any wrong one might have done", while fifteen percent (23) of the participants revealed that accountability is "doing things in a professional manner and being able to answer and explain one's action". The findings revealed certain similarities to the one adopted for the study. The study accentuates taking responsibility as being accountable, which the majority of the participants posited. The study accentuates answerability as accountability which was also revealed by the participants.

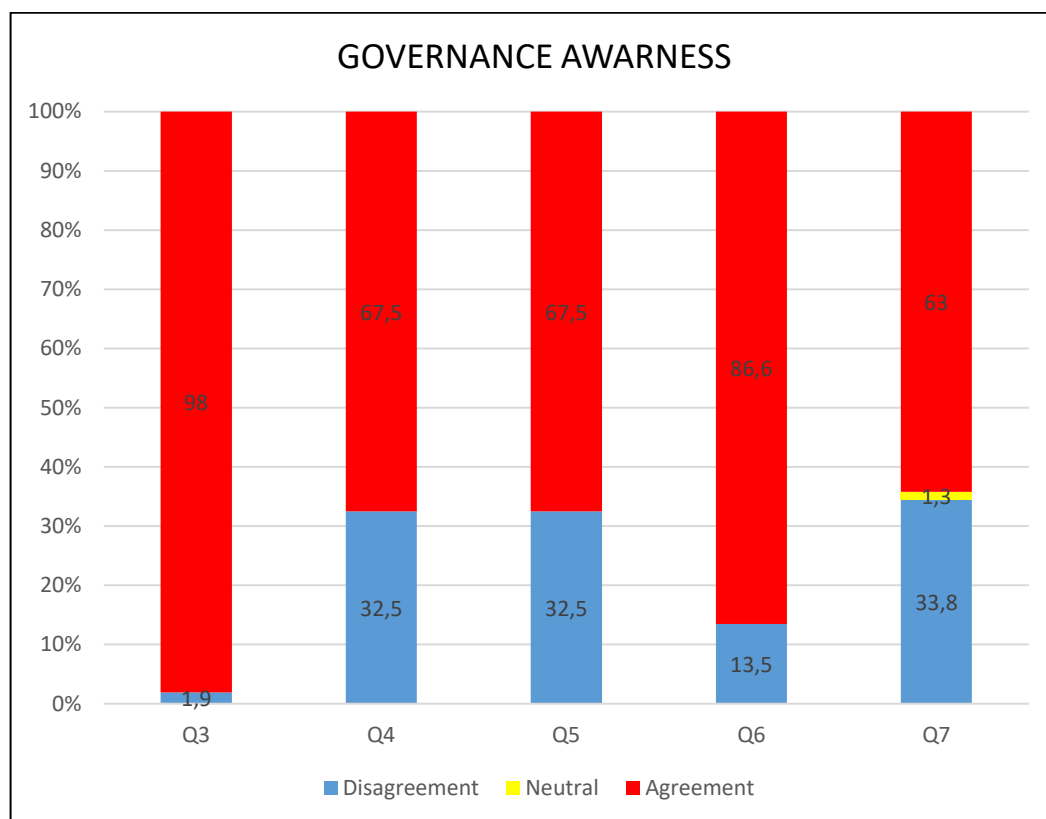
The empirical findings revealed that governance entails establishing rules as well as networks to manage and control the institutions. Good governance has been defined as upholding the rules and regulations to ensure institutional effectiveness and efficiency. Transparency as revealed by the findings is when the institution communicates clearly in a fair and truthful manner and conducts its activities openly. For an institution to be accountable, the participants expressed that professionalism has to be underscored and the public officials should be able to accept blame for their actions to express a sense of responsibility.

### **6.3.3. Governance awareness**

The study argues that transparency and accountability enhances good governance and such an organisation would impede officials from engaging

in corrupt activities. Question three and four formed the core of this study, that is, the reports revealed that lack of transparency and accountability in the Botswana public service contributed towards an increase in bureaucratic corruption. The participants were asked to rate the significance of transparency and accountability to uphold good governance using a scale of 1 to 5, 1 being strongly disagree and 5 strongly agree. Figure 6.9 illustrates the findings of awareness of governance.

**Figure 6.9: Governance awareness**



According to Figure 6.9, 66.2% (104) of the participants strongly agreed while 31.8% (50) agreed that transparency is fundamental in their institution. However, 1.9% (3) disagreed that transparency is crucial in their institution. A total of 89.2% (140) of the participants strongly agreed while 8.3% (13) agreed that without accountability, good governance would not prevail (Question 4). Only 2.5% (4) of the participants disagreed and rejected accountability as significant to uphold good governance. It is



evident from the findings that transparency and accountability is fundamental to uphold good governance in the Botswana public service. The findings confirmed (section 3.2.2 and 3.3.2 of chapter three) that transparency and accountability plays a fundamental role in achieving good governance. Moreover, the findings supported the study's position of transparency and accountability. However, the findings contradicts authors such as Michener and Bersch (2013:237) and Cucciniello et al (2014: 576) (Chapter 3) who discredit the role played by transparency to achieve good governance. Also it nullifies the claims by Saxton and Guo (2011:272) that accountability fosters corruption and cannot be considered fundamental to achieve good governance.

Governance is significant for the existence and continuity of an institution. Rules, laws, procedures and processes shape and defines the focus of an institution. The purpose of question five was to evaluate whether the participants considered good governance significant for the success of their institution. According to the results, 51.6% (79) of the participants strongly agreed while 15.9% (25) agreed that governance was fundamental in their institutions. However, 32.5% (53) of the respondents disagreed that the notion of governance is significant in their institution. The findings suggested that good governance is of significance in an institution. This concurs with Klijn and Koppenjan (2016:5) that governance is a fundamental principle for an effective public administration. The study also endeavoured to establish whether good governance practises were implemented and not merely noted. The participants were asked whether good governance was practised or merely noted.

The findings revealed that 63.5% (100) of the participants agreed while 23.1% (36) strongly agreed that governance was merely noted than implemented. One of respondents revealed that "governance is by mouth only and is never practised". However, 13.5% (21) of the respondents



claimed that good governance is actively practiced in the Botswana public service. The findings suggested that good governance had not been implemented in the public service. The notion of good governance was introduced to address the managerial problems in the approach, New Public Management. It is fundamental that the Botswana public service ensures that governance is actively practised to effectively address the issue of corruption.

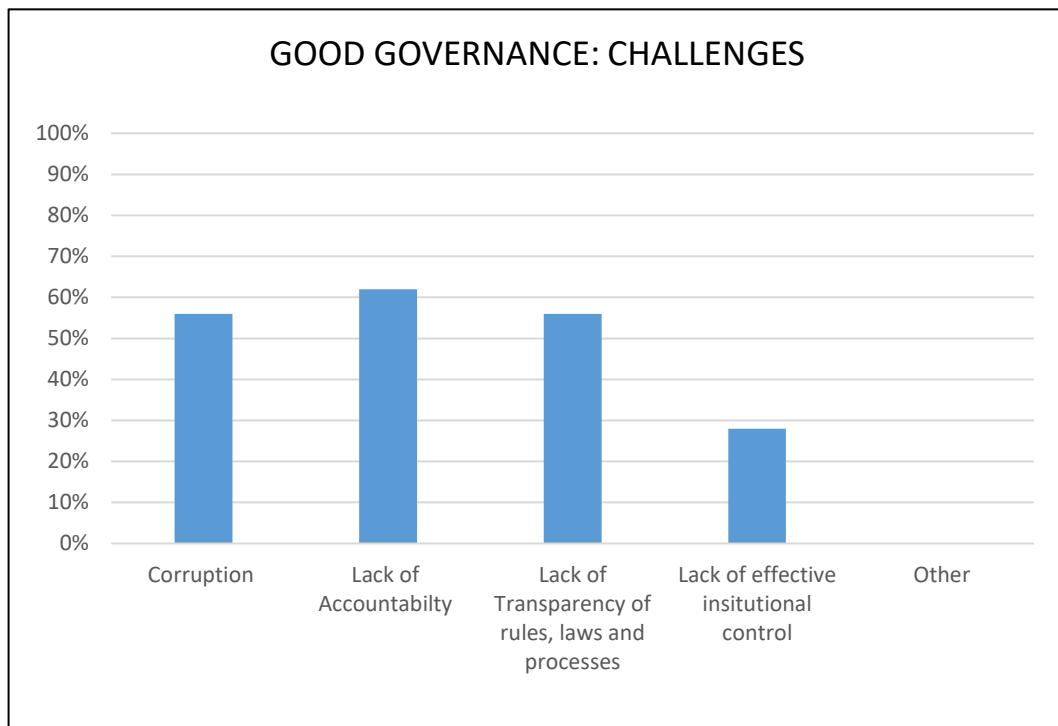
The participants were asked the prevalence of governance in their institution (question seven). A total of 33.8% (53) disagreed while 1.9% (3) strongly disagreed that governance was not prevalent. A large number of the participants 38.2% (60), agreed while 24.8% (39) strongly agreed that governance was prevalent in their organisation. A mere 1.3% (2) remained neutral. It was inferred from the findings that the implementation and practice of good governance is on the agendas, programmes and policies in the public service. However, it is fundamental that the Botswana government ensures the implementation of good governance throughout the public service.

#### **6.3.4. Challenges to good governance**

The study is premised on the notion that the lack of transparency, accountability and bureaucratic corruption impedes the facilitation of good governance. Question eight (open-ended question) as illustrated in Figure 6.6 was designed to confirm whether the lack of transparency, accountability and corruption impedes the realisation of good governance. The participants were presented with a list of certain obstacles and requested to select more than option. The following options were presented to the participants: corruption, lack of accountability, lack of transparency of rules, laws and processes including the lack of effective institutional control.



**Figure 6.10: Good governance: Challenges**



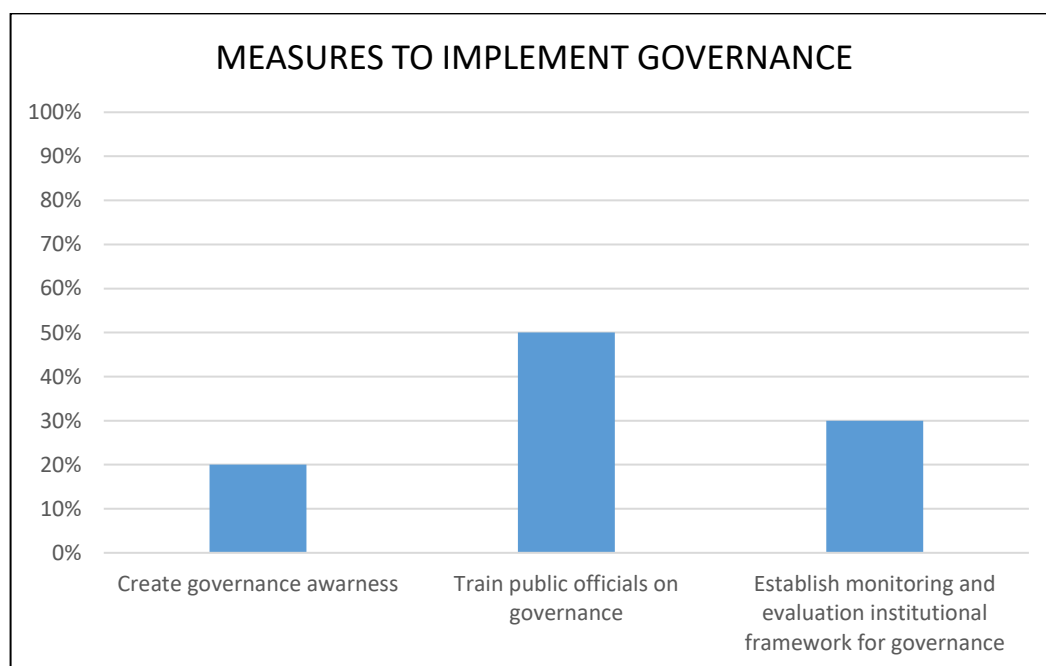
The lack of accountability was rated the highest impediment to achieving good governance in the Botswana public service. A sum of 62% (98) of the respondents revealed that the lack of accountability is a major concern. Corruption and the lack of transparency of rules, laws and processes were rated as the second obstacle to good governance. 56% (92) of the respondents perceived corruption and the lack of transparency of rules, laws and processes as a challenge to good governance. The least rated was the lack of effective institutional control by 28% (44) of the respondents. The findings revealed that the lack of accountability, transparency and corruption are obstacles to good governance. The lack of accountability and transparency creates room for corrupt activities. Abu-Shanab et al (2013:235) agree that bureaucratic corruption impedes good governance because resources are exploited and deviated to satisfy the needs of the corrupt. It is of paramount significance to implement the principles of

transparency and accountability to curb corruption and promote good governance.

### Measures to establish good governance

There are various measures institutions can utilise to implement and address obstacles to good governance. Question nine, which was an open-ended question, was posed to establish the measures the officials considered as fundamental to manage concerns that impede good governance. The survey suggested the following three options: create awareness about governance, train officials on governance and establish a monitoring and evaluation institutional framework for governance as illustrated in Figure 6.11.

**Figure 6.11: Measures to implement governance**



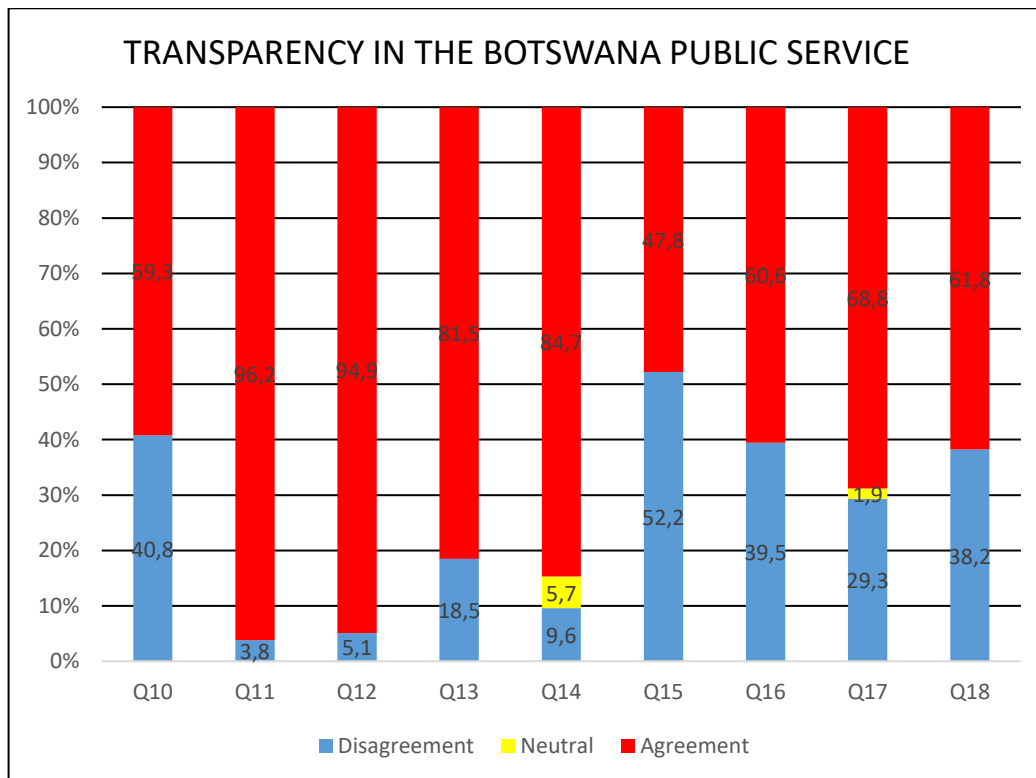
The data revealed that training officials on governance was rated high by the 50% (78) of the respondents, followed by 30% (50) of the participants who advocated the establishment of a monitoring and evaluation

institutional framework. The least rated was creating awareness of governance by (20%) (31 participants), which suggested that the officials are aware of governance and probably had never been trained on how to implement the principles. It is, therefore, of significance to ensure that the officials are trained to implement governance principles. Moreover, a well-established monitoring and evaluation framework for governance, which could be utilised to assess whether training the officials received yielded good results in the public service must be ensured.

### **6.3.5. Transparency**

To comprehend how transparency is practised in the public service, it is fundamental to develop a classification model for good governance. Transparency is a process which requires the institution to show commitment in implementing the principle. Transparency was assessed in four parts as follows: firstly, to determine whether the principles of transparency were explicit (question 10). Secondly, assess transparency of administrative rules (question 11). Thirdly, focus on commitment to adopt a transparent recruitment process (question 12). Lastly, question 13 to 18 focused on complaint mechanisms, access to information, communication of information to staff members, procurement procedures and a system to disclose business interests. The findings are illustrated in Figure 6.12.

**Figure 6.12: Transparency**



A total of 59% (92) of the respondents held that their institutions are explicitly committed to transparency in all its activities while 56.1% (88) agreed and 3.2% (5) strongly agreed. However, a rather large number, 40.8% (64) of the respondents disagreed that the institution does not show commitment to transparency. The survey further probed commitment to transparency by assessing administrative rules in the institutions. The participants were asked in question eleven whether their institutions administrative rules were clarified to them. The majority, 96.2% (151), of the respondents agreed and revealed that the administrative rules were clear in their institution while a mere 3.8% (6) of the respondents disagreed that the administrative rules were not transparent. Question twelve focused on how recruitment process are managed in Botswana public service. The participants were asked whether the vacancies were discussed and published internally and publicly. An overwhelming number of respondents, 94.9% (149), agreed that vacancies were published internally and for public

consumption while only 5.1% (8) disagreed and held that the process was not transparent.

The data revealed that there is a drive towards transparency in the Botswana public service. There are clear and transparent administrative rules and a process which is pursued when vacancies are made public. The findings align with the report by Mo Ibrahim African Governance Index which contends that the Botswana public service is transparent and rates it high in comparison to other African countries. Furthermore, the findings correspond with what Wehmeir and Raaz (2012:338) asserted that transparency requires being open and honest in all communications. Moreover, the findings also confirmed Vujnovic and Kruckeberg (2016:124) assertion that institutions should publicise its procedures and the processes must be transparent.

Questions 13 to 15 endeavoured to establish whether a transparent institution avails and distributes relevant institutional information to the public. Questions 13 and 14 were designed to extract information on the availability of mechanisms to provide feedback and address complaints in the institution. Question 13 assessed whether there were mechanisms to channel complaints while question 14 addressed the availability of the mechanisms to provide feedback.

A large number, 81.5% (128) of the respondents agreed that there were mechanisms to channel complaints, while 18.5% (29) disagreed. A total of 84.7% (133) of the respondents agreed that there are mechanisms to channel feedback to the staff while 9.6% (15) of the participants disagreed and 5.7% (9) remained neutral. To verify these findings, a direct question about access to information was posed. The participants were asked whether it was easy to access information in their institution (question 15). A participant revealed that "access to information depends on the

information to be availed". The data reflected that 52.2% (82) of the participants posited no access to information while 47.8% (75) of the respondents agreed that there was access to information.

The data revealed that mechanisms had been implemented to channel complaints. The institution also has a feedback system to address concerns raised by the public. However, there were limitations to access information. Meijer, Hart and Worthy (2015:11) hold that information must be availed and shared with the citizens to guarantee institutional transparency. Sharing information is significant for an institution's accountability to the public (Jang, Cho and Drori 2014:96). Therefore, the Botswana public service should openly share and avail information to the public without restrictions.

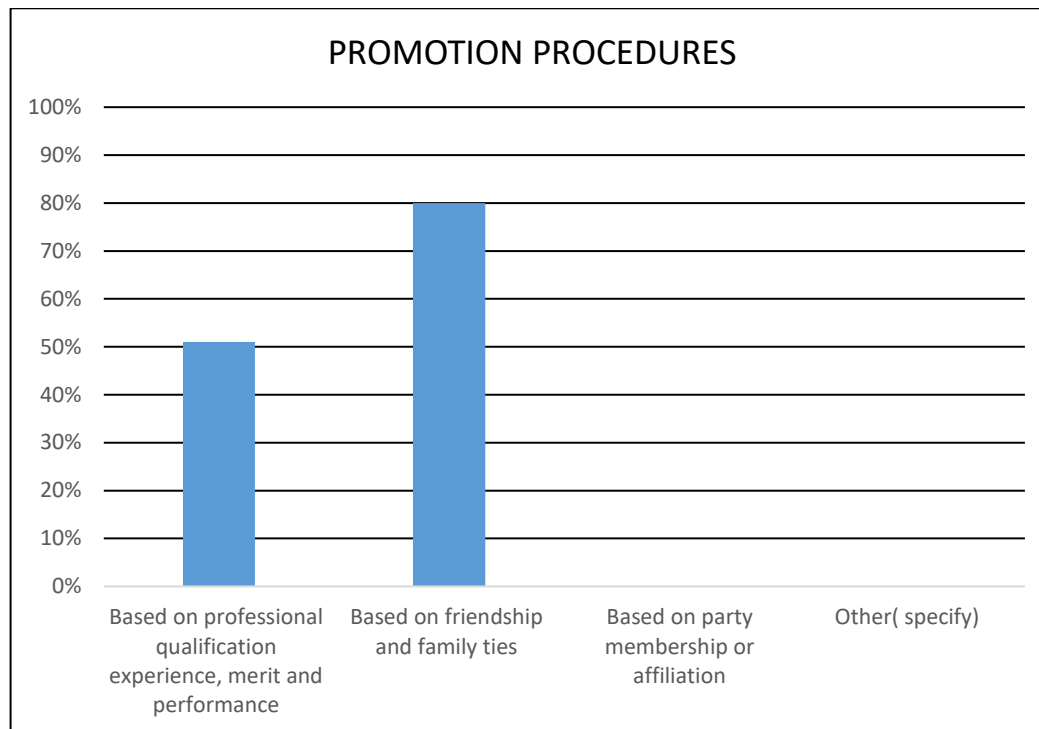
For an institution to be transparent information has to be disclosed. Questions 16, 17 and 18 focused on disclosure of information. In question 16, the participants were asked whether they were informed when administrative decisions were made. A total of 51% (80) agreed and 9.6% (15) strongly agreed that they were informed when administrative decisions were taken. However, 39.5% (62) of the respondents disagreed and revealed that they had not informed when decisions are made. Clarity was also sought of how procurement procedures were conducted (question 17) and whether there was a well-implemented system to disclose business interests (question 18). A total of 68.8% (108) of the respondents agreed that there is disclosure in the procurement process while 29.3% (46) disagreed. A mere 1.9% (3) of the respondents did not state their opinion. In response to question 18, 61.8% (97) of the participants held that a well-implemented system for disclosure of business interest was non-existent. However, 38.2% (60) of the respondents agreed that there was a well-implemented system to disclose business interest.

It is evident from the findings that information is disclosed in the Botswana public service because the public officials are informed when decisions are made. Furthermore, the procurement system is well-implemented and procurement procedures are transparent. However, the system for disclosure of business interests requires much attention. This aligns with the findings in chapter 5 where it was revealed that there is no legislation that requires public officials to declare business interests and assets. The declaration of business interests prevents misallocation of resources for personal benefits. Therefore the Botswana public service must adopt and implement legislation to declare business interests.

### **Promotion**

Treating officials equally without discrimination and favouritism ensures transparency in the institution. In this study fairness was tested by accentuating the promotion procedures in the Botswana public service. The participants were asked how the officials were promoted (question 19). They were presented with the following options: promotion is based on qualifications, merit and performance; based on friendships and family ties and based on party membership or affiliation. The participants could select more than one response. The results are illustrated in Figure 6.14.

**Figure 6.13: Promotion procedures**



A total of 80% (125) of the participants revealed that promotion was based on friendship and family ties while 51% (80) of the participants asserted that promotion was based on qualifications, merit and performance. No participants highlighted party membership or affiliation as a basis for promotion. One of the respondents noted that “the personal characteristics of the official in charge of the promotion process plays a role in deciding who gets promoted”. The respondent also stated that “if the official is a dishonest person, surely he or she will be dishonest in promoting staff members”.

The data revealed that recruitment is based primarily on friendships and family and friends. Molebatsi and Dipholo (2014:795) in chapter five alluded that family members and friends are given preference in the public service. Thus the findings support this argument. However, the findings contradict the assertions in chapter five that a promotion board ensures that the promotion of officials is conducted fairly. None of the respondents viewed

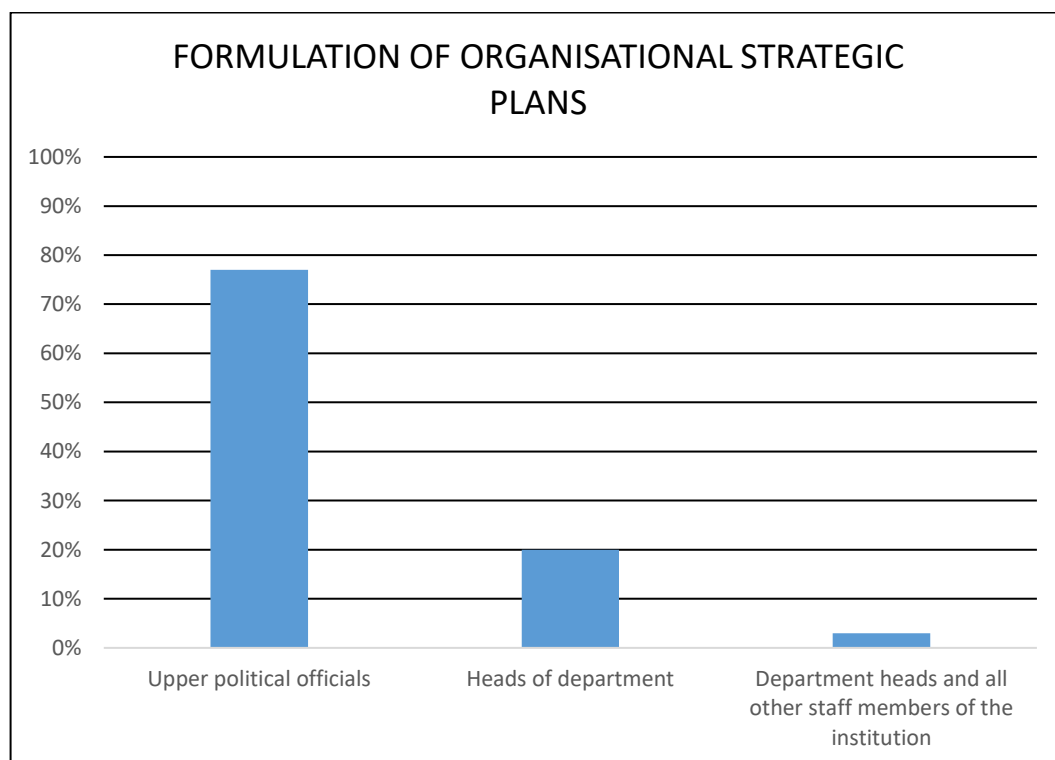




promotion based on party membership or affiliation. The results also revealed that the respondents perceive the Botswana government as having restrained political interference in the public service. To curb nepotism and any acts of corruption, it is of fundamental significance that promotion in the public service is based on merit and performance.

The respondents were asked which level staff participated in the formulation of the institutions' strategic plans (question 20). The following options were presented to the participants: top political officials, heads of department and all other staff members in the institution.

**Figure 6.14: Formulation of organisational strategic plans: Botswana public service**

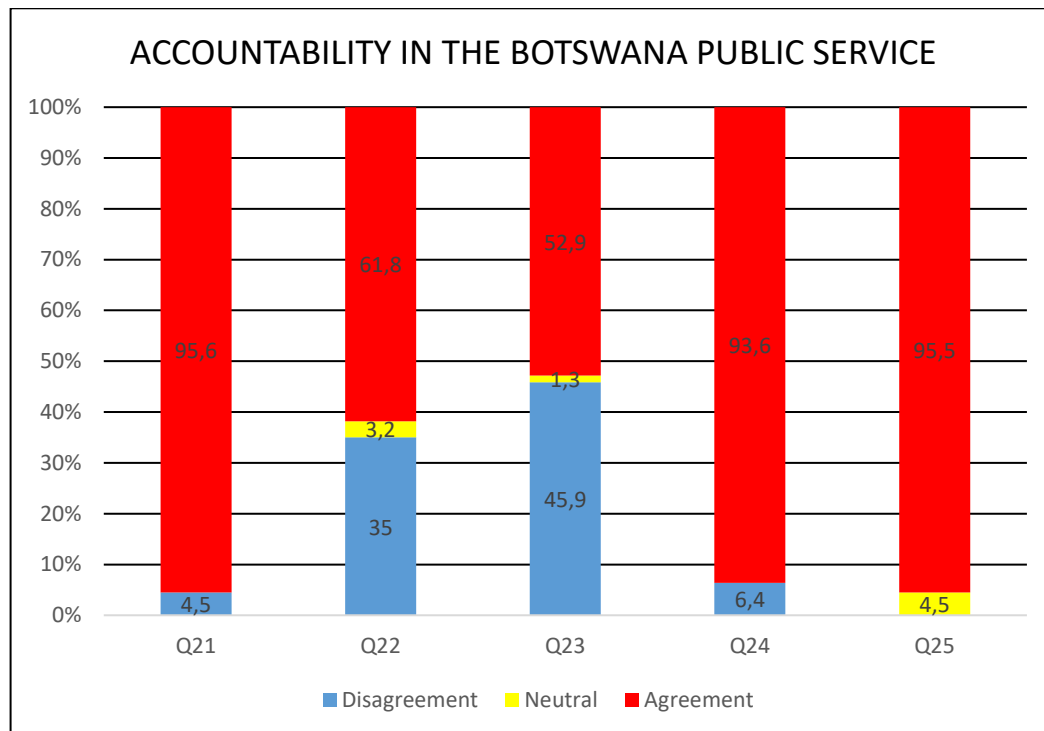


A total of 77% (122) of the respondents revealed that the heads of departments are involved in strategic planning while 20% (31) stated that top political officials participate in the formulation of strategic plans. A low 3% (4) revealed that the department heads and other staff members also participated in the formulation of strategic plans. The overall results revealed that the formulation of strategic plans is conducted by the heads of department while the subordinates are excluded. Rodriguez, Perez and Godoy (2016:72) assert that transparency entails including subordinates in formulation of the institutions' plans. It is of critical significance to include subordinates in the strategic decision-making process.

### **6.3.6. Accountability**

Accountability is a means to ensure that institutions and officials take responsibility for their actions. Accountability is enhanced through effective and efficient implementation of such mechanisms in an institution. This section of the survey focused on evaluating accountability mechanisms (questions 21 to 25). The findings are illustrated in Figure 6.15.

**Figure 6.15: Accountability**



The participants were asked whether accountability mechanisms allowed the public to hold the institution answerable (questions 21 and 22 respectively). In response to question 21, 63.1% (99) of the participants strongly agreed that there were accountability mechanisms while 32.5% (51) of the participants agreed that their institutions have accountability mechanisms. A low 4.5% (7) disagreed that the public service has accountability mechanism.

A total of 61.8% (97) participants in response to question 22 agreed that there are accountability mechanisms that enable the public to hold the institution accountable. While 35.0% (55) of the participants disagreed that mechanisms had been implemented for the public to hold the institution accountable. One of the respondents stated that "if there were accountability mechanisms, corruption would not be in their institution". Five of the respondents (3.2%) remained neutral. According to the opinions expressed, the Botswana public service has implemented accountability

mechanisms. These mechanisms are designed such that the public can hold the institution accountable. This clearly indicates the desire to promote good governance by allowing the public to hold the institution accountable.

Questions 23, 24 and 25 were posed to evaluate the effectiveness of accountability mechanisms. The effectiveness to hold management accountable was assessed in question 23. The participants were asked whether a working framework to hold management accountable had been implemented. A total of 52.9% (83) of the respondents disagreed that there was a mechanism to hold management accountable. Also, one of the participants stated that “management gets away with everything”. However, 45.9% (72) respondents agreed that there is a working and effective accountability mechanism to hold management to account while a lowly 1.3% (2) of the participants remained neutral. One respondent who revealed that there was framework to hold management accountable wrote that “the framework is there but the management choose to ignore it”. The participants were also asked whether they knew whom they were accountable to (question 24) and what they were accountable for (question 25). A large number of the participants, 93.6% (147) knew to whom they were accountable to while a total of 95.5% (150) participants knew for what they are accountable for. A lowly 6.4% (10) participants and 4.5% (7) participants were unable to reveal whom they were accountable to and for what purpose.

The findings revealed that there was neither a working nor effective framework to hold management in the Botswana public service accountable. The participants held that management was never held accountable for their action. It was revealed that management conducted business as they wished and were never held accountable. The findings supports Yang’s (2012:267) assertion that the lack of accountability creates an opportunity for corruption. Consequently, management should be morally and legally

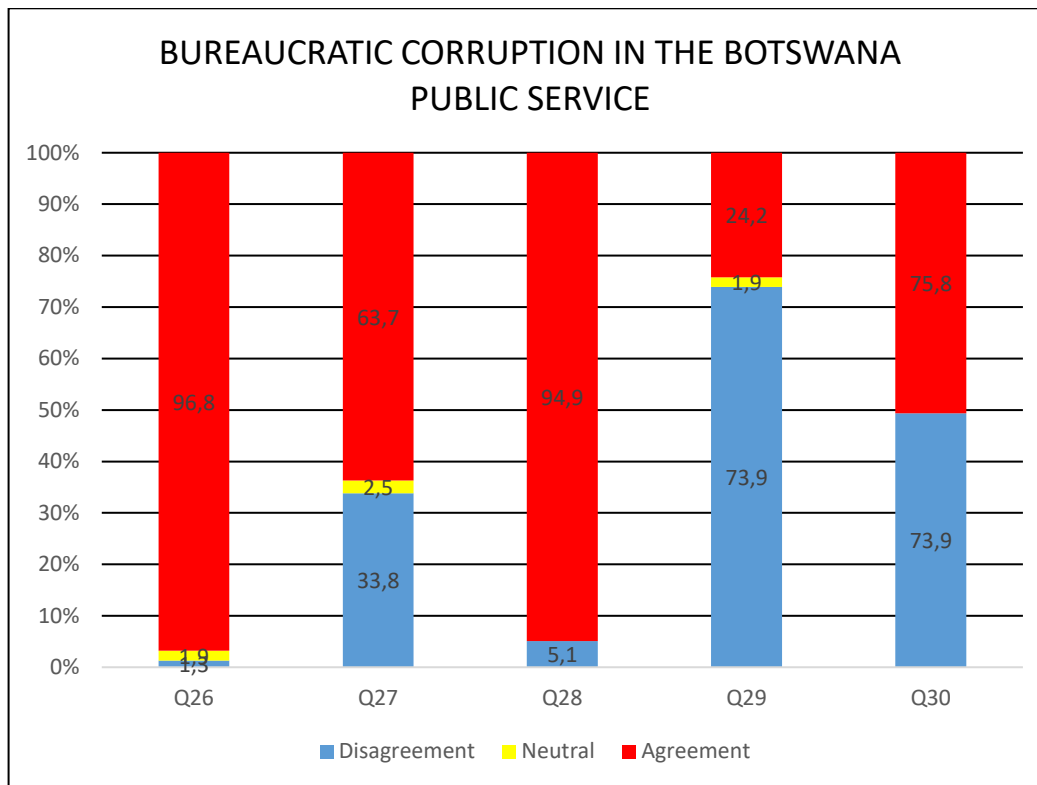


obliged to report on performance and comply with the rules (Wille 2016:695). It is significance to implement mechanisms to hold management accountable, which will ensure that those who deviate from following the rules can be reprimanded and as such inhibit corruption (Pedersen and Nielsen (2016:364). It is fundamental that accountability mechanisms be implemented to hold management answerable and monitored to ensure compliance.

### **6.3.7. Bureaucratic corruption**

The study argues bureaucratic corruption in the Botswana public service impedes the enhancement of good governance practices. Bureaucratic corruption is the abuse of power and resources by public officials. The purpose of this section was to assess the level of bureaucratic corruption, its impact on good governance and mechanisms to manage the unethical act. The participants were asked to assess the level of bureaucratic corruption in question 26. The concept bureaucratic corruption was defined for the participants as the deviation from regular duties of a public official for the sake of family, social interests, gaining financial incomes or specific type of influence for personal issues. The findings are illustrated in Figure 6.16.

**Figure 6.16: Bureaucratic corruption**



A total of 96.8% (152) of the participants agreed that bureaucratic corruption was high in their institution. However, only 1.9% (4) of the respondents disagreed. A lowly 1.9% (4) of the participants did not respond to the question and remained neutral. The level of bureaucratic corruption was also verified by asking the participants (question 32(a)) whether their institution was exposed to corruption. The majority of the participants (97%) revealed that their institution was exposed to corruption while only two percent revealed that their institutions were not. It is evident from the findings that there is bureaucratic corruption in the Botswana public service. This supports the contentions by Groop (2017:39) that bureaucratic corruption exists in Botswana. Furthermore, it contradicts the findings by the Transparency International Corruption Index 2016 (chapter five), which reported that Botswana is clean in terms of corruption and has been progressing well in managing unethical activities. Transparency and accountability can inhibit corruption if the institution is transparent and the



officials become fearful to engage in illegal activities (Meijer et al 2015:12). Adopting transparency and accountability mechanisms will diminish bureaucratic corruption in the Botswanan public service.

Questions 27 to 29 addressed the mechanisms utilised to combat corruption in the public service. In question 27 the participants were asked the effectiveness of the implemented anti-corruption policy in the public service. The analysed data revealed that 63.7% (100) of the participants indicated that there is a well-implemented anti-corruption policy while 33.8% (53) disagreed. A lowly 2.5% (4) did not respond. The findings suggested that the anti-corruption policy is well-implemented in the public service. Question 28 intended to establish whether their institution had a process to report illegal activities. A total of 94.9% (149) of the participants agreed that there is a reporting process that must be adhered to in their institution. However, 4% (7) of the participants added that "reporting process was there but not followed" while 5.1% (8) disagreed that there was a reporting process for illegal activities. Question 29 was designed to assess the efficiency of the reporting process for illegal activities. The participants were asked whether their institution had a quick reporting process to report illegal activities. A total of 73.9% (116) of the participants declared that the reporting process was inefficient; 24.2% (38) agreed that the process was efficient while 1.9% (3) did not respond. It is evident from the findings that there is a process to report illegal activities in the public service. The findings revealed that the process is inefficient. Efficiency is achieved through the implementation of transparency and accountability (Baker and Rubin 2011:519). Thus, the mechanisms of transparency and accountability if implemented will enhance the process of effective reporting of illegal activities.



Question 30 was formulated to assess whether the offenders were revealed to the institution. The data revealed that 86.6% (135) of the participants agreed that offenders were indeed disclosed, while 3.2% (5) strongly agreed. A total of 8.3% (13) of the participants disagreed that offenders were disclosed in their institution. While 1.9% (4) remained neutral. It appears from the findings that once the officials have been reprimanded for illegal activities, they were made known publicly in the institution. Moreover, the survey endeavoured to establish whether the institutions were able to manage those involved in illegal activities (question 31).

A total of 84.0% (131) of the participants agreed that their institutions are able to manage the officials involved in illegal activities while 12.7% (20) strongly agreed that their institutions are indeed able to manage those who engage in illegal activities. A mere 0.6% (1) of the participants disagreed that their institutions were incapable of managing those implicated in illegal activities. A lowly 2.5% (4) of the participants did not reveal whether their institutions were able to or not to manage those implicated in illegal activities. The findings revealed that the public service is able to manage with those who engaged in illegal activities.

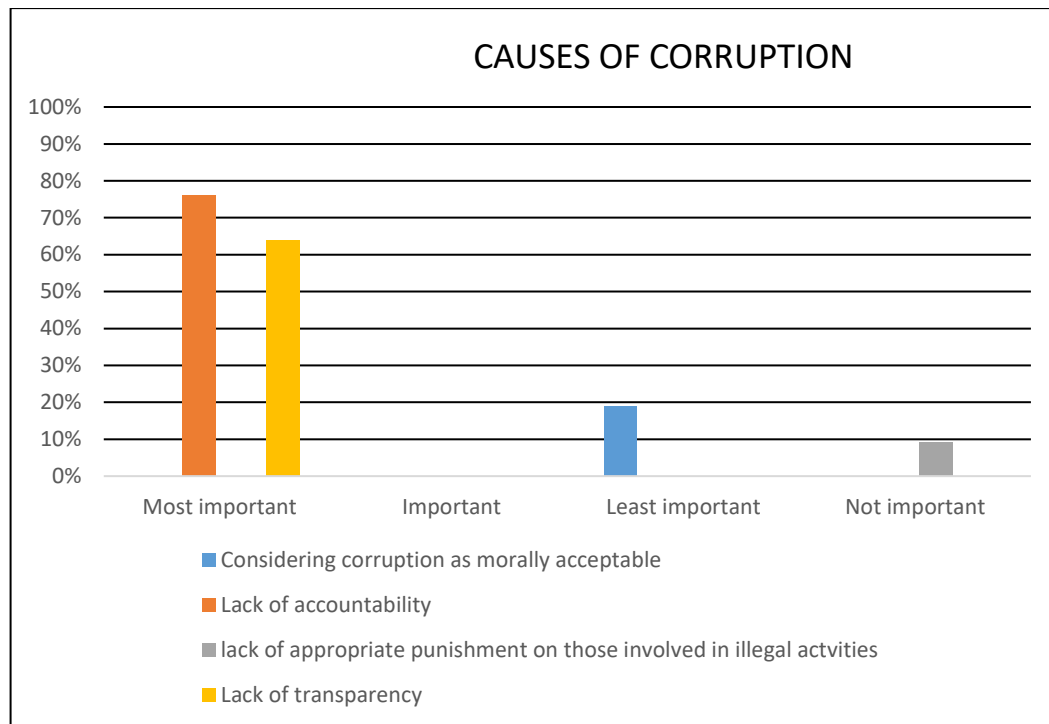
### **Causes of bureaucratic corruption**

In a quest to establish what might result in bureaucratic corruption in the Botswanan public service, question 32(b) provided the participants with the following options for the causes of bureaucratic corruption: considering corruption morally acceptable; the lack of accountability; the lack of appropriate punishment for those implicated in illegal activities; and the lack of transparency. The participants were also asked to rank the options using a scale 1 to 4, 1 being the most important, 2 being important, 3 being least important and 4 being not important. The participants were provided an



option to specify any other causes of bureaucratic corruption in their institution. Figure 6.17 illustrates the findings.

**Figure 6.17: Causes of corruption**



The lack of accountability was rated the most significant factor which results in bureaucratic corruption by 76% (120) of the participants while 64% (100) also concurred with the statement. Considering corruption morally acceptable was rated by 19% (30) of the participants as the least significant cause of bureaucratic corruption in their institution. According to 9% (14) of the participants, the lack of appropriate punishment for those involved in illegal activities is not an important cause of bureaucratic corruption. It should be noted that 12% (10) of the participants revealed that the lack of leadership was the cause of bureaucratic corruption. They mentioned that “strong leadership will be able to address and deal with any corrupt activities”. A total of 30% (47) of the participants revealed that “lack of strong institutions to monitor the activities” led to bureaucratic corruption in their institutions.

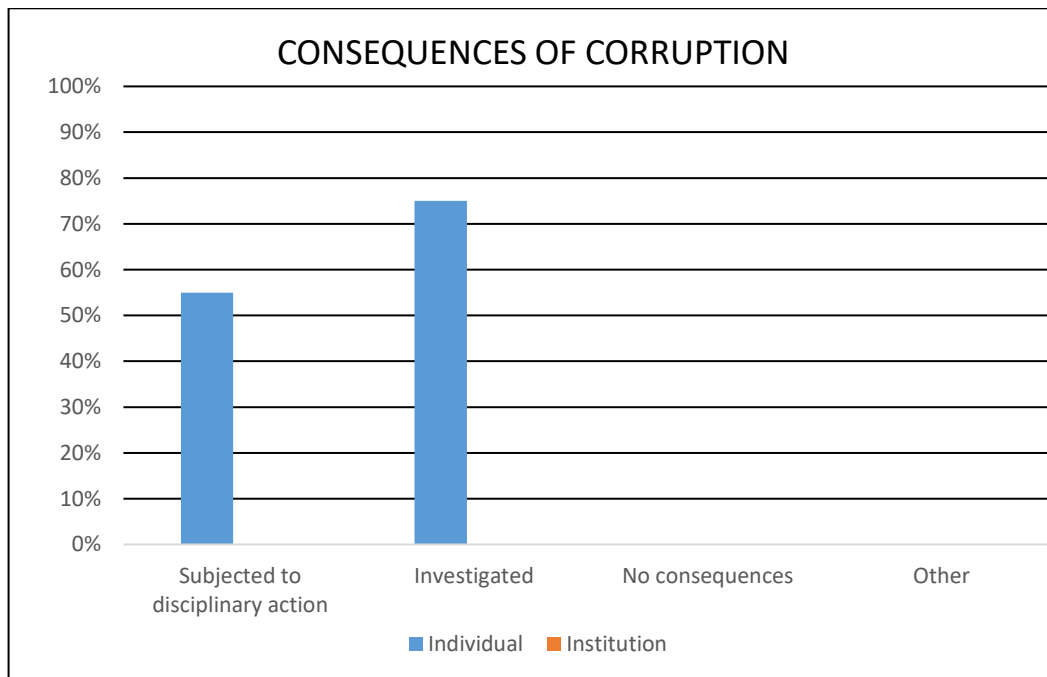


According to the findings, the lack of accountability and transparency are considered the most significant causes of bureaucratic corruption in the public service. This finding confirms Park and Blenkinsop's (2011:260) assertion that transparency promotes ethical behaviour. Furthermore, implementing transparency and accountability practices ensures that activities are guided by the rules and procedures, which will expose those who intend to engage in illegal activities (Lindberg 2013:210). The least significant causes of bureaucratic corruption in the public service is considering the act as morally acceptable and the lack of appropriate punishment for those involved in illegal activities.

### **Consequences of corruption**

To understand what exactly happens to the officials and institutions involved in corrupt activities, question 33 asked the participants to reveal the consequences (for individual and institution) for partaking in illegal activities. The respondents were given three options: disciplined, investigated and no consequences. In addition, the participants were also asked to specify any other consequences apart from the three. The findings are summarised in Figure 6.18.

**Figure 6.18: Consequences of corruption**



A total of 75% (117) of the respondents revealed that officials were investigated if accused of corrupt activities while 57% (90) stated that officials who are involved in illegal activities are disciplined. All the respondents, 100% (157) of participants revealed that no action was taken against the institution involved in illegal activities. The data revealed that individuals who are involved in illegal activities are investigated and disciplined, but there are no consequences against the institution. The findings supports the assertions by Bagashka (2014:168) that bureaucratic corruption results in inequality and discrimination in the public service. Furthermore, the findings confirm Agbodohu and Churchill’s (2014:95) contention that rules and standards are modified to accommodate illegal activities.

#### **6.4. SUMMARY AND CONCLUSION**

The chapter analysed and discussed data related to good governance in the Botswana public service. The focus was on transparency and accountability



and the effect of corruption on good governance. The study also intended to reveal how the findings of the study supports or differs from the framework of good governance in the public service. The data was collected from the Ministry of Labour and Home Affairs, Ministry of Local Government and Rural Development, Ministry of Investment, Trade and Industry and the Ministry of Youth, Sports and Culture. An overview of organisational structure for each ministry was also provided in this chapter.

A semi-structured questionnaire was utilised to collect data which was analysed through the ATLAS.ti and SPSS programme. The survey was divided into five sections: Section one focused on the demographics of the sample; Section two assessed the participants' knowledge of good governance. The third section was designed to evaluate transparency while section four evaluated accountability practises. Section five interrogated the level and causes of bureaucratic corruption in the Botswana public service.

The findings of the study revealed that the participants were well-versed with good governance. However, they defined governance, good governance, transparency and accountability differently. Moreover, the study revealed that good governance is fundamental in the public service while transparency and accountability were key to achieve the practice. The study also evaluated the effectiveness and efficiency of these practices. It was also revealed that certain practices were neither effective nor efficient.

Obstacles to good governance were identified and mechanisms to address these was also revealed. An assessment of the level of bureaucratic corruption, which is one of the obstacles to good governance revealed that there was a high level thereof in the Botswana public service. How those engaged in this unethical act were managed was also highlighted in this study. The results revealed that there was much bias of the manner in which the officials involved in illegal activities was managed. The consequences



only applied when an individual was implicated but management and the institution are exempted from any investigation and disciplinary action.



## **CHAPTER SEVEN**

### **SUMMARY AND RECOMMENDATIONS: CLASSIFICATION MODEL FOR GOOD GOVERNANCE PRACTICES: BOTSWANA PUBLIC SERVICE**

#### **7.1. INTRODUCTION**

The purpose of the study was to evaluate good governance practices in the Botswana public service. Botswana has been commended for promoting good governance and inhibit corruption. However, the study identified that bureaucratic corruption is on the rise in the public service. The public has called upon the government to end corruption by being transparent and accountable in all its activities. The study argued that the lack of transparency and accountability and bureaucratic corruption inhibits good governance which was revealed in chapter 6. An alternative approach to practise good governance in the public service is strongly recommend.

The aim of this chapter is to propose a classification model that can be utilised to enhance good governance practices in the public service. This chapter will provide a summary of the previous chapters. The previous chapters responded to the research questions and addressed the research objectives identified in chapter one. Secondly, commendations of good governance practices will be highlighted followed by recommendations based on the empirical findings in chapter six. The recommendations will be used to propose a classification model to enhance good governance practices. Lastly, this chapter will provide a classification model to enhance good governance practices in the Botswana public service and provide recommendations for further research.

## 7.2. SUMMARY OF CHAPTERS

The summary of the chapters is linked to the research questions and objectives in chapter one. The study proposed five research questions and four research objectives identified below:

### Research questions

- What does the literature advocate regarding good governance and the mechanisms to enhance good governance?
- What factors impede transparency and accountability mechanisms?
- Does bureaucratic corruption inhibit good governance?
- What are the international and African perspectives of good governance?
- What are the current good governance practices in the Botswana public service and how can transparency and accountability be utilised to inhibit bureaucratic corruption?

### Research objectives

The following research objectives were identified for the study:

- Contextualise public administration and good governance in the public service.
- Examine the consequences of bureaucratic corruption on good governance.
- Describe international and African perspective of transparency and accountability practices in the public service.
- Explore and describe the current status in terms of the promotion of good governance in the Botswana public service.
- Propose a classification model to enhance good governance practices in the Botswana public service.



Chapter one introduced the study and presented the motivation and significance for the study. Furthermore, an overview was provided of the context of the study. The problem statement was identified which guided the formulation of the research questions. The latter and the objectives were identified and explained. Furthermore, the nature of the study and the research methodology was expounded upon. The limitations of the study and the key concepts was also discussed. Moreover, the chapter highlighted the studies which had been conducted in good governance in Botswana.

***i. An overview of public administration and good governance  
(Research question 1 and research objective 1)***

Chapter two responded to research question one (RQ1) and addressed the research objective (RO1) and provided an overview of good governance in the public service. The study was contextualised in the discipline Public Administration and the role of good governance in public administration as an enabling activity was discussed. The findings revealed that good governance is an aspect of the reformation of Public Administration and is considered imperative element in a responsive, effective and efficient public service. A brief history of the evolution of Public Administration was provided. The intention was to show how governance came to existence. Public Administration encompasses state control of government institutions and accentuates formal rules and hierarchical structures. Globalisation exposed weakness in Public Administration. Consequently, there was a need for an administrative model to address the challenges posed by globalisation. New Public Management (NPM) emerged as a solution to address globalisation challenges. The focus was on efficiency and effectiveness and meeting the demands of the competitive market economy. NPM achieved limited success and a new model of administration was developed to ensure a responsive state. Hence governance was established to bring together different actors such as the state and civil society to manage government institutions through minimal state control.





Chapter two also highlighted selected theories of governance: agency, cultural, institutional and stewardship theory. The literature review highlighted how transparency and accountability can be implemented in an institution utilising the aforementioned theories. The study advocated the implementation of institutional theory to enhance good governance practices in the Botswana public service. Institutional theory underscores taking into consideration culture and norms in all the decision-making processes. Culture plays a significant role in the lives of people. Adopting policies based on culture will promote acceptance and ensure a smooth operative institution. Furthermore, the dimensions of governance: economic, institutional and public dimensions was also discussed. A brief overview of the modes of governance in the public service, namely: centralised governance, collaborative governance and decentralised governance was expounded upon. The chapter highlighted that there were various definitions of good governance. Eight principles were established as a basis for the definition, that is, transparency, accountability, participation, rule of law, effectiveness and efficiency, responsiveness, consensus-oriented and equity and inclusiveness.

***ii. What factors could impede the effectiveness of transparency and accountability mechanisms? Does bureaucratic corruption inhibit effective good governance? ( Research questions 2 and 3 and research objective 2)***

Chapter three explored the concepts of good governance, that is, transparency and accountability to respond to research questions two (RQ2) and three (RQ3) and research objective two (RO2). Furthermore, the chapter examined the role played by transparency and accountability in enhancing good governance. Bureaucratic corruption was explored and its impact on good governance to address research question three (RQ3). Bureaucratic corruption was defined as corrupt activities perpetuated by public officials and takes place within an institution. The literature revealed



that there is no common definition for transparency and accountability. Transparency is defined as openness, honesty, truthfulness, sharing information. The study defined transparency as open about government processes and procedures and access to information. Accountability was defined as responsible, answerable and clarifying one's actions. For this study, accountability was to take responsibility and being able to justify one's actions.

The findings in chapter three revealed that transparency enhances participation, trust, accountability, efficiency and prevents corruption. Accountability prevents corruption, limits abuse of power and improves effectiveness of the public service. The chapter highlighted that bureaucratic corruption inhibits good governance. Bureaucratic corruption impacts negatively on citizen participation, causes discrimination and misallocation of resources, weakens the disclosure process and undermines the rule of law.

iii. ***What are the international and African perspective of good governance? Describe the international and African perspectives of transparency and accountability practices in the public service. (Research question 4 and research objectives 3)***

Chapter four explored good governance practices from an international and African perspective in response to research question four (RQ4) and research objective (RO3). Good governance practices in Countries in which good governance is acknowledged as excelling in were discussed. Denmark, New Zealand, Finland and Sweden are considered the best in good governance practices internationally. Furthermore, an overview of transparency and accountability mechanisms for each country was also provided in this chapter. On the African continent, Mauritius is considered

as the best in transparency and accountability practices. An overview of transparency and accountability mechanisms in the Mauritian public service was provided.

Denmark enhanced transparency and accountability in the public service by adopting a flexible financial management system, performance management instrument (which promotes coherence and efficiency) and e-government strategy which focuses on promoting efficiency and collaboration with the citizens. New Zealand implemented transparency and accountability mechanisms such as a financial reporting strategy (which encourages openness and fairness), performance reporting strategy (accentuating clarity and specification) and e-government strategy. Finland adopted a performance management strategy, public access to information, public consultation strategy and e-government as transparency and accountability mechanisms. Sweden adopted the following transparency and accountability mechanisms: culture of openness, financial reporting, performance management and e-government. The chapter revealed that on the African continent, Mauritius embarked on a clear and comprehensive financial reporting strategy, procurement regulation, internal audit and e-government as a means to enhance transparency and accountability in the public service.

- ***What are the current good governance practices in the Botswana public service and how can transparency and accountability be utilised to inhibit bureaucratic corruption? (Research question 5).***

Chapter five addressed research question five (RO5) and provided an overview of good governance practices in the Botswana public service. The chapter also investigated the level of bureaucratic corruption in the public service. Botswana is considered a top ranked country in good governance.

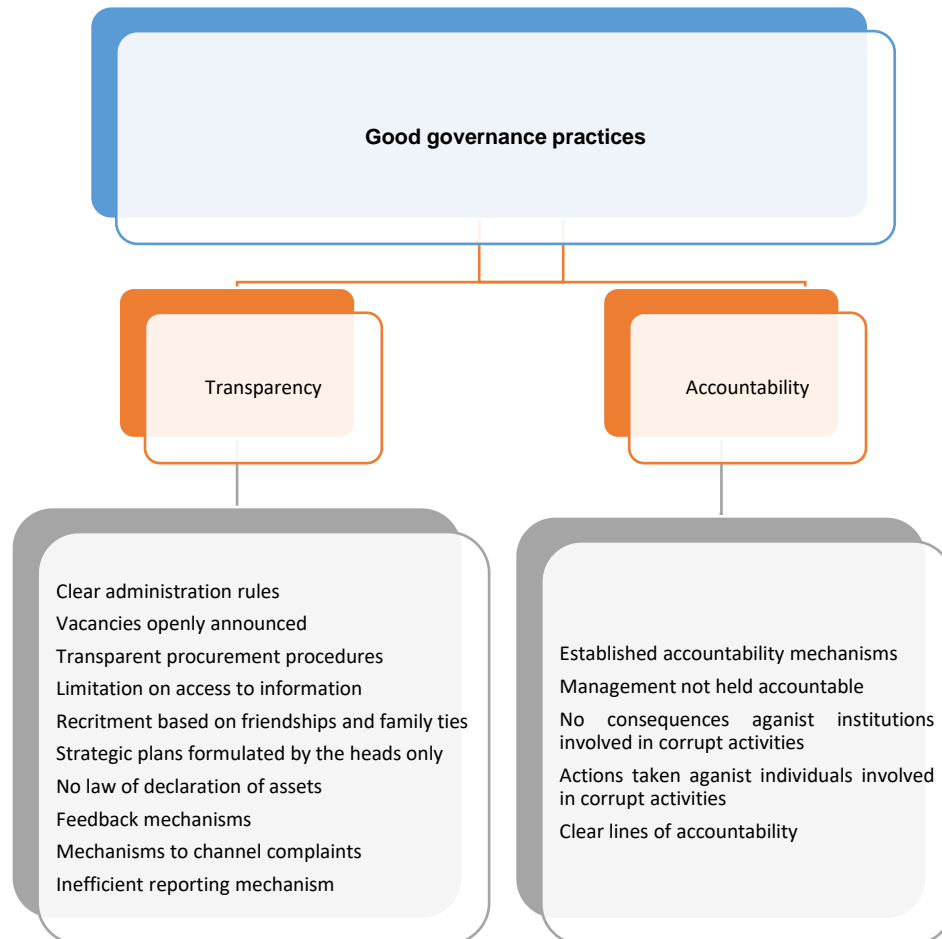


The country adopted the following transparency and accountability mechanisms: performance management system, financial reporting strategy, records management strategy, e-government strategy and meritocratic recruitment strategy. However, it was revealed that bureaucratic corruption was on the increase in the public service. Nepotism, fraud, bribery, patronage, and cronyism were reported to be prevalent in the public service.

- ***Explore and describe the current status in terms of the promotion of good governance in the Botswana public service. (Research objective 4)***

Chapter six presented the research findings of the study and addressed research questions two (RQ2) three (RQ3). The findings were based on the data collected through a survey in the Ministry of Labour and Home Affairs, Ministry of Investment, Trade and Industry, Ministry of Local Government and Rural Development and the Ministry of Youth, Sports and Culture. A brief overview of the organisational structure for each ministry was presented. Data analysis was conducted through ATLAS.ti and SPSS and the literature and empirical findings were triangulated. The following elements were explored through the survey: good governance, transparency, accountability and bureaucratic corruption. The current framework of good governance practices in the Botswana public service according to the empirical research is illustrated in Figure 7.1.

**Figure 7.1: Current framework of good governance practices: Botswana public service**



**Source: Author’s own illustration**

The findings revealed that good governance was defined in various ways and the concept was considered of significance in an institution. Transparency and accountability were highlighted as fundamental in enhancing good governance in an institution. Furthermore, the findings on transparency revealed that the Botswana public service was committed to enhancing transparency in its activities. However, there are limitations to

access information, inefficient reporting mechanisms, lack of legislation to declare business interest and nepotism in recruitment and promotion. Moreover, there are accountability mechanisms in the public service. The public through these accountability mechanisms can hold government institutions accountable. Notwithstanding that there are accountability mechanisms, the findings suggested that these mechanisms were ineffective and there are clear lines of accountability because the participants revealed that they knew who they were accountable to and for what purpose.

The findings revealed that there was an increase in the level of bureaucratic corruption. The lack of transparency and accountability were identified as the primary causes of bureaucratic corruption. The consequences of corruption against individuals and organisations were identified in this chapter. The chapter also revealed that consequences were imposed on individuals only, and not the institution implicated in illegal activities.

### **7.3: COMMENDATIONS OF GOOD GOVERNANCE PRACTICES: BOTSWANA PUBLIC SERVICE**

Challenges and good governance practices adopted by the Botswana public service were identified in chapter six and recommendations to address these problems were provided in section 7.2. However, the findings revealed that certain areas excelled in terms of transparency and accountability as illustrated in Figure 7.2. This section provides commendations of good governance practices in the Botswana public service.

**Figure 7.2: Commendations of good governance practices: Botswana public service**



**Source: Author's own illustration**

The findings in chapters six revealed that Botswana is committed to achieving transparency in its public sector. This was supported by 59% of the participants as reported in section 6.3.6 who also highlighted effective communication and the officials were informed when decisions on administrative rules were taken. 51% of the participants revealed that they were informed of decisions taken in the institution. Furthermore, it was also revealed in section six that vacancies are always made public. 94% of

the participants responded that all vacancies are advertised and published for public knowledge.

The public service provides access to feedback and mechanisms to channel complaints. 84% of the participants revealed that the mechanisms provided feedback to the officials while 87% of the respondents stated that structures had been implemented to report complaints. Moreover, all procedures and processes must be made clear and transparent. Procurement procedures, according to 69% of the respondents, are publicised and elucidated for the public.

To hold an institution accountable, mechanisms must be implemented to hold public officials accountable. Firstly, the findings revealed that the officials knew who they were accountable to and for what purpose. The findings confirmed that established accountability mechanisms had been implemented. The participants, 62%, revealed the presence of accountability mechanisms in the public service. Chapter five (section 5.2.2) also confirmed that the public service had adopted accountability mechanisms, namely: performance management, financial reporting, records management, public procurement regulation and e-government.

#### **7.4. RECOMMENDATIONS: IMPLEMENTATION OF THE CLASSIFICATION MODEL TO ENHANCE GOOD GOVERNANCE PRACTICES IN BOTSWANA PUBLIC SERVICE**

The purpose of the research was to evaluate the good governance practices in the Botswana public service. The lack of transparency and accountability and bureaucratic corruption motivated the study. The findings in chapter six confirmed the lack of transparency and accountability in the Botswana public service. Consequently, bureaucratic corruption is on the increase.



The objective of this section is to provide recommendations to address these problems.

### **i. Implementation of governance**

The empirical findings revealed that governance was not practised. The participants revealed that governance appeared on policy agendas and meeting programmes but had not been implemented. Furthermore, the participants also revealed that governance was not considered significant in the public service. For effective governance, participation by relevant role-players is required to steer clear of centralisation as highlighted in chapter two (cf. section 2.2.3). The participation of relevant role-players would identify effective approaches to ensure that governance is implemented. The institutional theory in chapter two (cf. section 2.3.2.3) can also be utilised as a basis to ensure that governance is practised with enthusiasm. Tailoring a governance approach according to the cultural norms and societal beliefs will ensure acceptance and willingness to achieve the set goals. Therefore, the study recommends that management and public officials participate in developing a governance approach to ensure that governance is implemented and practised with enthusiasm. It is also recommended that the governance approach be based on institutional theory and take into consideration the cultural norms and societal beliefs.

### **ii. Implement transparency and accountability principles**

The findings in chapter six revealed that the lack of transparency and accountability inhibits good governance in the public service. Good governance thrives in the presence of transparency. It was highlighted in chapter three (cf. section 3.2.2) that transparency facilitates trust, accountability, participation, efficiency and prevents corruption. Moreover, the significance of accountability must be accentuated because for an



institution to be effective, the officials must be held accountable. Discouraging the abuse of power and the prevention of corruption can be achieved when officials take responsibility and are answerable for their actions. To implement the principles of transparency and accountability in the Botswana public service, the officials must be trained on issues related to governance. Furthermore, a monitoring and evaluation institution should be established with a mandate to ensure effective training.

### **iii. Enhance transparency**

The empirical survey established that there is commitment to achieve transparency in the public service. However, it was revealed that there are shortcomings in the implementation of transparency in certain areas. The participants revealed that they experience limitations in accessing information because it depends on when the government decides to avail details. Transparency requires all procedures and processes to be made public (Vujnovic and Kruckeberg 2016:124). Furthermore, transparency calls upon institution not to conceal any information (Moore 2017:1). The study recommends that relevant and significant information pertaining to government activities be availed and shared with the officials on a regular basis. Availing and sharing information is beneficial because it strengthens the relationship between the government and the public as well as encouraging the officials and the public to develop confidence in the government (Jang et al 2014:18).

Currently, the government has not formulated legislation which requires the declaration of public officials business interests (cf. section 5.2.1) and (cf. section 6.3.6). Consequently, recruitment is based on friendships and family ties (cf. section 6.3.6). However, there are certain differences in the findings in chapters five and six. In chapter five (cf. section 5.2.2) the findings revealed that staffing is based on merit and qualifications. However, there

is a problem of how strategic plans are formulated in the public service. The findings in chapter six (cf. section 6.3.6) revealed that strategic plans are formulated by the heads of the department only.

Integrity is fundamental to enhance transparency in an institution. Based on the findings above the study recommends that legislation to declare business interests must be formulated without delay. Moore (2017:2) holds that a transparent institution upholds strong moral principles in all of its activities. The study further recommends that fairness should be instilled in the recruitment process by adhering to rules and procedures when recruiting personnel. Transparency, according to Fung (2013:185), is conducting all activities in a fair and equitable manner. It is also recommended that subordinates are appointed as participants in the team that formulates strategic plans. Transparency ensures that various role-players participate in the decision-making process (Porumbescu 2015:4).

#### **iv. Enhance accountability**

The Botswana government has implemented accountability mechanisms in its public service. However, there are concerns that mechanism to specifically hold management accountable has not been implemented effectively. The participants held that management was neither called to account for their actions nor did they adhere to the requirement. Good governance cannot be realised if management is not called to answer for their actions as alluded to in chapter three (cf. section 3.3.1).

Vosselman (2016:603) contends that heads of institutions should provide their superiors with updated performance appraisals as well as justification for their actions. An institution that upholds accountability, the heads thereof are obliged to give account for their activities to conform to their contractual obligations (Loozekot and Dijkotra 2015:3). It is recommended

that the public service develops and implements an effective accountability mechanism which ensures that management is held accountable and they adhere to the rules which govern their employment contract.

#### **v. Curb corruption**

The findings revealed that the public service has a well-implemented anti-corruption policy. However, bureaucratic corruption has been reported to be on the increase (cf. section 6.3.8). It is fundamental that bureaucratic corruption in the public service is addressed. Chapter 3 (cf. section 3.5.1) revealed that it is one of the primary obstacles to good governance. The major challenge to identify and curb corruption is the inefficient implementation of the reporting mechanism. Moreover, the consequences against those implicated in acts of corruption was not applied uniformly and fairly. The institutions do not face any consequences when involved in corrupt activities but action has been taken against individuals who engaged in corruption. The participants also revealed that the lack of transparency and accountability were the primary causes of bureaucratic corruption in the Botswana public service.

It is recommended that the mechanism to report illegal activities be built upon principles of transparency to ensure efficiency. Rodriguez et al (2016:72) posit that transparency facilitates opportunities to address concerns effectively and efficiently because the information is available on how matters should be managed. Furthermore, upholding accountability ensures that public official's activities are governed by rules, to facilitate the monitoring and evaluation of each action (Baker and Rubin 2011:519). It is fundamental that principles of accountability are upheld to ensure that action is taken against both the institutions and individuals implicated in acts of corruption.

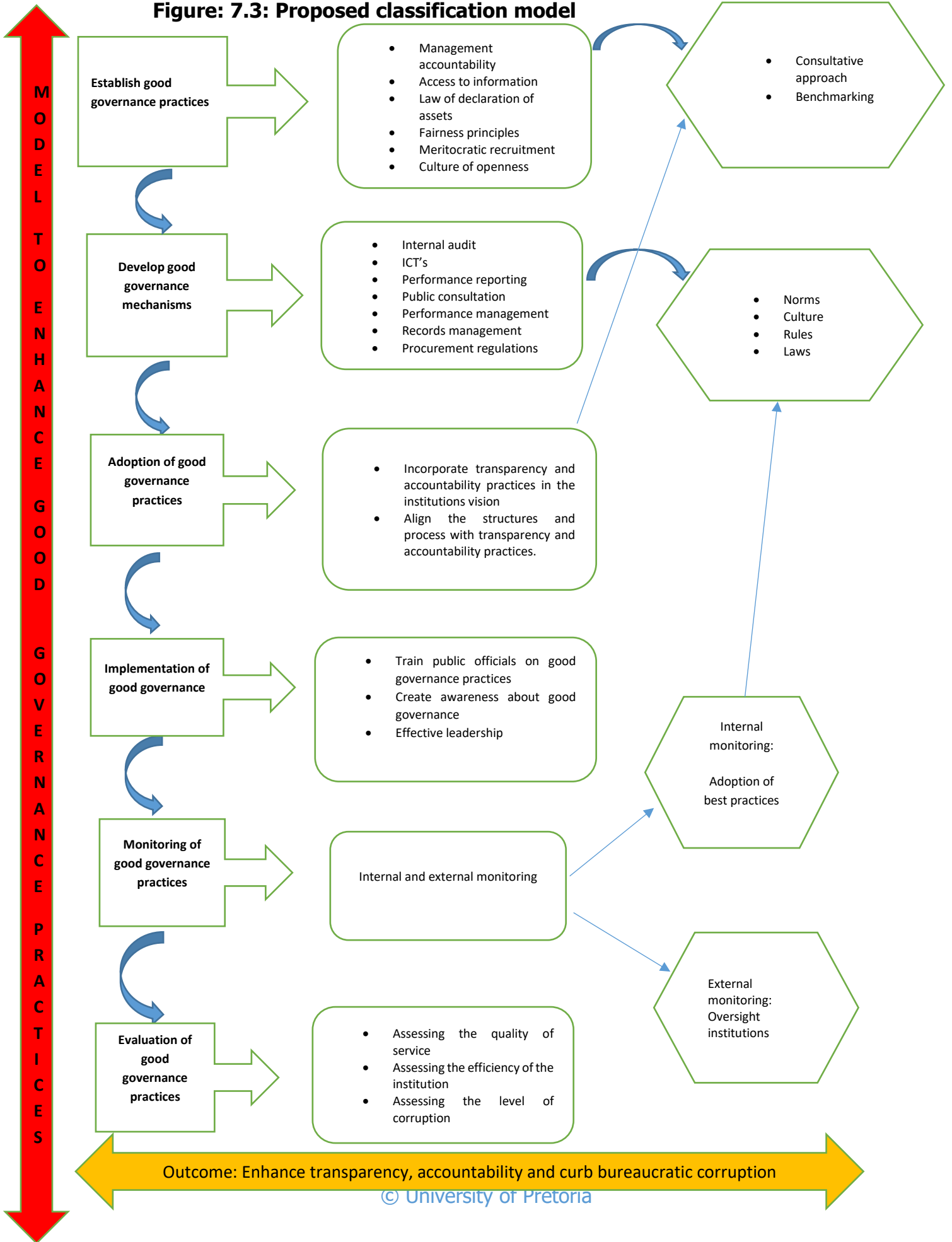


## **7.5. CLASSIFICATION MODEL TO ENHANCE GOOD GOVERNANCE PRACTICES: BOTSWANA PUBLIC SERVICE**

The final objective of this study is to propose a classification model to enhance good governance practices in the Botswana public service. This section presents the proposed classification model to enhance good governance practices. Various elements identified during the different phases of the study are utilised as a foundation to construct the proposed classification model which is to enhance good governance practices as illustrated in Figure 7.3.



Figure: 7.3: Proposed classification model



The proposed classification model advocates for a consultative approach to ensure the implementation of good governance. Six phases are proposed by the model namely: establish, develop, adopt, implement, monitor and evaluate good governance practices. The model proposes the adoption of the institutional theory because it acknowledges the role played by culture, rules, norms and law in developing programmes and policies. Learning is accentuated to improve governance strategies. Since society also plays a fundamental role in governing an institution, there is a need to consider a consultative management approach. Furthermore, to establish good governance requires that the relevant stakeholders are consulted. The Botswana public service has to embark on benchmarking and possibly replicating what other nations have adopted as successful good governance practices.

Culture, norms, rules and the laws must inform transparency and accountability mechanisms. The model proposed the following mechanisms: internal audit, ICT's, performance and financial reporting, public consultation, performance management, and procurement regulation and records management. The study suggests that to ensure proper implementation of good governance, it requires both the vision and structures be aligned to good governance to ensure that the decisions will be incorporated therein. Consultative processes and benchmarking also plays a key role in ensuring that good governance is adopted effectively and efficiently in the public service.

It is imperative to train public officials in good governance to ensure that the practice is implemented effectively and the significance thereof is accentuated. The study acknowledges the significance of monitoring good governance. Hence the model suggests that the Botswana public service establishes internal (adopt best practices) and external monitoring tools in the form of oversight institutions. It is fundamental to implement effective

leadership to ensure that good governance is practiced throughout the public service. Moreover, good governance must be evaluated to ensure that the anticipated outcomes are achieved. The following three criteria can be utilised to evaluate transparency and accountability: assess the quality of service provided, evaluate the efficiency of the institutions as well as the level of bureaucratic corruption. The outcome of this proposed classification model is to enhance transparency and accountability and inhibit bureaucratic corruption in the Botswana public service.

## **7.6. RECOMMENDATIONS FOR FURTHER RESEARCH**

Studies of good governance in Botswana was expounded upon in chapter one. The literature review and empirical survey, revealed that neither transparency nor accountability can be achieved without the other. It should be noted that the study did not explore the relationship between transparency and accountability because the study was premised on evaluating transparency and accountability in the Botswana public service. The study recommends that future research focuses on how transparency can enhance accountability as well as assess the role of leadership in good governance in the public service. Further research should also be conducted to evaluate the remaining six principles of good governance. Moreover, it is also recommended that the sample size be extended to include all of the Ministries in the public service.

## **7.7. SUMMARY AND CONCLUSION**

This chapter proposed a classification model to enhance good governance practices in the Botswana public service. A summary of the previous chapters (one to six) was provided followed by chapter one which introduced the study, while chapter two reviewed literature on good governance. Chapter three provided an overview of transparency, accountability and bureaucratic corruption in the public service. Chapter





four highlighted the international and African perspective of good governance practices in the public service while chapter five discussed good governance practices in the Botswana public service including the status of bureaucratic corruption. Chapter six analysed and discussed the empirical findings.

Chapter 7 provided recommendations based on the findings from the empirical survey. The recommendations and the findings from the literature review was utilised to propose a model to enhance good governance practices in the Botswana public service. The proposed classification model to enhance good governance addressed the following areas: implementation of governance and the principles of transparency and accountability, enhance transparency, accountability and curb corruption. The key elements for each area of concern was presented in the model.

The chapter also acknowledges certain positive good governance practices implemented in the Botswana public service. It was revealed that there is a commitment to achieve transparency in the public service. The presence of feedback and mechanisms to channel complaints revealed that there was a concerted effort to implement transparency in the public service. Furthermore, the rules are clear, procedures are publicised and vacancies are made public. The Botswana public service was commended for establishing accountability mechanisms, which enables the public to hold the institution accountable. Moreover, the chapter suggested further research to focus on the relationship between transparency and accountability by exploring how transparency enhances accountability in the public service, evaluate the other six principles and extend the study to other Ministries.



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**Annexure 1**

**Faculty of Economic and  
 Management Sciences**

**AN EVALUATION OF THE PRACTICE OF GOOD GOVERNANCE IN THE PUBLIC  
 SERVICE OF BOTSWANA**

**CONFIDENTIAL QUESTIONNAIRE**

*The objective of this questionnaire is to evaluate the practices of good governance in Botswana public institutions. The information obtained will be confidential. Your responses are of high value for the research purposes and may be important in recommending policies to improve governance in Botswana public institutions.*

*The survey interrogates the key elements of good governance, namely:*

- a) Transparency*
- b) Accountability*
- c) Corruption*

*Please complete the questionnaire which will take about 30 to 40 minutes of your time.*

*Please email your responses to: [keffiemuddie@yahoo.com](mailto:keffiemuddie@yahoo.com) or contact me on +27 829758463 should you require any clarity on the questions.*

**SECTION 1: BACKGROUND INFORMATION**

Name of the Ministry :			
Post level			
Gender	Female	Male	
Age	18 – 35	36 – 49	50 and above
Number of years with the Ministry	1-5 years	6-10 years	10+

---

1. |An evaluation of the practice of good governance in the public service of Botswana (Questionnaire)



**SECTION 2: GOOD GOVERNANCE**

**Please indicate your answer by marking the appropriate box.**

1. Have you ever heard of the following concepts?

	<b>Yes</b>	<b>No</b>
a) Governance		
b) Good governance		
c) Transparency		
d) Accountability		

2. Explain in your own words the following concepts:

- a) Governance.....
- b) Good governance.....
- c) Transparency.....
- d) Accountability.....

**Please rate your level of agreement on the following statements by ticking the appropriate box**

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Neutral</b>	<b>Agree</b>	<b>Strongly agree</b>
3. Transparency is important in upholding governance practices in your organization	1	2	3	4	5
4. Accountability is important in upholding governance practices in your organization					
5. Practising governance in your organization is important	1	2	3	4	5
6. Implementation of governance in your organization is more on paper than physical	1	2	3	4	5
7. Governance is popular in your organization	1	2	3	4	5

2. |An evaluation of the practice of good governance in the public service of Botswana (Questionnaire)



8. What are the challenges facing your organization in the promotion of good governance?

**(Multiple responses-you can tick more than one answer)**

a)Corruption	
b)Lack of accountability	
c)Lack of transparency of rules ,laws and processes	
d)Lack of effective institutional control	
e)Other(Specify)	

9. What measures would you suggest to be implemented for governance to be established in your organization?

**(Multiple responses-you can tick more than one answer)**

a) Creating awareness about governance
b) Training officials on governance
c) Establishing monitoring and evaluation institutional framework for governance
d) Other(specify)

**SECTION 3: TRANSPARENCY IN BOTSWANA PUBLIC ORGANIZATION**

**Please rate your level of agreement on the following statements by ticking the appropriate box**

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Neutral</b>	<b>Agree</b>	<b>Strongly agree</b>
10.Organization has an explicit commitment to transparency in all its activities	1	2	3	4	5
11.There are clear rules of administration in your organization	1	2	3	4	5
12.Vacancies within your organization are transparently announced	1	2	3	4	5
13.There are mechanisms to channel complaints in your organization	1	2	3	4	5
14.There are mechanisms to channel answers to staff members in your organization	1	2	3	4	5

3.An evaluation of the practice of good governance in the public service of Botswana (Questionnaire)



15. There is access to information in your organization	1	2	3	4	5
16. Staff members are always informed when important decisions are made in your organizations	1	2	3	4	5
17. Procurement procedures in your organization are publicly disclosed	1	2	3	4	5
18. There is a well implemented system for disclosure of business interests by officials in your organization	1	2	3	4	5

19. Which one of the following applies to the manner in which staff members are promoted in your organization?

a) Based on professional qualification experience, merit and performance
b) Based on friendship and family ties
c) Based on party membership or affiliation
d) Other( specify)

20. Who are involved in the formulation of your organization's strategic plans?

a) upper political officials
b) heads of department
c) department heads and all other staff members of the institution
d) Other( specify)

**SECTION 4: ACCOUNTABILITY IN BOTSWANA PUBLIC ORGANIZATION**

**Please rate your level of agreement on the following statements by ticking the appropriate box**

	<b>Strongly disagree</b>	<b>Disagree</b>	<b>Neutral</b>	<b>Agree</b>	<b>Strongly agree</b>
21. There are accountability mechanisms in your organization	1	2	3	4	5

4. An evaluation of the practice of good governance in the public service of Botswana (Questionnaire)





22. There are mechanisms in your organization that enable the public to hold your organization accountable	1	2	3	4	5
There is a working framework for management accountability	1	2	3	4	5
24. Staff members in your organization know to whom they are accountable	1	2	3	4	5
25. Staff members in your organization know what they are accountable for					

**SECTION 5: CORRUPTION IN BOTSWANA PUBLIC ORGANIZATION**

*For the purpose of this section bureaucratic corruption is defined as the deviation from regular duties of a governmental official for the sake of family and social interests, gaining financial incomes or specific type of influence for personal issues*

**Please rate your level of agreement on the following statements by ticking the appropriate box**

	Strongly disagree	Disagree	Neutral	Agree	Strongly agree
26. There is a high level of bureaucratic corruption in your organization	1	2	3	4	5
27. The organization has an anti-corruption policy which is well implemented	1	2	3	4	5
28. The organization has a process to follow in reporting illegal activities of public officials	1	2	3	4	5
29. The organization has a quick process to follow in reporting an illegal activity of a public official					

5. An evaluation of the practice of good governance in the public service of Botswana (Questionnaire)



30.The institution discloses if any of its staff member is reprimanded for illegal activities	1	2	3	4	5
31.The organization is able to deal with those convicted of illegal activities	1	2	3	4	5

32 (a) Is your organization exposed to corruption?

Yes/No

32 (b) If yes, please rank the following factors that causes corruption your organization from most important to least important.

**1=most important, 2=important, 3=least important, 4=not important**

a)Considering corruption as morally acceptable	
b)Lack of accountability	
c)Lack of appropriate punishment on those involved in illegal activities	
d)Lack of transparency	
e)Other(Specify)	

33. If the answer to question 32(a) was yes,what do you think are the consequences of corruption in your organization:

	<b>Individual</b>	<b>Organization</b>
a)Subjected to disciplinary action		
b)Investigated		
c)No consequences		
d)Other( specify)		

6 | An evaluation of the practice of good governance in the public service of Botswana (Questionnaire)

Thank you for the time you have taken to complete this questionnaire and your contributions are highly appreciated.



Annexure 2

TELEGRAMS: MERAFAE  
Telephone: 3658400/3705827  
Fax: 3902263/1559/



Ministry of Local Government  
& Rural Development  
Private Bag 006  
Gaborone  
BOTSWANA

REPUBLIC OF BOTSWANA

Ref Number CLG 14/14/3/1 II (12)

20 January 2016.

Ms Kefilwe Mudeme  
University of Pretoria  
Lynwood drive  
Hatfield Pretoria  
South Africa

Dear Madam

**RE: RESEARCH PERMIT**


This serves to acknowledge your application for a research permit in order to carry out a study entitled "An Evaluation Of Good Governance Practices In Botswana Public Service".

We are pleased to grant you the permit. This permit is valid for a period of six (6) months – commencing on 20<sup>th</sup> January to 30<sup>th</sup> June 2016 – and it is granted subject to the following conditions;

1. Copies of the final product of the study are to be directly deposited with the Ministry of Local Government, National Archives and Record Services and University of Botswana Library.
2. The permit does not give you authority to enter any premises, private establishment or protected areas. Permission for such entry should be negotiated with those concerned.
3. You conduct your study according to particulars furnished in application you submitted taking into account the above conditions.
4. Failure to comply with any of the above stipulated conditions will result in the immediate cancellation of the permit.

Yours Faithfully,

Shepherd Monyeki

  
/For Permanent Secretary- MLG


cc: PS, Ministry of Finance and Development Planning  
PS, Ministry of Labour and Home Affairs  
PS, Ministry of Youth, Sports and Culture  
Director, National Archives and Records Services  
Director, National Library Service  
Director, Research and Development, University of Botswana



Annexure 3

**PHYSICAL ADDRESS:**  
Box 11, Government Enclave  
Gaborone, Botswana

**POSTAL ADDRESS:**  
Private Bag 002  
Gaborone, Botswana



REPUBLIC OF BOTSWANA  
**MINISTRY OF LABOUR AND HOME AFFAIRS**

Tel: + (267) 361 1100  
Fax: + (267) 390 7426  
EMAIL: mha-pro@gov.bw  
WEBSITE: www.gov.bw

**Ref: CMLHA 1/16/1 VII (60)** **23 February 2016**

Kefilwe Mudeme  
35 Wild Olive Manor  
Cnr Pritchard and Christo Ave  
Olivedale, Johannesburg

Dear Madam

**EXTENSION OF A RESEARCH PERMIT**


Your application on the above subject matter refers.

You are hereby granted permission to carry out a research on **"Study An evaluation of the Practices of Good Governance in Botswana Public Service"**


Permission is granted subject to the following conditions:

1. Copies of any report/video produced are deposited with the Director of Research and Development office of the University of Botswana, Botswana National Library Services, Botswana National Archives and Records Services and the **Ministry of Labour and Home Affairs.**
2. The permit does not give authority to enter any premises, private establishment or protected areas. Permission for such entry should be negotiated with those concerned.
3. The permit is valid for a period beginning **1<sup>st</sup> March 2016 to 30<sup>th</sup> June 2016**, both dates inclusive.
4. You shall conduct the study/research according to the particulars furnished in the application form.
5. Failure to comply with the above stipulated conditions will result in the immediate cancellation of the permit.

Thank you.

  
Montshiwa M. Montshiwa  
For/Permanent Secretary

**VISION:** Excellence in the provision of Labour and Homeland Services  
**VALUES:** Integrity, Botho and Excellence  
**TAGLINE:** Badisa Ba Setshaba (The Nation's Shepherd)  
**TOLL FREE: 0800 600 7777**





Annexure 4

TELEPHONE: 3601200

TELEFAX: 3971539

EMAIL: [Mtihq@gov.bw](mailto:Mtihq@gov.bw)

WEBSITE: [www.mti.gov.bw](http://www.mti.gov.bw)



REPUBLIC OF BOTSWANA

MINISTRY OF TRADE AND INDUSTRY,

PRIVATE BAG 004,

GABORONE

BOTSWANA

ALL CORRESPONDENCE MUST BE ADDRESSED TO  
THE PERMANENT SECRETARY

Ref: TI 1/19/2 VI (22)

24 August 2015

Mrs Kefilwe Mudeme  
35 Wild Olive Manor  
Olivedale  
2188

**PERMISSION TO CONDUCT RESEARCH:**  
**KEFILWE MUDEME**

Your letter of request for a permission to conduct Research dated 12<sup>th</sup> August 2015 refers.

I am pleased to let you know that we have approved your request to conduct research on the topic titled:

**"An evaluation of the practices of good governance in Botswana Public Service".**

This permission allows you to access our libraries in Botswana, books, reports etc. as well as interviewing relevant stakeholders who would be able to assist you to get information on your research topic.

Please note that you are required to deposit a bound copy of your research papers/books at Botswana National Archives, the University of Botswana Library and the Ministry of Trade and Industry.

Yours sincerely

Nelly W. Senegelo  
**Acting Permanent Secretary**



*Mission: The Ministry of Trade and Industry will promote  
the development of Sustainable industries and trade*







Annexure 5

TELEPHONE: (00267) 3901186  
FACSIMILE: (00267) 3913473  
TELEGRAMS:  
REFERENCE:



REPUBLIC OF BOTSWANA

MINISTRY OF YOUTH SPORT & CULTURE  
PRIVATE BAG 00514  
GABORONE  
BOTSWANA

REF: MYSC 9/2/11(11)

3rd September 2015

Kefilwe Mudeme  
University of Pretoria  
Lynnwood Drive  
Hatfield, Pretoria

Dear Madam


**RESEARCH PERMIT**

This serves to acknowledge your application for a Research Permit on "AN EVALUATION OF GOOD GOVERNANCE PRACTICES IN BOTSWANA PUBLIC SERVICE". The Permit is granted for a period of twelve (12) Months, commencing 3rd September 2015 to 2nd August 2016 and is granted under the following conditions:

1. Copies of the final product of the study are to be directly deposited with the Ministry of Youth Sport and Culture, National Library Services, National Archives and Records Services and Research and Development in the University of Botswana.
2. The Permit does not give you authority to enter premises, private establishment or protected areas. Permission for such areas should be negotiated with those concerned.
3. You conduct your study according to particulars furnished in the application you submitted taking into account the above conditions.
4. Failure to comply with any of the above conditions will result in the immediate cancellation of the Permit.

Thank you.

Yours Faithfully

  
Kago Ramokate  
For/Permanent Secretary

Cc: Director, National Archives and Records Services  
National Librarian, National Library Services  
Director, Research and Development, University of Botswana



Annexure 6



Faculty of Economic and Management Sciences

**RESEARCH ETHICS COMMITTEE**

Tel: +27 12 420 3395

E-mail: ron@rensburg@up.ac.za

25 May 2016

**Strictly confidential**

Prof N Holtzhausen  
School of Public Management and Administration

Dear Professor Holtzhausen

**Project:** An evaluation of the practice of good governance in the public service of Botswana  
**Researcher:** K Mudeme  
**Student No:** 13364091  
**Supervisor:** Prof N Holtzhausen  
**Co-supervisor:** -  
**Department:** SPMA

Thank you for the application you submitted to the Committee for Research Ethics, Faculty of Economic and Management Sciences. I have pleasure in informing you that the Committee formally approved the above study on 25 May 2016. The approval is subject to the candidate abiding by the principles and parameters set out in the application and research proposal in the actual execution of the research.

The approval does not imply that the researcher, student or lecturer is relieved of any accountability in terms of the Codes of Research Ethics of the University of Pretoria if action is taken beyond the approved proposal.

The Committee requests that you convey this approval to the researcher.

We wish you success with the project.

Sincerely

**pp PROF RON RENSBURG**  
**CHAIR: COMMITTEE FOR RESEARCH ETHICS**

cc: Prof MR Chitiga-Mabugu  
Student Administration



## Annexure 7

### Statistics

		Q3	Q4	Q5	Q6	Q7
N	Valid	157	157	157	156	157
	Missing	0	0	0	1	0
Mean		<b>4.62</b>	<b>4.84</b>	<b>3.87</b>	<b>3.96</b>	<b>3.50</b>
Median		5.00	5.00	5.00	4.00	4.00
Mode		5	5	5	4	4
Std. Deviation		.593	.537	1.345	.879	1.244

### Frequency Table

#### Q3

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	3	1.9	1.9	1.9
	4	50	31.8	31.8	33.8
	5	104	66.2	66.2	100.0
	Total	157	100.0	100.0	

#### Q4

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	4	2.5	2.5	2.5
	4	13	8.3	8.3	10.8
	5	140	89.2	89.2	100.0
	Total	157	100.0	100.0	





### Q5

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	51	32.5	32.5	32.5
	4	25	15.9	15.9	48.4
	5	81	51.6	51.6	100.0
	Total	157	100.0	100.0	

### Q6

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	21	13.4	13.5	13.5
	4	99	63.1	63.5	76.9
	5	36	22.9	23.1	100.0
	Total	156	99.4	100.0	
Missing	System	1	.6		
Total		157	100.0		

### Q7

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1	3	1.9	1.9	1.9
	2	53	33.8	33.8	35.7
	3	2	1.3	1.3	36.9



4	60	38.2	38.2	75.2
5	39	24.8	24.8	100.0
Total	157	100.0	100.0	

### Statistics

		Q10	Q11	Q12	Q13	Q14	Q15	Q16	Q17	Q18
N	Valid	157	157	157	157	157	157	157	157	157
	Missing	0	0	0	0	0	0	0	0	0
Mean		3.22	3.92	3.90	3.63	3.75	2.96	3.31	3.39	3.24
Median		4.00	4.00	4.00	4.00	4.00	2.00	4.00	4.00	4.00
Mode		4	4	4	4	4	2	4	4	4
Std. Deviation		1.027	.385	.441	.779	.617	1.002	1.096	.911	.975

### Frequency Table

#### Q10

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	64	40.8	40.8	40.8
	4	88	56.1	56.1	96.8
	5	5	3.2	3.2	100.0
Total		157	100.0	100.0	



### Q11

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	6	3.8	3.8	3.8
	4	151	96.2	96.2	100.0
Total		157	100.0	100.0	

### Q12

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	8	5.1	5.1	5.1
	4	149	94.9	94.9	100.0
Total		157	100.0	100.0	

### Q13

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	29	18.5	18.5	18.5
	4	128	81.5	81.5	100.0
Total		157	100.0	100.0	



### Q14

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	15	9.6	9.6	9.6
	3	9	5.7	5.7	15.3
	4	133	84.7	84.7	100.0
	Total	157	100.0	100.0	

### Q15

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	82	52.2	52.2	52.2
	4	75	47.8	47.8	100.0
	Total	157	100.0	100.0	

### Q16

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	62	39.5	39.5	39.5
	4	80	51.0	51.0	90.4
	5	15	9.6	9.6	100.0
	Total	157	100.0	100.0	



### Q17

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	46	29.3	29.3	29.3
	3	3	1.9	1.9	31.2
	4	108	68.8	68.8	100.0
	Total	157	100.0	100.0	

### Q18

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	60	38.2	38.2	38.2
	4	97	61.8	61.8	100.0
	Total	157	100.0	100.0	

### Statistics

		Q21	Q22	Q23	Q24	Q25
N	Valid	157	157	157	157	157
	Missing	0	0	0	0	0
Mean		4.54	3.27	3.07	3.94	3.96
Median		5.00	4.00	4.00	4.00	4.00
Mode		5	4	4	4	4
Std. Deviation		.720	.950	.994	.245	.207



## Frequency Table

### Q21

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	7	4.5	4.5	4.5
	4	51	32.5	32.5	36.9
	5	99	63.1	63.1	100.0
	Total	157	100.0	100.0	

### Q22

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	55	35.0	35.0	35.0
	3	5	3.2	3.2	38.2
	4	97	61.8	61.8	100.0
	Total	157	100.0	100.0	

### Q23

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	72	45.9	45.9	45.9
	3	2	1.3	1.3	47.1
	4	83	52.9	52.9	100.0
	Total	157	100.0	100.0	



**Q24**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	3	10	6.4	6.4	6.4
	4	147	93.6	93.6	100.0
Total		157	100.0	100.0	

**Q25**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	3	7	4.5	4.5	4.5
	4	150	95.5	95.5	100.0
Total		157	100.0	100.0	

**Statistics**

		Q26	Q27	Q28	Q29	Q30	Q31
N	Valid	157	157	157	157	157	156
	Missing	0	0	0	0	0	1
Mean		3.96	3.30	3.90	2.50	3.85	4.09
Median		4.00	4.00	4.00	2.00	4.00	4.00
Mode		4	4	4	2	4	4
Std. Deviation		.262	.944	.441	.860	.601	.415



## Frequency Table

### Q26

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	2	1.3	1.3	1.3
	3	3	1.9	1.9	3.2
	4	152	96.8	96.8	100.0
	Total	157	100.0	100.0	

### Q27

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	53	33.8	33.8	33.8
	3	4	2.5	2.5	36.3
	4	100	63.7	63.7	100.0
	Total	157	100.0	100.0	





**Q28**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	8	5.1	5.1	5.1
	4	149	94.9	94.9	100.0
	Total	157	100.0	100.0	

**Q29**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	116	73.9	73.9	73.9
	3	3	1.9	1.9	75.8
	4	38	24.2	24.2	100.0
	Total	157	100.0	100.0	

**Q30**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	13	8.3	8.3	8.3
	3	3	1.9	1.9	10.2
	4	136	86.6	86.6	96.8
	5	5	3.2	3.2	100.0
	Total	157	100.0	100.0	



**Q31**

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2	1	.6	.6	.6
	3	4	2.5	2.6	3.2
	4	131	83.4	84.0	87.2
	5	20	12.7	12.8	100.0
	Total	156	99.4	100.0	
Missing	System	1	.6		
Total		157	100.0		



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This document certifies that the manuscript listed below was edited for proper English language, grammar, punctuation, spelling and overall style.

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**AN EVALUATION OF THE PRACTICES OF GOOD GOVERNANCE IN THE  
PUBLIC SERVICE OF BOTSWANA**

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