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STRATEGIC PLANNING IN PUBLIC SECTOR
ORGANIZATIONS OF BOTSWANA

by

Paul Thuso Faizel Sharp

December 1994

Thesis Advisor: Nancy C. Roberts

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It is important that a strategic planning approach be chosen that is compatible with the culture of Botswana. This choice will enhance the managerial effectiveness, productivity, and performance of public sector organizations in Botswana. Western management approaches transferred to and implanted in Botswana without adapting them to the culture of Botswana are not effective. People do not identify themselves with these methods, and thus cannot utilize them fully and efficiently. Unfamiliar to the people, a western approach cannot attain the same effective performance in Botswana that it does in industrialized countries.

The analysis of five western strategic planning approaches (Bryson's Rational-Analytic, Entrepreneurial-Innovative, Dialogue and Deliberation, Incremental, and Political) with regard to the culture and traditions of Botswana reveals that two of these approaches are suitable for use in Botswana. These are the Bryson's Rational-Analytic and the Dialogue and Deliberation approaches. Some of the elements of these approaches which are in harmony with the national culture of Botswana have been used to build the Sharp Model, which is modeled on the traditional kgotla decision-making process.

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STRATEGIC PLANNING IN PUBLIC SECTOR ORGANIZATIONS OF BOTSWANA

by

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Submitted in partial fulfillment
of the requirement for the degree of

MASTER OF SCIENCE IN INTERNATIONAL RESOURCE PLANNING AND MANAGEMENT

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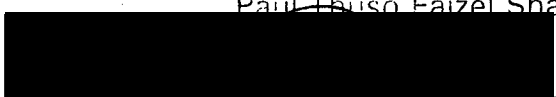
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ABSTRACT

It is important that a strategic planning approach be chosen that is compatible with the culture of Botswana. This choice will enhance the managerial effectiveness, productivity, and performance of public sector organizations in Botswana. Western management approaches transferred to and implanted in Botswana without adapting them to the culture of Botswana are not effective. People do not identify themselves with these methods, and thus cannot utilize them fully and efficiently. Unfamiliar to the people, a western approach cannot attain the same effective performance in Botswana that it does in industrialized countries.

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The Sharp Model developed in this thesis expands on the traditional decision-making process used in Botswana villages, using western management tools to modify it for bureau use. It relies on a participatory decision-making and consultative process.

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I. INTRODUCTION

A.   OBJECTIVES

The objective of this thesis is to search out and develop a strategic planning approach that would be suitable for Botswana public sector organizations.

The emphasis in Botswana to this point has been on using western standard management practices to promote quality planning, coordination, productivity, and efficiency in public organizations. However, western management has been transferred and implemented without consideration for or adaptation to the culture of the nation.

The possibility of adapting western management approaches into existing management systems has largely been conceived of as an overlay of systems, rather than a merger. This thesis will explore the concept of fusing some aspects of western strategic planning approaches which are compatible with the culture of Botswana into existing management systems in Botswana for use in public sector organizations.   It is anticipated that the marriage of these two systems will enhance productivity and motivation in the public sector.

This thesis presents a model that was developed with consideration for the traditional management systems already in place in the country. Management approaches must be compatible to the nation's culture in order for them to be functional, productive, efficient, and competitive in serving the needs and wants of the people.

B.   RESEARCH QUESTIONS

Given the preceding general objective, the following primary research question is posed with regard to the cultural and economic systems of Botswana: Which strategic planning approaches can be used to greatest effect in Botswana's public sector organizations?

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The following ancillary research questions are considered pertinent in addressing the principal question:

- What western management systems and approaches to strategic planning can be analyzed for possible use by Botswana's public sector organizations?

- What is the Botswana context?

- How and to what extent do the proposed approaches naturally fit into the Botswana context?

- How can these approaches be modified for use in Botswana public organizations?

C. RATIONALE

The socio-cultural dimension and politics affect the management approaches developed and in place in any nation. Consideration of existing infrastructures is crucial and needs attention when introducing a foreign management approach. Existing customs and traditions are not necessarily a barrier to new styles of management, but can enhance the productivity, effectiveness, and competency of an organization, if they are used as a reference point. Hence,to be more effective, western management systems and behavior must be adapted to managerial systems already in place in local socio-cultures.

The definition of culture in this case is borrowed from a presentation done by UNESCO:

> Culture may be said to be the whole complex
> of distinctive spiritual, material, intellectual
> and emotional features that characterize a society
> or social group. It includes not only arts and
> letters, but also modes of life, the fundamental
> rights of human beings, value systems, traditions
> and beliefs. [Ismail Serageldin, 1992, p. 18]

Adapting management approaches to be compatible with strongly held cultural norms and practices in Botswana (including incentives, delegation, communication, coordination, and decision-making), is necessary for

successful public organizational growth. Foreign management concepts should be blended with locally valued behavior to create a management approach which is economically, politically, and culturally functional for indigenous people. Managers must be aware of the customs and traditions that affect organizational performance and the culture as a whole.

When an organization's intrinsic goals and the way it is operated are not in harmony with the economic, cultural, and political aspirations and values of a people, it will most likely fail to achieve its mission. This phenomenon is not limited to developing countries; the same experience has occurred in developed countries in which policy 'reforms' have met with socio-cultural rejection, or at least, indifference.

The management experience of a nation cannot be separated from the wider context of its socio-cultural and economic systems, since all these factors influence the climate and success of the organization. Therefore, it is important when implanting any foreign management system to consider the local socio-culture and economy, which could affect the success of the management grafting process and, ultimately, the effectiveness of the organization's managers.

The process of integrating a foreign management system into a new cultural setting is not without successful precedent; a prime example of this is Japan's embracing of the Total Quality Management system espoused by Dr. Edward Deming after World War II. Quality circles and the TQM system were rapidly assimilated and internalized, because it was inherently compatible with existing management techniques intrinsic in Japanese socio-culture. Thus, as this management system was woven into the nation's socio-culture, there was little conflict between the culture and the system. As a result, the Total Quality Management strategy was and continues to be very effective for Japan.

Strategic planning in a typical public sector organization in Botswana would be more effective if managers identified components of the culture

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that can be built upon to enhance synergy rather than to work against widely held cultural norms. [Coralie Bryant, 1992, p. 454] Organizational culture is defined as the system of shared beliefs, values, and norms, the managerial functions; the organization's behavior, structure and process in a certain environment. [Irwin, 1990, p. 63] Figure 1 shows an organizational culture which encompasses both the managerial functions and organizational characteristics validating the importance of local culture for effective management outcome. It is therefore reasonable to conclude that public management is a synthesis of historical, political, social and economic forces.
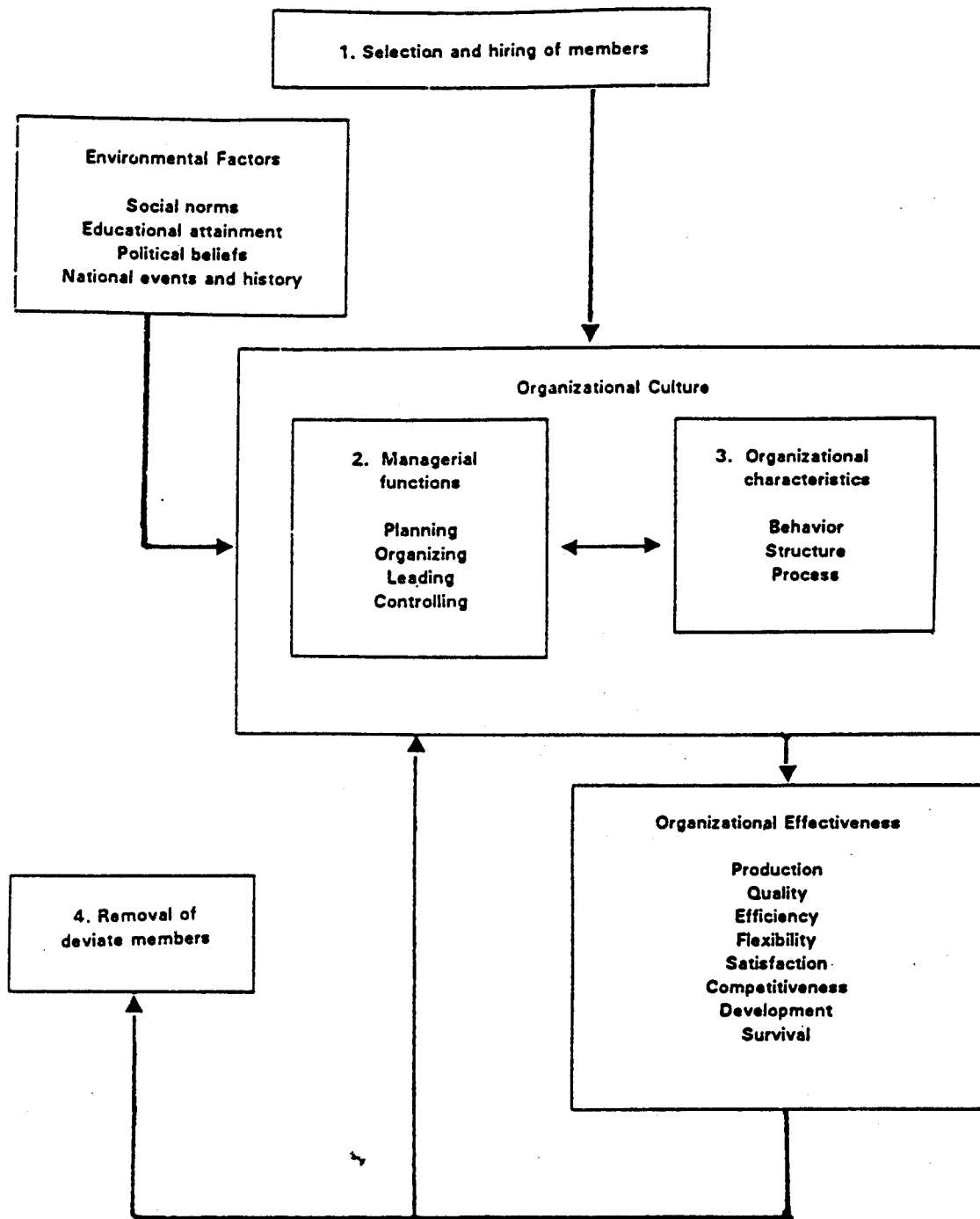
Figure 1. Organizational Culture and Effectiveness

Source: Gibson, Ivancevich, Donally JR. p. 64.

Implanting strategic planning management without considering the local culture is the result of an incomplete analysis of that group's organizational needs in terms of competency, effectiveness, production, and service quality. Managers must practice planning, organizing, leading, and controlling consistent with the beliefs and values of the culture. Figure 2 presents a model that illustrates how national and organizational culture interact to impact organizational effectiveness.
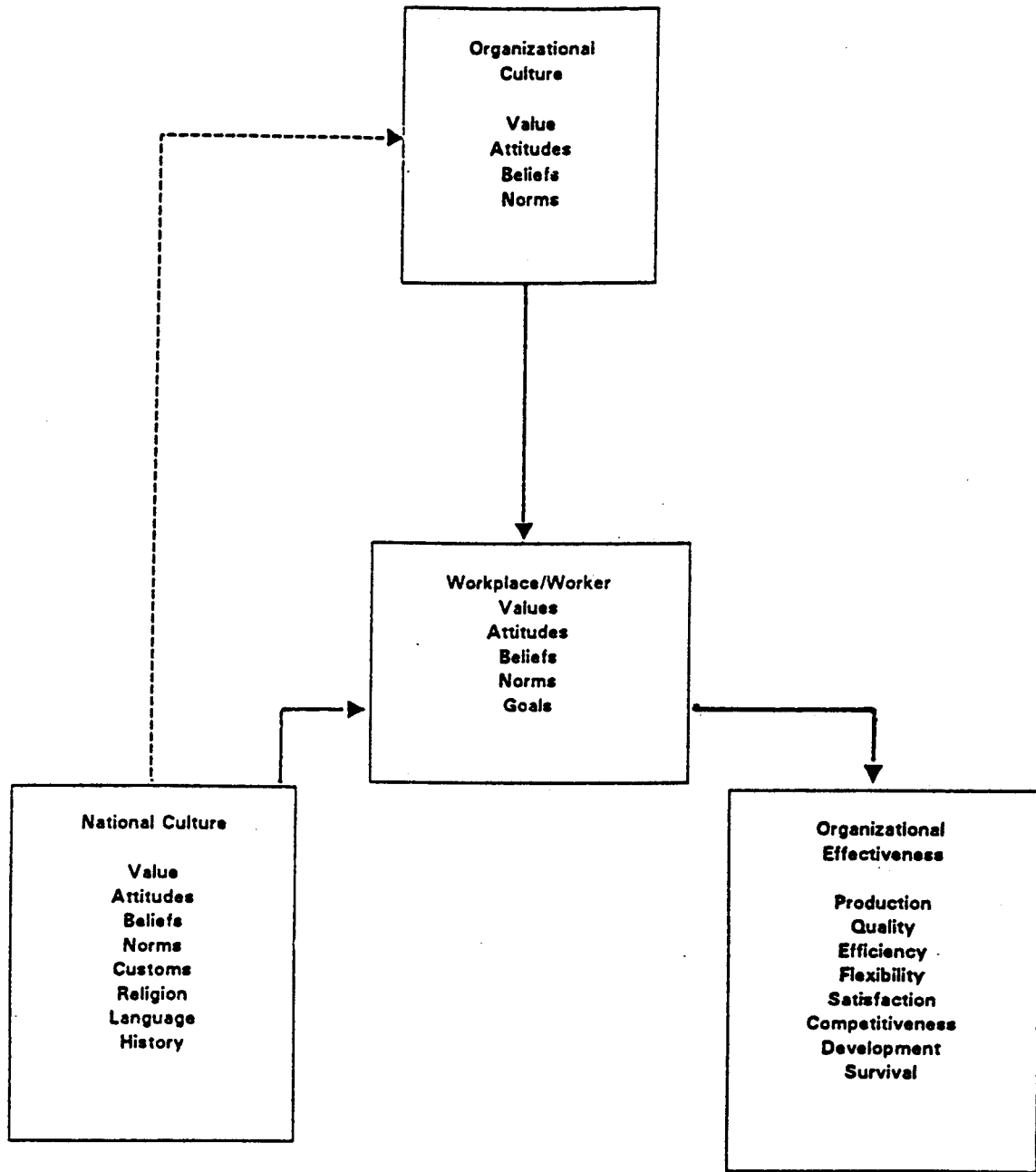
Figure 2. Cultural Influence on Effectiveness

Source: Gibson, Ivancevich, Donally JR. p. 67.

D. ORGANIZATION

Chapter II provides an overview to five strategic planning approaches. Each approach is discussed step by step, detailing the processes of strategic formulation, and outlining the advantages and disadvantages of each approach.

Chapter III outlines Botswana's socio-economic and political system and the Kgotla model of management. Chapter IV is an analysis of the five subject approaches and the Sharp Model. Chapter V presents recommendations and conclusions.

E. METHODOLOGY

Published literature on strategic planning approaches was gathered and analyzed in light of the author's experiences with the needs and shortcomings of the public sector organizations in Botswana. The five strategic planning models selected for consideration are:

- Bryson's Rational-Analytic
- Deliberation and Dialogue
- Entrepreneurial-Innovative
- Incremental
- Political

These five approaches were studied to determine which elements would be applicable to Botswana. Elements which are compatible and in harmony with traditional Botswana management practices are used to develop a Participative Decision-Making and Consultative model, which is described in Chapter IV.

II. OVERVIEW OF FIVE STRATEGIC PLANNING APPROACHES

The focus of this chapter is to introduce and explain the five strategic planning approaches which will be later used to develop a management framework for strategic planning in Botswana's public organizations.

Strategy is a word derived from the Greek word "stratego" which means the use of stratagem, the science of planning and directing large military operations by a general. In the management field, strategy is a set of decision-making rules for guidance of organizational behavior in sustaining success in a challenging environment. Hence, strategy determines the overall direction of the organization to fulfill its mission in light of the fundamental policy choices. This is planned by the chief executive officer (CEO) in conjunction with his planning team.

A. BRYSON'S RATIONAL ANALYTIC APPROACH TO STRATEGIC PLANNING

1. Definition

Webster's New World Dictionary, defines rational as "the ability to reason coherently and logically" or "the use of practical reason in making decisions." Analysis is the logical separation of ideas or things into constituent parts, so as to examine their nature, proportion, function, and interrelationship. As stated by Bryson:

> The process encompasses broad policy and direction setting, internal and external assessments, attention to key stakeholders, identification of key issues, development of strategies to deal with each issue, decision making, action, and continuous monitoring of results. [Bryson, 1988, p.46]

2. Basic Assumptions of the Approach

The basic assumptions of this approach are that: 1) people will behave rationally, 2) that they can plan, and 3) that they can come to agreements about plans. Another assumption is that once the strengths,

weaknesses, opportunities and threat (SWOT) analysis is done, it will be easier to identify the best strategy to use in order to enhance the performance of an organization.

3.   Formulation of Strategy

Bryson's strategy formulation is based on rational decision-making. This process begins with the definition of the organization's mission, identifying the organization's external opportunities and threats, determining internal strengths and weaknesses, and generating alternative strategies. Thus, strategy formulation guides top management in defining the organization's purpose, goals, and the means it will use to accomplish those goals.

Bryson's approach to strategic planning for public and non-profit organizations focuses on broad policy and direction setting, internal and external assessments, attention to key stake holders, identification of key issues, development of strategies to deal with each issue, decision making, action, and continuous monitoring of results. Bryson uses eight steps to execute his approach, as shown in Figure 3. Each step of the process has an action, result, and evaluation component to assure that implementation and evaluation are integral and continuous parts of the process.

a.   Initiating and Agreeing on a Strategic Planning Process

The core of this step is to negotiate agreement with key internal (and perhaps external) decision makers and/or other relevant leaders about the overall strategic planning process and key planning steps. It is essential to involve external decision-makers if implementation will involve multiple parties and other organizations. The key element of success is the support and commitment of the leaders.

b.   Clarifying Organizational Mandates

The formal and informal mandates placed on an organization are those things it must not fail to do.   Formal organizational mandates are usually listed in laws, ordinances, charters, articles and contracts. Informal

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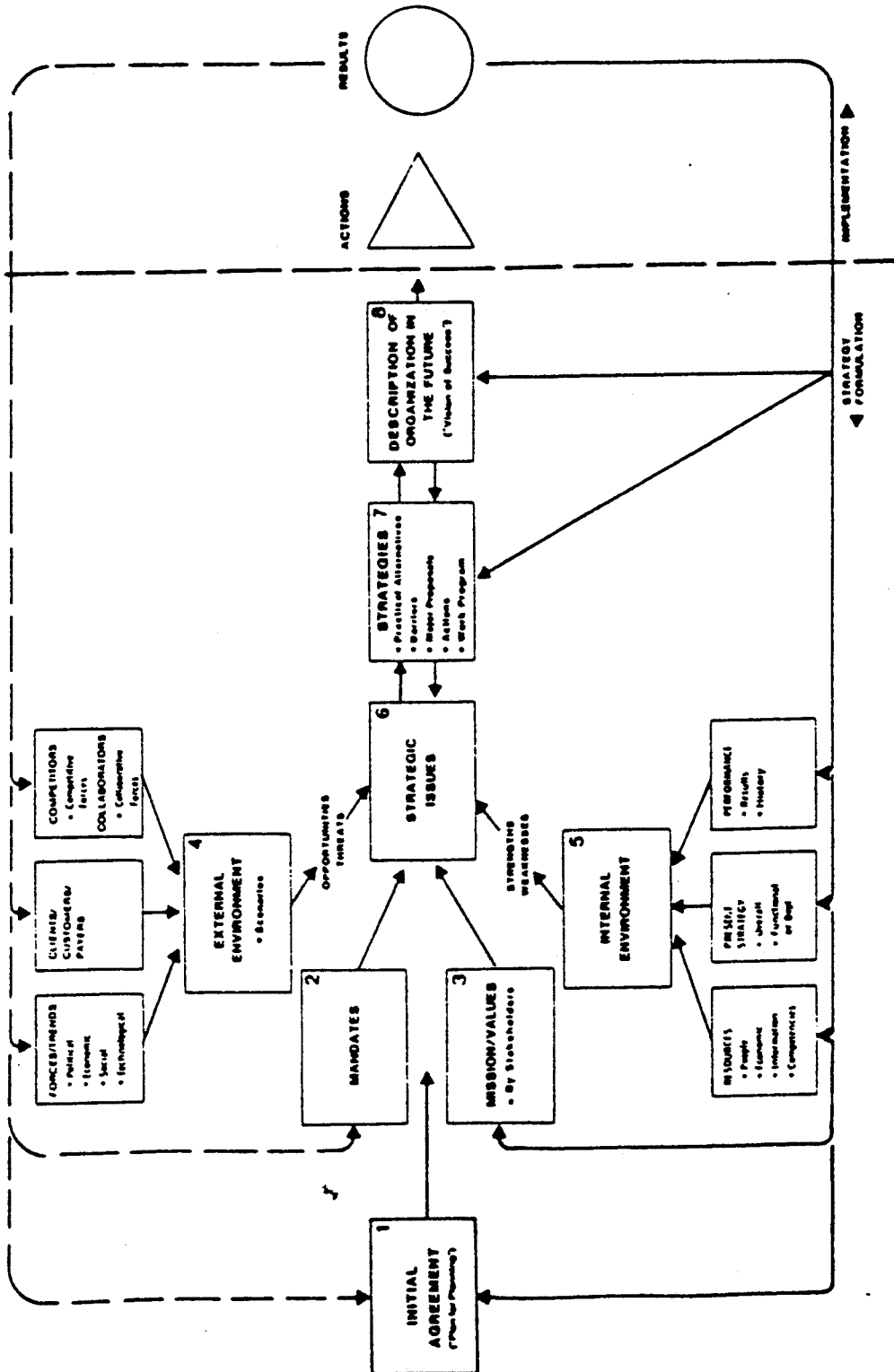
Figure 3. Strategic Planning Process.

Source: Bryson, 1988, p. 50-51.

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mandates are those things that are generally expected of any organization by those with whom it deals. For example, a defense force is formally charged with defending the territory of a country but may be informally mandated to support community activities as well. Those things which the organization must not do are also specifically listed to give the organization boundaries within which to work.

There are at least two benefits derived from having clear mandates, First, the organization's goals will not conflict with the basic purpose of the organization. Second, when the people in the organization clearly understand the mandates, it becomes more likely that those mandates will be fulfilled.

c. Clarifying Organizational Mission and Values

It is important to the survival of an organization to clarify its mission and core values. An organization which does not have a mission will most likely commit erroneous strategy formulation (step 7 of Bryson's model). Furthermore, the formulation of poor or irrelevant strategies can lead to a variety of consequences [Mutahaba, et al., 1933, p. 15] and difficulties, from poor allocation of resources, or losing the support of key workers and benefactors who are unclear about the scope of their jobs or are not in agreement with all of the elements of the organization's work, to the failure and dismantling of the organization due to inefficiency and internal dissension. Choosing strategies which are not in concert with the values and philosophies of an organization will lead to failure in strategic formulation.

An organization's mission should justify its reason for existence. The main goal of a mission is to establish a sense of purpose in the employees' minds and to give customers and community groups a clear idea of the organization's role. Furthermore, the organization should be perceived as fulfilling some of the needs of the people either socially or

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politically. With a clearly defined purpose, an organization can function productively and competently.

(1) Mission Statements. A mission statement contains the distilled essence of the organization's purpose. The statement should answer the following questions:

1. Who are we as an organization?
   What is our philosophy and what are our core values?
   What makes us distinctive or unique?
2. Where are we going ?
   What are the basic needs we seek to fulfill, or the problems we seek to solve?
   How can we best satisfy our key stakeholders?
3. How can we effectively meet these needs or solve these problems?

The mission of an organization has a strong influence on the identification and resolution of strategic issues. The process of developing a mission statement draws attention in particular to similarities and differences among those who have a stake in the outcome of the process, and in what the public organization's mission ought to be in relation to those stakeholders. Choosing strategies which are not in concert with the values and philosophies of an organization will lead to failure in strategic formulation.

(2) Stakeholder Analysis. A stakeholder is defined as any individual, or group of people who have a vested interest in and concern about the successful operation of an organization. [Bryson, 1988, p. 52] A stakeholder analysis is paramount for assessing the values of various stakeholders. The success of an organization is highly dependent on the satisfaction rendered to its customers. If an organization cannot define its stakeholders' interests, then it would be difficult to decide either where it should be going or what it ought to be doing.

A stakeholder analysis is a detailed examination of the posture of people interested in or affected by an organization. This analysis

is comprised of three parts. First, an organization identifies who its stakeholders are. Second, it finds out how the stakeholders measure the organization's success. Third, an organization may rank its stakeholders according to their importance.

d.   Assessing the External Environment

The external environment of an organization includes the opportunities and the threats which can affect its performance. An organization must make adequate plans to deal with future threats and assess and take advantage of any available opportunities. Organizations must acquire and maintain a detailed knowledge of their task environment, and potential changes in that environment, to adequately address it. [Morgan, 1986, p. 72]

In its everyday function, an organization interacts with customers and competitors who are capable of influencing its operations. Therefore, it is important for an organization to continually prepare itself for unexpected challenges, which might force a change in its operations. It is important for an organization to scan its external environment in order to take advantage of external opportunities and to reduce the impact of external threats. An organization should consistently monitor political, economic, social, and technological trends that affect its overall operations. The focus should not be limited to threat analysis. Opportunities found and utilized, are most often rewarding to an organization.

e.   Assessing the Internal Environment

The purpose of this step is to assess the internal environment of an organization in order to identify its strengths and weaknesses. The strengths of an organization are those elements which can be used effectively to fulfill its mandate and mission. The weaknesses are those elements that might impede an organization's effective functioning. The monitoring of an organization's resources (inputs), present strategy process, and performance (outputs), gives it a better chance of knowing its place in

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the external environment thus optimizing its chances of formulating the 'right' strategy.

Internal strengths and weaknesses are controllable in an organization. The constant assessment of an organization's internal state assists in sustaining and upgrading competitive advantage. This process reveals the strengths and weaknesses of an organization. Moreover, internal performance appraisal may lead to change in management practices, strategy and structure in response to the weaknesses diagnosed.

f.   Identifying the Strategic Issues Facing an Organization

Strategic issues are critical questions which have multiple answers and alternatives. These may require immediate action or close monitoring. The identification of strategic issues is essential to the planning processes. It is imperative to define first of all what an issue is. An issue is a

> "difficulty or problem that has a significant influence on the way the organization functions or on its ability to achieve a desired future, for which there is no agreed-on response. Issues can be internal or external to an organization, or both". [Nutt and Backoff, 1987, p.47]

An issue is assumed to be strategic if planners perceive that it will involve decisions and actions related to changes in the objectives and future goals of an organization, as well as if it affects the resource allocation of the organization. A statement of strategic issue should encompass three elements: First, the issue should be described succinctly and framed as a question that the organization can address. If the organization cannot address it, it is certainly not an issue for the organization. Second, the factors that make the issue a fundamental policy question should be listed. Third, the planning team should appraise issues to determine how detrimental the consequences could be if they were not addressed.

An organization should find out how an issue affects its mandate, mission, values, or internal and external environments. It is

imperative that strategic issues be dealt with effectively to enable survival and prosperity of an organization. The consequences of failing to address the issue should be defined, so as to facilitate review.

Strategic issue identification benefits an organization in the following ways: first, attention is focused on what keeps an organization surviving, prosperous, and effective; second, well-defined issues facilitate effective examination of problems. Bryson identifies three basic approaches to strategic issues: the Direct Approach is a method used for reviewing mandates, mission, and SWOTS. It is suitable for application in public sector organizations. The Goals Approach is more corporate-oriented and has hierarchical authority structure, which can impose goals on the entire system. The Vision of Success Approach: is applicable where there are some difficulties in identifying strategic issues directly and if there are no agreed-upon goals and objectives.

g. Formulating Strategies to Manage the Issues

A strategy is defined as a "pattern of purposes, policies, programs, actions, decisions, or resource allocations that define what an organization is, what it does, and why it does it". [Bryson, 1988, p. 163] Strategy determines the overall direction of the organization, addressing issues which have been selected as priorities on the organization's strategic agenda. This process begins with objective evaluation of feasible alternative strategies to enable the planning team to develop major strategic change targets, each attached to the strategic issues that have been selected. [Rabin, Miller, Hildreath, 1989, p. 172]

The successful completion of this step gives an organization an explicit picture of how to meet its mandate, and fulfillment of its mission.

h. Establishing an Effective Organizational Vision for the Future

The purpose of this, the final step in the strategic planning process, is to develop a clear and succinct description of what the

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organization should look like as it successfully implements its strategies and prospers. This is called an organization's vision of success and it provides guidance and notification in the implementation of the strategy. It is important to create an effective and compelling vision of success by including the following: The organization's mission, basic strategies, performance criteria, basic philosophy and core values. A vision of success statement should be widely shared, brief, precise, and inspiring to the employees. It should also reiterate the organization's purpose, and justify its existence.

The successful completion of this step gives an organization an explicit picture on how to meet its mandate, and fulfill its mission.

5. Advantages and Disadvantages of the Approach

The advantage of this approach is the elaborative nature of its step-by-step process. It can make an organization think systematically to develop effective strategies, and make decisions in light of future consequences. If the strategy is effectively implemented, it could be a significant asset for bringing about an organization's future successes and growth.

Strategic planning is also a very challenging process. It may induce conflict among the planning team and stakeholders. Some might be in favor of other approaches, because decisions made could be a threat to the existing climate of the organization.

The disadvantage in this approach is that the formulation of strategy, which is a step-by-step process, may take a long time. If the environment is changing quickly, or the organization needs a rapid response, this approach may not be very useful.

6. Example/Illustration

Bryson details some examples of strategic planning to illustrate his approach. Recent experiments of strategic planning in the Ramsey County (Minnesota) Nursing Service and in Hennepin County, Minnesota, have proved that indeed strategic planning can work in government agencies as

well as in private, for-profit environments. [Checkoway, 1986, p. 3]
Examples of strategic planning include the Health Center, a formally
financed government health clinic in Hennepin County in the 1960's. With
an annual budget averaging $600,000.00, the Health Center was methodi-
cally transformed into a highly successful non-profit agency whose success
is visible even today. Another example is the Suburban City, a city in the
U.S. midwest, where strategic planning was successfully used to revitalize
the city by eliminating a water pollution problem, developing a positive
community image, and renew the city's aging public infrastructure.

B.   ENTREPRENEURIAL-INNOVATIVE APPROACH TO STRATEGIC PLANNING

1.   Definition

Entrepreneurial-innovative strategic planning involves creativity, new
ideas, or reuse of previously successful ideas. Technical innovations and/or
administrative innovations are part of the planning process. This approach
begins with the planning of innovative ideas which are then transformed into
strategy. Managers implementing this approach tend to use power to
succeed in pursuing their own goals. They build coalitions between
themselves and people in high levels of management to support realization
of their goals.

Entrepreneurial managers are self-motivated and key to the renewal of
failing organizations. They are technically oriented, and they require situa-
tions that challenge them. A successful entrepreneur possesses a vision of
a realistic, credible, and successful future for his organization. However, it
is sometimes difficult to realize objectives without breaking the ties of
tradition and policy within an organizational culture. This type of break with
tradition may be inevitable in cases where an entrepreneur has built a power
coalition with high level management and commands considerable support.

Entrepreneurial-innovative strategic planning managers are constantly
scanning and adapting to the environment, waiting for a window of opportu-

nity. This entails considerable risk and effort especially for an entrepreneur who creates and build a business from scratch, thereby assuming all the responsibilities for development and management, as well as corresponding risks and gains.

2.   Basic Assumptions

Entrepreneurial-Innovation strategic planning can take place in any environment, either a private or public sector setting. The major assumption about this approach is that it can revitalize existing enterprises and stimulate competitiveness as well as economic growth.

Other assumptions are:

- Change is inevitable and continual, and innovative change is crucial to the survival and prosperity of an organization.
- A leader/manager should possess a strong vision of success, and share it, in order to effectively direct the organization toward that success.
- An organization can adapt to a change of direction by management if the key members understand and support the strategy behind the change.
- Innovative change is easier in an environment where a large number of 'windows of opportunity' exist.

3.   Formulation of Strategy

In the Entrepreneurial-Innovative approach, the chief executive is directly responsible for the formulation of the organization's strategy. The strategy is often derived through an aggressive search for opportunities. This approach may also borrow well-developed solutions from others to solve an organizations' problems. Entrepreneurs formulate strategy by suspending the powers of the existing management and imposing a new integrated vision through personal control. In this situation, strategy formulation revolves around one top management figure and tends to reflect the perception of the future as embodied in his or her vision. As opposed to the Bryson model, where the chief executive is a part of the process which develops strategy, here the chief executive formulates policy by himself, and passes his or her directives down to the rest of the organization.

The Entrepreneurial-Innovative process contains three phases: Initiation, Design, and Implementation. The Initiation phase is the most critical, as the entrepreneur must present his ideas in such a way that others can see its merits. If an idea is original and radical to the existing order, then resistance to it might be great. Hence, collective entrepreneurship, or working with the people vested with the authority and control of the resources to put an innovative idea into development, design and implementation is crucial. These people must be made to feel some level of ownership of the new strategy. Moreover, new undertakings can be considered risky because they challenge existing routines and require funding for the process to run. [Shumpeter, 1939, p. 104]

The design phase is the development of innovative ideas into a tangible or concrete strategy. This is carried out through either technical or administrative means. Implementation marks the trial phase of an entrepreneurial's innovative strategy, wherein it is tested for feasibility. A strategy which survives the experimentation process is considered a success and is further implemented.

4.   Advantages and Disadvantages

One advantage of the Entrepreneurial-Innovative approach is the speed with which the strategy can be implemented. This is facilitated by the individualistic nature of centralized decision-making, which is vested in the chief executive. The entrepreneurial chief executive is the sole director of the strategy implementation process. This is unlike other management approaches in which top management's role is limited to the articulation of clear objectives, and the middle management is responsible for the implementation of the strategy. The direct control and direction of strategy formulation and implementation by entrepreneurial executives gives them immediate options for the reformulation of strategy where necessary. [Henry Mintzberg, 1991, p. 609] The structure of the organization is

vertically and horizontally centralized which allows for immediate and rapid response to crisis unlike an organization bound by layers of bureaucracy.

Strategy formulation and implementation is based on the expertise of the entrepreneur and its successful implementation is vital and strategic to the survival of the innovations.

It is an advantage that the entrepreneurial manager generates and implements operational strategies. Inherent in this process is the use of feedback to redesign the strategy as necessary during implementation, thus enhancing the possibility of success.

The strength of this approach, however, is also its greatest weakness. Stategy formulation and successful implementation are based on the expertise of the entrepreneurial manager. Thus, the very survival of the organization rests upon that one individual.

The entrepreneurial manager gets deeply involved in the implementation of strategy and pays little attention to administrative constraints, such as resources capacity. To the extent that trade-offs need to be made between achieving strategic objectives and responding to administrative problems, he will prefer the pursuit of his strategic objectives, and deal with administrative duties only when they become critical.

A third issue for the manager to consider is the level of involvement of the key people in the organization. These are the people who have the authority over resources necessary to the successful implementation of the strategy. Entrepreneurial-Innovative managers should be concerned with the organization's internal environment. He or she must negotiate with the organization for support, while simultaneously imposing his or her ideas.

One weakness inherent in this management approach is that the organization does not participate in the decision-making process. Strategy formulation and implementation is the sole responsibility of the entrepreneur. The innovative idea is compared to other competing ideas to determine its potential for solving a problem or meeting a need. In most cases the entre-

preneurial strategy formulation produces its own culture, since it creates a new culture from scratch. This causes innovation-entrepreneurs to be aggressive in their endeavors to overcome problems that others find **impossible; entrepreneurs seldom consider common alternative strategies** which might be preferred by associates. Moreover, the individualistic nature of this approach, and the powers vested on the entrepreneur, make the organization much more susceptible to internal discord.

5. Example/Illustration

One very good example of entrepreneurial approach to planning is the actions taken by Admiral Hyman Rickover when he pioneered the nuclear propulsion technology of the U.S. Navy. He challenged and overcame the Navy's organizational structure to achieve his entrepreneurial innovation. [Lewis, 1980, p. 27-34] He built a power coalition within the U.S. Congress to assert control over management issues and technology to realize his goal of a nuclear navy.

C. DIALOGUE AND DELIBERATION

1. Definition

This third approach to strategy formulation, which has recently emerged as more experiments are conducted to find alternative decision-making processes for organizations. It is an innovative method for individuals, teams, and organizations to think and interact while exploring complex issues and exchanging ideas from different perspectives. Dialogue and Deliberation gives the participants an opportunity to achieve insights beyond their individual imagination. It facilitates learning and awareness about public issues requiring a participatory solution. [Reich, 1990, p. 8]

The essence of Dialogue and Deliberation is the enhancement of trust among participants enabling them to focus on and explore various ideas and their implications in a specific context. This approach is dependent upon the participation of the stakeholders to generate Dialogue and Deliberation, which leads, in the best situations, to collective problem solving. The most

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effective contributory factor for successful implementation of deliberation and dialogue is the chief executive officer. He or she must be knowledgeable in learning, listening, inquiry, and conflict management. It is also critically important for the participants to know that the chief executive officer is managing a learning process, not merely seeking a solution to problems.

2. Basic Assumptions

The assumption of this management approach is that through a dialogue with stakeholders, a manager can learn their expectations and needs. Moreover, this approach assumes a trust between the manager and the stakeholders, and that there will be an honest exchange of ideas. The manager shares his goals and values with the public and encourages discussion on viable solutions to the problems.

Through Dialogue and Deliberation, people can achieve new heights in addressing the issues in question. Through intensive participatory discussion, people build a shared vision of objectives and problems, and develop strategies for addressing future problems. In an environment which encourages deliberation and the contribution of ideas, people are willing to listen to each other, and then merge their ideas into new strategies and solutions. Through this process, participants are willing to explore and share their thoughts, which is vital to the decision-making process in this approach. It is assumed that there will be a set of rules to provide direction and organization for the brain-storming/problem-solving process, and for implementing agreed-upon courses of action.

3. Formulation of Strategy

Strategy formulation is divided into four parts.

 a. Identification of key strategic questions
 b. Stakeholder collaboration
 c. Mutual learning among stakeholders
 d. Executive action

The chief executive officer is responsible for framing the strategic questions. The next step is to convene the dialogue and deliberation, and facilitate the learning process.

a. Strategic Issue Identification and Questions

A strategic issue is a chief policy concern of an organization's mandates, mission, values, etc. [Bryson, 1988, p. 139] CEOs should be explicit about strategic issues facing their organizations in order to realize the desired outcome. Identification of critical issues is vital to the process of learning which issues require immediate response, before the organization experiences severe consequences.

The chief executive officer should identify the key strategic issues facing an organization. The Dialogue and Deliberation method begins with a strategic issue posed in the form of a question. This approach helps to focus energies toward the central question.

As with the rational analytic mode, strategic issues need to be identified prior to pursuing dialogue and deliberation. Strategic issues raise a chain reaction of conflicting questions, in which some of the participants will be disadvantaged by the solution. These conflicts will heighten the emotions of the people involved, leading to a public discussion, which will then lead to analysis, agreement, decision, and action.

b. Stakeholder Collaboration

A stakeholder is an individual or a group of people who have a direct or indirect input into an organization, and thus, are impacted by its success or failure. It is necessary then to address the stakeholder' concerns when dealing with public issues.

As stated by Roberts and Bradley, collaboration is a

"temporary social arrangement in which two or more social actors work together toward a singular common end requiring the transmutation of materials, ideas, and/or relations to achieve that end." [Roberts and Bradley, 1991, p.212]

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Stakeholders should participate in working towards a common end, in this case discussing the strategic issues through the process of dialogue and deliberation.

The stakeholders have a shared, goal-directed activity, during which they will try to fashion ideas into a concrete, developed product or solution. Participation is voluntary, so that parties are involved freely, and of their own volition. There is supposed to be an interactive process between the participants, in order to facilitate open and constant dialogue.

It is the responsibility of the CEO to stimulate discussion by providing the public with alternative visions of what is desirable and possible. [Reich, 1990, p. 8] The CEO should come up with an issue agenda and present it to the participants in such a way that it would provoke examination and reevaluation of the issues concerned in order to produce a solution. The manager's integrity in directing the discussion and being open to the participants' views is critical to reaching a plausible solution. [Reich, 1990, p. 7] Alternative views are considered also by examining them for or against the criteria used. A common view is accepted on its merits and could either be one of the original alternatives or one that emerges from the dialogue. After a lengthy analysis, agreement, and decision, the solution is implemented.

c.   Mutual Learning

Understanding the complexities of modern issues requires more than the information, knowledge, and expertise of individuals; it also requires a collaborative process, which results in a new element of learning for those involved. People have different belief systems, values, and assumptions about their world, and these world views reflect different conceptions about how it operates. Therefore, getting people to work together toward some common purpose is a challenging task. Mutual learning then becomes a prerequisite, if Dialogue and Deliberation are to be successful. Also crucial to success, the participants must be able to

examine their personal assumptions, and perhaps temporarily suspend them, in order to acknowledge the assumptions and views of others involved in the process. This happens through questioning and observation. Once people can detach from their beliefs and assumptions, they become observers with the ability to become critical of their own thoughts and the possible limitations or inconsistencies within them. [Bohm, 1994, p. 19]

Thus, the goal is achieved by creating a common pool of meaning that transcends personal interpretations of an issue, while at the same time acknowledging the significance of the combination of thought processes which brought about the solution. Mutual learning thus leads to consensus on visionary proposals.

It is apparent that to address the complexities of modern issues today requires not only information and expertise, but also quality leadership. Collective learning must transpire as well. Workshops should be conducted to better acquaint participants with what is involved in the issues in question. This could be technical matters or day-to-day operations, but the participants have to be given an explicit information on the matter in question. When people have a general cognizance of certain issues they are in a better position to exchange ideas resulting in successful solutions. Differences in values and beliefs sometimes frustrate the efforts of people with expertise, information, and knowledge to solve issues of common concern. However, dissention and discussion are natural processes through which organizational growth ultimately occurs.

Although the chief executive officer presents his or her ideals and values and might even have a preferred course of action, he or she still looks to the public for guidance during dialogue. Participants examine the factors in question, and look for ways to synthesize them into a new view that provides a mutually agreed-upon solution. It is important for the manager to consider the role of the stakeholder in conjunction with the issues in question. Decisions taken as potential solutions could seriously

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impact the stakeholder, and would affect future organizational decisions. Therefore, it is strategic to establish good stakeholder collaboration prior to implementing on a solution. Stakeholders need to be provided with an opportunity to clarify issues, establish facts, and identify new solutions to their strategic issues. This mode of strategy is driven by a search for constant mutual understanding and solutions generated by collective learning.

d. Executive Action

Dialogue and Deliberation must be balanced with action and decision making to complete the strategic process. Reich states that dialogue and decision-making are a "creative and ongoing" process, which suggests that issues are not permanently resolved, because present solutions will definitely affect future outcomes and decisions.

Once the Dialogue and Deliberation is complete, executive action takes place. The chief executive officer then takes recommendations made by the participants for implementation.

4. Advantages and Disadvantages

The advantage of this approach is that it makes chief executive officers and the stakeholders become better problem-solvers while sustaining the mission of their organization. The CEO assumes the role of co-learner as stakeholders are guided through the process of dialogue and deliberation, which gives everyone broader insights into the processes of their organization. The CEOs are no longer expected to provide "right answers" and "right solutions"; they are asked instead to find the "right questions" to be addressed in a collective learning experience. If this approach is handled correctly, the benefits can be great, and can outweigh its costs.

Another advantage associated with this approach is that it lends itself to problem-solving and management of complex issues through the use of group discussions. The experimentation already done with this approach suggests that the model can be used for finding solutions to complex

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problems, especially those with multiple and competing stakeholders, whose values and assumptions are in conflict.

The Dialogue and Deliberation approach also has an educative function that can help empower the participants and increase their investment in policy-making. Therefore, they can become an integral part of the decision-making process and not forced to accept ready-made decisions foreign to them. The participants become accountable for their decisions and for the situations and policies that result from them.

The disadvantage of this management approach is that CEOs get criticized for not being decisive in finding solutions to problems. Sometimes CEOs who become consensual managers end up frustrating and alienating some stakeholders, especially those who do not understand the larger goals of the organization. Sometimes the issues in question are more complex and sophisticated than the visions and assumptions of the shareholders, who must make decisions about them.

Another disadvantage of this approach is that it has the potential for misuse and manipulation by an unscrupulous manager, who could use his power to influence the direction of the discussions and to endorse his personal agenda, without regard for collective learning.

Also, inadequate focus on strategic problems innate to an organization may cause mission confusion. That is, if the approach is not competently handled it may induce conflict among the stakeholders, thus challenging the best interests of the organization. Some people prefer immediate results and moving on to the next issue, while others prefer to deal only with less difficult issues, in order to reach a consensus. The chief executive officer should be capable of handling people who want immediate solutions to problems, and help them in prioritizing their agendas. Therefore, the executive needs to be flexible in order to coordinate all these issues and to keep a group intact during the decision-making process.

Finally, the cost associated with familiarizing stakeholders with the issues in question during the learning process can be very substantial and time consuming. It can seem that the costs outweigh the expected pay-offs, especially when no clear consensus is reached. This process entails a lengthy orientation, extensive interaction, and communication between organization members. At times the executive might come under heavy criticism by the partially-knowledgeable participants and be accused of failure to make appropriate and effective decisions.

5.   Example/Illustration

This management approach has proved to be a success in various environments. It was applied at the United States federal government level by Environmental Protection Agency (EPA) administrator, William Ruckelshaus. He successfully consulted with the public to address the problem of arsenic emissions from copper smelting plants. The public deliberated on the issue, and their feedback helped Ruckleshaus make the decision to close the plant.

Ruth Randal, the Commissioner of Education for the state of Minnesota, used this approach to solve problems in public education. [Roberts and Bradley, 1991, p. 14] There were sixty-one participants, representing over twenty-four stakeholder groups from within the state, meeting monthly until a consensus was reached. The participants in this exercise focused their discussions on the problem of public school choice. As a result, a single consensus was reached, and a recommendation was made to the state governor. On the basis of this recommendation, students were allowed to attend the public school of their choice. This example illustrates how a complex issue can be successfully handled by the Dialogue and Deliberation approach.

D. INCREMENTAL APPROACH

1. Definition

The Incremental Management Approach is characterized by step-by-step decisions. The manager takes a cautious approach to running the organization. He makes small changes in order to achieve modest progress and maintain the status quo. The Incremental approach is reactive in nature. The manager solves immediate problems, as opposed to taking a proactive approach of anticipating and preventing problems (such as an entrepreneurial-innovative manager might take).

An incremental management approach deals with issues in a sequential "baby-steps" fashion, to allow for timely feedback on the outcome. The manager may lack clear objectives and his management decisions are basically remedial in nature. Sometimes the manager is faced with a variety of goals from stakeholders and he then must implement small changes in many different areas to satisfy all factions. The manager does not make major, sweeping changes, but little changes which do not make stakeholders uncomfortable. Lindblom states that an incremental manager prefers to fix what is currently wrong, rather than plan how to deal with future problems. [Lindblom, 1968, p. 25]

2. Basic Assumptions

The basic assumption about this management is that the world is volatile and as such, change is difficult to predict. An incremental manager faces a lot of constraints such as politics, and the economy, which may affect budget allocations to organizations. Therefore, the management essentially has no control over a host of events, other than that he can take only small and sequential "baby" steps to deal with each problem as it occurs. The manager has to try various approaches and eliminate those that are unproductive. This entails errors, modification and the elimination of some ideas before success is realized. The bottom line is that incremental management involves less risk.

3.   Formulation of Strategy

Incrementalists do not develop a detailed strategy as a guideline. They start with a general idea of what will work for the organization. However, they don't necessarily develop a succinct objective and employ various ways to reach it. As a result, Incrementalists sometimes have to "grope along" in search of the most effective solution to problems. Successful applications of this approach give managers an incentive and motivate the organizational staff to keep on trying. The strategy used in the incremental management approach is broad, tentative, and always subject to change, depending on the situation. This management approach does not develop a policy that could be used as a guideline for strategy formulation. Rather, decision-makers make small experimental changes based on step-by-step action to avoid gross errors. There is no visionary leadership in this approach, except to make the needed bargains and adjust for satisfactory results.

Decision-makers optimize by looking for acceptable solutions. That does not, however, guarantee a perfect solution to the problem. Sometimes this leads managers to try different combinations and permutations which have worked successfully somewhere else. [Robert Behn, 1988, p. 645] This notion explains why managers do not introduce quantum leaps in public organizations because they are unsure of the optimum solutions.

4.   Advantages and Disadvantages

The advantage of this management approach is that managers do not introduce radical changes which could lose them the confidence of the stakeholders if the change is unsuccessful. This is why action is taken step-by-step, in case it becomes necessary to reverse decisions already made, which could be detrimental to the future function of the organization. The advocates of this management approach argue that it is easy to reverse the small steps taken if it is determined that they are not appropriate. Thus, no one management decision can do great or irreparable harm to the

organization. Managers are inclined to establish a goal and some intermediate targets to "leap frog" from, in accomplishing their goals.

Though incremental policy-making involves step-by-step changes, one disadvantage is that sometimes there is a need for sweeping radical changes. Also, while this approach works reasonably well on a departmental level, it could seriously impede the growth and progress of the organization if the top levels of management have no vision for the future, either of possible problems or needed changes.

The Incremental Management approach can also be performed either well or poorly, because there are no coordinated strategic plans to guide managers. Nor is there a requirement to conform to policy. The inherent weakness in this approach is the lack of overall objectives and a strategy to achieve those objectives. Hence, the approach can be costly because of difficulties in determining initially which ideas should be attempted.

5.   Example/Illustration

The Honda case study illustrates how Incremental management approach can take time to mature. When Honda established its company in the United States of America, they had no specific organizational strategy. The owners of Honda company had ideas and a goal to achieve, but they did not have a strategy to lead them to their goal. After making managerial mistakes which kept them from reaching sales and production goals, the company adopted an incremental, adaptive approach, until they learned how to compete in U.S. markets.

E.   POLITICAL MANAGEMENT APPROACH TO STRATEGIC PLANNING.

1.   Definition

The Political approach to strategic planning is using power to get what you want. Individuals or groups exercise their influence to determine outcomes for their own benefit. Whoever has the power decides on the organization's strategy. People compete for this power to lead subordinates, bosses, peers, and stakeholder to accomplish mission-oriented goals.

Conflicts between departments within organizations seems to be one of the factors that encourages people seek power over the situation. [Kotter, 1985, p. 18]

2.   Basic Assumptions

Power is the main element which determines action in an organizational setting.   The search for power typically takes place in the complex social environments of business corporations and governmental agencies, and may be found in other organizational settings as well.   It is prompted by the scarcity of resources and the conflicts which often result in the planning process.   Some people in these organizations use the political management mode of operation to resolve these conflicts and gain personal power.

3.   Strategy Formulation

The political manager's objective is to identify an issue which is important to him to manage.   The political manager then has to build a power base to support his chosen issue.   It is crucial that the political manager diagnose the relative power of supporters and non-supporters in the organization to determine sources of power in order to establish control. [Kotter, 1985, p. 117]   A political manager has to know and understand various participants in the game and how to deal with them in the situations that may arise.   There is a general observation that for any political manager to be successful in his endeavor to rally a powerful support for his demands, he should be knowledgeable on the power distribution of his organization or society.   [Pettigrew, 1973, p. 240]

Development of tactics based on who has more power is important to attract the support of people and resources, and to overcome the end runs of opponents.   One of the best tactics used by a political manager is to align himself with people who have power, because this would give him access to greater power.   Other tactics, such as coercion or threats should be used cautiously.   Bargaining and negotiating are preferred tactics, as is the use of

quid pro quo, because they tend not to elicit such negative responses from opponents.

Good framing of one's idea is also very important in political management. The framing of issues can implicitly decide the outcome, hence it is important to set the terms of discussion in such a way that behavior is influenced.

4.   Advantages and Disadvantages

Although political management can sometimes be time consuming and dangerous, its most formidable advantage surfaces once the leader is in position and the mode is put into operation. The leader, through his powers, can easily make timely and difficult decisions that could rescue an organization.

On the other hand, political managers can institutionalize their power. Once in power, they tend to stay in power, without regard for what may be the best interests of the organization as a whole. Another disadvantage inherent in political management is that it opens up the potential for unethical and illegal decision-making done in the name of the organization. Managers seeking power may not have concern for others or for the consequences of their actions, as long as things get done according to their values. A political manager needs to have some ethical compass to guide him. However, this model of strategic planning does not provide one. Instead, individual managers have to develop their own ethical way of managing.

Another disadvantage is that political power in organizations is not formally authorized, nor widely-accepted. Political activity is usually divisive and costly, because people spend most of their time on the job dealing with personal conflicts, rather than investing their time in the operations of the organization. This can fragment, destabilize, and eventually paralyze an organization, thus destroying its effectiveness.

The use of coercion can either increase or decrease professional effectiveness. For educated people, especially, it is bound to fail, because most of them respond favorably to requests rather than commands. Coercion, even in its subtle forms, invites resistance and retaliation. Therefore, a political manager is always confronted with the risk of unpleasant consequences.

7.   Example/Illustration

Robert McNamara is a renowned leader who used the political management approach with great skill in the corporate world (when he was president of Ford Motor Company) and in the public environments (as Secretary of Defense). He used skill, knowledge, expertise, and information to influence others and achieve his goals. [Pfeffer, 1992, p. 247] McNamara used power and influence in a rational-analytic way, to the extent that his actions seemed legitimate. Hence, this appearance of legitimacy attracted support for his actions.

III. BOTSWANA'S SOCIO-CULTURAL BACKGROUND

A.   CULTURE AND HISTORY

Botswana is more ethnically homogeneous than some of the other African countries. There are eight principal ethnic groups which share a common historical origin, language, social organization, and culture. These ethnic communities are not separate or inherently competitive. "These tribes are mercifully free of the traditional tribal animosities that so frequently rend other African nations." [Parson, 1954, p. 37]

Colonialism in Botswana blended into the traditional way of life. The traditional leaders were discreet in adapting to the colonial master's ways. At the same time, they guarded against manipulation of their political structures. Tswana traditions have survived because of this and are presently instrumental in policy making. This is evidenced by the fact that the present generation of political and administration elites are directly related to the pre-colonial rulers.

The children of influential traditional leaders were the only ones allowed access to educational institutions by the colonial administration, and this was the general rule throughout colonial Africa. As a result of education being concentrated on this group of people, decolonization paved a way for them to establish themselves as ruling elites. Roberts Michels correctly characterizes this situation as the Iron Law of Oligarchy. This ruling elite enjoyed monopolistic status and greedily controlled material resources. In the case of Botswana, Seretse Khama became the first president of Botswana partly by virtue of being the heir to the leadership of the Ngwato tribe and also by being a direct descendent of an affluent aristocratic family. However, while in power, Khama initiated control over the concentrated power of chiefs and later engineered "the transformation of governance from a patrimonial system to a liberal democratic statist one."

[Skopol, 1987, pp. 27-29] Nevertheless, legitimacy remained his, because of his status in the Ngwato tribe.

B   POLITICAL SYSTEM

Botswana's socio-culture is built around democratic institutions firmly rooted in the traditional structures of the kgotla. In principle, the kgotla is the traditional general assembly of the people, where matters of concern affecting the society are addressed, and decisions made.   According to Tswana customs, the kgotla is:

> at once a place, an institution and the people who participate. They may deal with specific issues of customary law or general issues of community decisions,or they may serve as simple information dissemination devices for government agencies ...(at the kgotla) is both a place and an institution to handle any significant issue publicly and at the most appropriate level for the continued smooth functioning of society. While the kgotla is the place where headmen and chiefs adjudicate issues and discipline violators of community rules, it is also the place where any adult can stand up and offer his or her views [Dolf Noppen, 1982, p. 130]

Following Botswana's independence in 1966, modern Western state institutions were introduced, which led to considerable erosion of the kgotla structures. However, the kgotla democratic institutions which have functioned for so long remain, firmly embedded in the socio-culture of the country. Kgotla traditions of openness of discussion, deliberation and consensual decisions have been very much adapted to, and preserved in, the modern Government of Botswana.   [Nimrod Raphaeli, et al., 1984, p. 14] This differs from other African countries where the developmental path chosen after independence tended to implant new economic and social structures intended to displace or control the traditional structures.

The democratic nature of the Government of Botswana and the country's practice of openness of discussion and encouragement of dialogue at all levels pervades the policy-making process. The government bureaucracy has created a series of advisory councils representing various

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segments of the society. These councils deal with topics such as income, education, health-care, etc. Public opinion is probed by the use of surveys.

Public management is a product of historical, political, social and economic forces. Hence, any public management is greatly influenced by these factors. Botswana has been less traumatized by colonialism than most African countries because it was a protectorate and not a colony. As a result, the indigenous bureaucratic institutions were not adversely affected. Colonial rule in many countries affected the administrative behavior of its subjects even in post-independence. In the case of Botswana, colonialism was more symbolic than real. Britain's presence in the territory was minimal and, consequently, no adverse colonial machinery was introduced.

As a result, the traditional bureaucratic institutions were carried over to the present government. Political intervention in development planning is minimal resulting in protection of the independence of the planning group. The Tswana bureaucracy attempts to keep economic policy decisions out of the political arena. Equally important, the political parties do not give direction to the bureaucracy on policy questions. Developmental planning is achieved through openness of discussion amongst various people such as professional analysts, senior civil servants, and politicians at government level. This gives them the opportunity to explore all available policy options.

The government has instituted a consultation process at different government levels to discuss national issues. For example, the Economic Committee of the President's Cabinet, composed of the entire cabinet of ministers, Permanent Secretaries, the Governor of the Bank of Botswana, etc. meets from time to time to discuss and review major economic policy issues and policy choices. However, the cabinet ultimately has the final decision on policies. This mechanism and practice assures interaction of politicians, professionals, and civil servants. As a result,discussion of national concerns has broad participation.

Members of Parliament from all political parties are invited to the meetings, in which senior officials and professionals discuss key national issues. This exposes politicians to the input of professionals. The professionals and civil servants can hear the concerns and opinions expressed at the representative political level.

The consultation process is not limited to the Central Government, it originates at the village level (kgotla), then goes on to the District Council. Substantial efforts are made to ensure that the consultation process is integrated from village through district to Central Government and back again. The state bureaucracy encourages close public (or citizen) interaction and discussion of issues, giving legitimacy to its policies. Public officials are thus accountable and responsible to the public for their decisions.

The constitution of Botswana is designed to promote ethnic harmony, thereby discouraging separatism on the basis of ethnicity and race. The Kalanga speakers are one of the non-Tswana speaking groups living in the northeastern part of the country while the Bushmen and other semi-nomadic groups occupy the western part. Furthermore, there is a breakdown into smaller pockets such as the Tswapong, Kaa, Yei, Mbukushu, and Subiya, whose origins can be traced back to Central Africa. Another group is the Damara, who were displaced during the German occupation of Namibia. A small number of citizens are of Asian and European origin. However, the government has been successful in dealing equally with all the different groups of people without prejudicing their status. The social identification in Botswana is such that people do not identify themselves ethnically but refer to themselves as Batswana who have a common goal in the building of a permanent state.

The Central Government is represented in each of the districts by the District Commissioner. In the constituencies, each ethnic group elects its own Member of Parliament to represent them in the Central Government, to

assure that their inputs, and their needs/concerns are expressed and addressed. As a result, there is popular representation.

The President of Botswana is Dr. Quett Ketumile Masire. He is the leader of the ruling party. He succeeded Sir Seretse Khama after Khama's death on July 13, 1980. Despite the fact that Khama was heir to the throne of the Ngwato tribe, the largest in Botswana, he became the first president of Botswana. This was done through electoral processes rather than legitimizing his position traditionally. President Masire is of the Ngwaketsi tribe in the south, but his transition to power was smooth. This suggests that the political system is more stable in Botswana than in other African countries. "The crisis of succession is a major stumbling block in the institutionalization of political structures in much of Africa, Asia and Latin America." [Picard, 1987, p. 1]

The government of Botswana is based on liberal democracy. The multiparty presidential electoral system has distinguished Botswana as one of the few African states that has achieved political order and economic stability. Furthermore, the electoral franchise extended to all people 21 and older, regardless of race, creed, or color, has resulted in free and unquestionable elections. The interwoven relationship between the state and the political institutions has made it possible to build a more stable society.

The constitution of Botswana provides for a unicameral legislature called the National Assembly. In addition, there is a House of Chiefs, consisting of 15 members who advise on matters affecting custom and tradition. The constitution, which outlines a democracy with no racial barriers, guarantees freedom of speech, freedom of the press, and freedom of association, and also affords all citizens equal rights. Currently, there are five opposition parties, strengthening the checks and balances on the ruling party. The modern politics of Botswana draws much from the aristocratic origins of nationalism. However, the political system is dominated by people

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of diverse ethnic groups who are affluent and well educated. The ruling party seems to rely much on the district councils. These tribal systems are "instrumental and comsummatory" as David Apter identifies them. [Apter, 1987, p. 46] The chiefs deny politicians freedom to launch political campaigns in the traditional meeting places (kgotla). The chief's status has been indirectly reduced to that of a ceremonial figure, whereas the district administrators are vested with authority to implement government policies. The system reflects a direct influence by the former colonial administration. This district bureaucracy has never changed in post colonial years.

C.   ECONOMIC SYSTEM

The primary objective in the economic development of Botswana is to improve the well-being of the people. This objective comes from the broader context of social welfare as embodied in Botswana's national principles: democracy, development, self-reliance, and unity. [Ministry of Finance and Development Planning, 1991, p.24] These principles are derived from the traditional culture of Botswana and are designed to promote social harmony. National economic planning is guided by four objectives:

- sustained development
- rapid economic growth
- economic independence
- social justice

The government endeavors to balance these objectives to avoid growth at the expense of any particular group of citizens.

Botswana's sustainable growth depends upon accurate financial and economic information, which is gathered with caution. This enables a stable progression of its economic strategies, policies, and programs. These strategies and programs are developed through the participatory decision-making and consultative processes in the Ministries concerned with economic development and planning. The method used to formulate and prepare the national budget was adapted from the process used in the colonial era. It is the responsibility of the Minister of Finance to present the

annual estimates of revenue and expenditure to the National Assembly for discussion and review, within a time frame prescribed in the Constitution. External debt is managed wisely, to ensure that the country can repay loans within the terms of the loan agreements, while also allowing for all other foreign exchange obligations. A factor in this phase of national financial planning is to retain sufficient foreign exchange reserves to cope with national emergencies, such as drought, and outbreaks of human or livestock epidemics. In 1992, according to the statistics released by Barclay's Botswana Economic Review, Botswana's foreign reserves amounted to $3,628,000,000.00. The government's intention is to maintain its liberal foreign exchange policy and an open economy, in order to retain the confidence of both foreign and local investors.

Economic development in Botswana, like other colonized African countries today, has been influenced and limited by patterns of underdevelopment. left over from the colonial era. The policy-making processes in Botswana today can trace their origins back to the government processes of the colonial period. Since independence, Botswana has tried to bridge the gap of development between urban and rural areas. The process is relatively slow. Halpern refers to Britain's policy of colonial development as a policy of "total neglect" [Halpern, 1991, p. 32] because Britain created only rudimentary infrastructure. No formal education was available to the masses.

Economic growth, as measured by Botswana's Gross Domestic Product (GDP), has averaged 13% per annum since the 1970's. The factors contributing to this economic performance include sound economic policies, careful management of the nation's fiscal affairs, and the rapid growth of mineral revenues, especially diamonds. The growth of the economy in the area of mineral exports has triggered growth in the areas non-mineral goods and services, often as a result of increases in government expenditures.

Without the stimulus of mineral revenues, employment growth for the economy as a whole would have been significantly smaller.

Much of the revenue the government has accrued from minerals has been reinvested in the diversification of the economy, i.e., the social and economic structures. These investments have created many employment opportunities, and have improved the health, education, and skills of the population. This, in turn, has heightened the productivity of those employed. Even with these improvements, the welfare of people in Botswana lags far behind that of people living in Organization for Economic Cooperation and Development (OECD) countries. Despite the progress made, many people are still poor in Botswana, and there continues to be large gaps between the standards of living in urban and rural areas.

The government, in an effort to enhance economic stability, has promoted the establishment of parastatals, primarily in the form of public utilities and like enterprises. The government ensures that it meets peoples' basic needs, such as internal and external security, food, shelter, water, education, and health care. Through the parastatals, the government can provide many other goods and services, including water, electricity, telecommunications, agricultural and livestock marketing, vocational training, and financial services. Furthermore, the government invests directly in mining and industrial enterprises, and participates in joint ventures with many kinds of businesses.

Botswana's local production of goods cannot keep up with the demand for consumer and investment goods. Thus, it is necessary to trade much of what is domestically produced for the goods and services desired for consumption and investment. This general dependence on international trade is a trend not likely to change much in the forseeable future. The continuing dependence on foreign trade reflects the small size of Botswana's domestic market and the limited resource base of the country. Therefore, the objective of economic independence must be worked on in other areas

besides that of a reduction in international trade, so as not to jeopardize the present stable economy.

Botswana is a landlocked country, and so it is in its best interests (as well as those of its neighbors) to diversify external markets and to work to minimize the possibility of disruptions in regional trade. "Peace and stability will enable resources to be directed to national development and to building a greater regional economic cooperation. [Hartland-Thurnberg, 1987, p. 73] Botswana has been actively engaged for many years in promoting peace and cooperation in the Southern African subregion. It has also played a leading role in the formation of the Southern African Development Coordination Conference (SADCC), with its headquarters in Gaborone, the capital of Botswana.

The SADCC focuses its efforts on the development of mutual links and trade cooperation among the independent countries of the region. Botswana's continuing membership in the Southern African Customs Union (SACU) also lends stability to regional trading relationships. Botswana is vigorously diversifying its import and export markets and its sources of foreign investment in an effort to intensify regional and international economic involvement, while at the same time reducing its vulnerability to policy decisions made by any single trading partner.

Botswana's economic stability is strengthened by foreign aid, and receives economic assistance from a variety of donors. These donors include the United States of America, the European Economic Community, and several individual European countries. The United State's assistance is about 12 million dollars per year. [United States Department of State, Bureau of Public Affairs, 1990, p. 41] Botswana allocates and uses foreign assistance in a thoughtful and appropriate manner.

D   THE KGOTLA MANAGEMENT APPROACH

1.   Making Decisions

The traditional management team in a typical village consists of the chief, his deputy, and the council of village elders who are considered to be having the wisdom to advise the chief on formulating laws or finding solutions to public issues. The elders on the council are all chosen to advise the chief by virtue of their age and experience. They could also be selected because of their influence, social standing or expertise. The council of elders gives their inputs by consulting with each other. They represent the whole village. Therefore , they have a responsibility to reflect the general public's interests.

The procedure for making decisions in the typical kgotla traditional setting has four steps:

The first meeting is a general one attended by all villagers. Issues are presented, followed by discussion to address the problems in question. Everyone present in the kgotla is afforded chance to freely express their views.

The second meeting consists of the council of elders, the deputy chief and the chief. The council of elders considers the public's input and, together with the chief and his deputy, develop a tentative decision on the issue. A general meeting is later convened to give the public a feedback on council decisions. A tentative decision is presented for further discussion by the public. If the majority approve of it, the process will stop here, and implementation follows. If the decision is disapproved by the public or there is no clear consensus, then the fourth phase, another meeting of the council of elders and the chief is convened.

The purpose of this fourth meeting is to make a final decision without further public input.   The procedure changes from a participative approach, involving the public, to a directive approach. The council of elders, the chief, and his deputy discuss the decision and evaluate its advantages and

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disadvantages. They brainstorm the decision and gain a general insight into what exactly the said decision should be. A final decision is reached by general consensus. Sometimes voting become necessary to reach a conclusion. This cultural setting affords every member of the council of elders to have an input. But if there is no agreement among the elders, the chief has the mandate to make a final decision.

These four steps are useful because they allow issues to be discussed in detail and in a participative fashion. Step three is iterative, because the public is given chance to go over the issues discussed earlier and to find out if they are in concert with what was decided in the meeting before the decision is implemented.

The short and long term goals of the village are established by the chief, his deputy and the council of elders in this manner. This process avoids long procedures of involving the general public in the deliberations. This not only saves time, but minimizes the costs of the whole process. The 'mission statement' of a village is formulated by the chief, his deputy, and the council of elders. The public is not involved because they are represented by the council of elders. The council of elders, the chief, and his deputy have a direct input in the village. They are the organs of its functionality.

Once the goals of a village are established, they are prioritized. The chief, his deputy and the council of elders prioritize them based on the immediate needs of the general public. Upon completion of this exercise the board will sell the goals to the rest of the village. After priorities are established, it is the deputy chief's responsibility to ensure that the priorities of goals are followed.

2.   Implementing Decisions

Implementation of decisions takes a decentralized form, whereby broad participation is espoused from top to bottom and vice-versa. This mechanism allows for early detection and correction of flaws in the

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implementation of decisions. The chief, his deputy and the council of elders have control over decisions, and are directly responsible for its implementation and enforcement. If there is need for sudden changes, or implementation is not working as planned, then the chief, his deputy and the council of elders meet and discuss possible alternatives.

During implementation, the council of elders report any flaws to the deputy chief, who in turn reports to the chief. A meeting is then convened to seek an alternative way of implementing decisions.

3. Disadvantages of the Kgotla Model

The major disadvantages of the kgotla management approach is the amount of time and size of participants it takes to develop coherent decisions. The four phases of discussion make it difficult to make an immediate response to pertinent public issues. This model is also costly in public sector organizations because people spend so much time in the process of policy development. The larger the public, the more difficult to reach one major general consensus, because of the variations in ideas. Policy should be developed by the chief, his deputy, and the council of elders without mass participation because such participation makes it difficult to reach conclusions.

IV. ANALYSIS

A. INTRODUCTION

This chapter analyses the elements of the five strategic planning approaches discussed in this thesis as they apply to Botswana's culture. Each element will be assessed as to whether it is a 'good fit.' 'Good fit' refers to the element's compatibility with the practices traditional in Botswana, and its ability to be adapted for use there. This analysis will, therefore, determine which of these (compatible) elements could be employed in the final Participative Decision-Making and Consultation Planning Approach model, which might then be utilized in Botswana.

B. ANALYSIS OF THE FIVE APPROACHES

1. Bryson's Rational-Analytic Strategic Planning Approach

The rational analytic approach is highly compatible with the culture of Botswana. It is not a rigid approach with a specific formula for decision making. The approach is orderly, deliberate and participatory, allowing decisions to be made according to circumstance. Orderly, participatory deliberation is in the Kgotla tradition of Botswana in matters affecting the community or the nation. In the Kgotla, every citizen has the right to express an opinion. As a result, the local Chief's decisions reflect a consensus of community opinion. This tradition was carried over into the present liberal democratic governmental process. In the present system, the general public, or their representatives, participate freely in the formulation and implementation of organizational strategy.

The Bryson approach to strategy formulation is essentially decentralized, which again is found in the Kgotla tradition. This approach is a 'good fit' in that the chief executive (and his planning team) make decisions based on the stakeholders' input.

Consultation with internal and external stakeholders, is an important part of the process. Botswana's Kgotla tradition reflects this, as there is mass participation in issues affecting the general public.

2.   Entrepreneurial-Innovative Strategic Planning Approach

This approach is more dictatorial than participatory. Hence, it is not a 'good fit' for Botswana. In this approach, the chief executive creates, formulates, and (in many cases) directly implements strategy. This approach is primarily in direct opposition to the traditional Kgotla approach.

The stakeholders have minimum input if any; there is no consultation to seek out a consensus on the part of the stakeholders. This approach would garner little or no support from the Botswana citizenry, because they would consider that their traditional democratic rights were being usurped.

However, an entrepreneurial manager who clearly explains or shares his views of the organization's goals and innovative strategies and, through discussion and consensus, leads the stakeholders to accept these goals, could be extremely beneficial in Botswana.

3.   Dialogue and Deliberation

This approach is a 'good fit.' The Kgotla tradition of Botswana encourages the sharing and exploring of ideas to formulate common goals and strategies. It encourages collective thought, and encourages participants to focus on and explore various ideas and their implications. The Kgotla setting traditionally encompasses this 'shared vision', empowering the stakeholders to participate in the policy-making process.

The Dialogue and Deliberation approach is also keyed to the satisfaction of the stakeholders, primarily through recognizing and acting on their input. This presumes that the manager /executive officer recognizes that the organization's success and effectiveness is externally defined. [Wechsler and Backoff, 1988, p. 117]

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Strategy formulation and implementation is the domain of both the chief executive and the stakeholders through the deliberative learning process which, if it is successful, culminates in a general consensus.

4. Incremental Strategic Planning Approach

The reactive step-by-step nature of the Incremental approach makes it a 'bad fit' with the Botswana context. The reactive approach to strategy/policy formulation, which addresses only those problems which are momentarily most pressing, is not in harmony with the tradition of Kgotla. The lack of planning to overcome future obstacles is also not a 'good fit' with the Kgotla tradition. The lack of overall consensus inherent in this approach is in direct opposition to community participation, which is such an integral part of Botswana culture. Other elements of the Incremental Approach, i.e. lack of clear objectives (goals), and the remedial nature of the management process, make this approach unsuitable to planning.

The incremental approach, however, could be beneficial in Botswana if the organizational manager effected productive change of goals or strategies in small steps, rather than expecting or directing stakeholders to accept sudden drastic changes.

5. Political Strategic Planning Approach

The political approach makes a 'bad fit' in Botswana's context. Batswana's form of government has been democratic throughout it's history as a nation. The continuation of the Kgotla tradition has assured the citizens of free and complete participation in the formulation of strategy/policy that directly affects the populace.

In the political approach to strategic planning, there is no participative decision-making or consultative process, as the chief executive or other organizational 'politicians' are the sole arbiters of organizational actions. The

process is limited in nature, with the consensual input of the stakeholders considered unnecessary.

This analysis of the five strategic planning approaches leads us to conclude that the elements of Bryson's Rational-Analytic and the Dialogue and Deliberation Approaches are a 'good fit' for the Botswana context. Certain elements from the other approaches could be modified for use in this model.

C.   SHARP'S MODEL FOR DECISION MAKING IN BOTSWANA

The Sharp Model for decision making in Botswana requires a CEO and board of directors as its policy makers. The board of directors would composed of people from political or philanthropic organizations, persons with special expertise, or persons who represent external centers of influence. The external stakeholder groups might include political parties, religious groups, businesses with a vested interest in the organization, and the general public.

Internal stakeholders in the organization are all employees/members of the organization.

1.   Decision Making

A general meeting would be convened as a first step in decision making. This meeting would be attended by the CEO, the board of directors, and stakeholders, or their representatives. In larger organizations, where a direct input approach is unwieldy and time-consuming, a representative system would be used to ensure input, while limiting the size and scope of the general meeting. For example, in a small health clinic with 25 employees, everyone could attend the meeting and give direct input. But in a large city hospital with 1500 employees, such a meeting would be logistically impossible, and the time it would take for all voices to be heard would make such a meeting difficult to schedule. Representatives would

bring the problems and concerns of their constituents to the policy makers. Representatives would participate in dialogue and deliberation on the issues facing the organization, but not in decision making. That is, they would have a voice, but not a vote. Policy makers, in turn, would identify goals, objectives, and strategies for achievement. They would also solicit feedback and input from stakeholders on their achievements. This meeting reflects a democratic tradition which is familiar to Batswana.

An executive meeting would be held following the general meeting. This meeting would be attended only by the policy makers. This group takes into consideration the inputs, ideas, problems, and concerns brought up in the general meeting. The CEO and board of directors would then deliberate on these matters and vote on courses of action, in effect, acting as a strategic planning team.

2.   Analysis of Sharp's Decision Making

The Sharp's Model uses the traditional Kgotla model and adapts it for bureau use. This adaptation combines the traditions of Tswana management with the efficiency of western management styles. The Kgotla model has four steps in the decision making process; the Sharp's Model has two. The difference is that the Sharp's Model leaves out the first executive meeting, where the CEO/chief and the board of directors/tribal elders meet and then present tentative solutions or proposals to the second general meeting (also omitted in the Sharp's Model) for further discussion. In the Sharp's Model, the second step is the executive meeting, where the CEO and board of directors finalize decisions by voting, after deliberating on the input and information gathered in the general meeting.

KGOTLA MODEL	SHARP'S DECISION MAKING MODEL
1. General Meeting: Chief, Tribal Council of Elders, General Public	1. General Meeting: CEO, Board of Directors, and Stakeholders
2. Executive Meeting:Chief Meets with Council of Elders Make Tentative Policy Decisions	2. Executive Meeting: CEO and Board of Directors Make Policy Decisions
3. General Meeting: Feedback on Tentative Decisions	ACTION
4. Final Decision by Chief	
ACTION	

Table 1. Comparison of Kgotla Model and Sharp's Decision Making Model

The elimination of these two steps in the Sharp's Model avoids long meetings involving the general public in decision making. This saves both time and money in the decision process, while preserving the democratic tradition of input from all levels of stakeholders.

The Sharp's Model does not depart from the traditional approach, but enhances it, so that it is more effective and only minimally changed. The board of directors in this model ideally includes both internal and external stakeholders. Thus, the external stakeholders have reasonable representation in the organization.

D. SHARP'S STRATEGIC PLANNING MODEL

The Sharp's Model borrows some elements of western management from two of the five strategic approaches previously discussed. The Sharp's Strategic Planning Model is executed by using the two steps outlined in the Sharp's Decision Making Process. The procedure for strategic planning for a public organization with the Sharp Model (see Figure 4) is a five step process:

1. Clarifying Organizational Mission and Values

This is the responsibility of the CEO and the board of directors. They will establish an organizational mission by dialogue and deliberation, then vote to formalize decisions made about the scope of the mission.

2. Clarifying Organizational Mandates

The organizational mandate may change from time to time, as the corporate environment changes. The mandates will be revised by the CEO and the board of directors. Periodic reviews of the mandates give an organization a framework of operation. Clear mandates reduce the risk of conflict with organizational goals.

3. Identifying the Strategic Issues Facing an Organization

The identification of strategic issues facing public sector organizations in Botswana should be approached through the Dialogue and Deliberation process. This approach allows complex issues to be explored and ideas to be exchanged from varying perspectives.

The CEO introduces the strategic issues to the board of directors and the stakeholders or their representatives. The CEO will frame the issues as questions to facilitate dialogue and deliberation. Issues will be identified, discussed, and ranked in order of importance. Dialogue and Deliberation is a well-practiced feature of decision making in Botswana. It
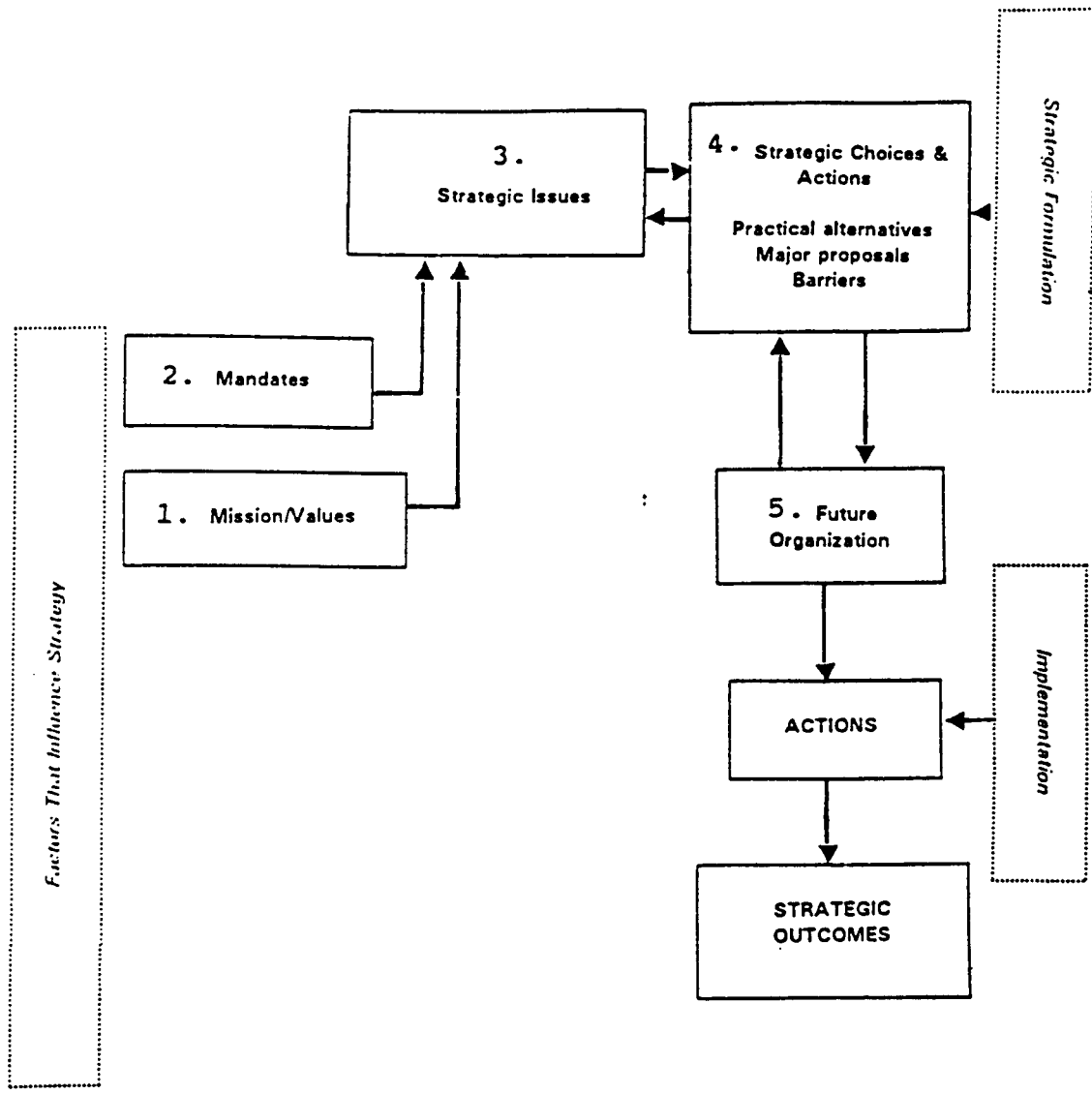
Figure 4. Strategic Planning Process

strengthens the democratic principals upon which the country is firmly rooted.

In the general meeting, the most important issues will be identified. After that, an executive meeting, consisting of the CEO and the board of directors, will deliberate on the issues identified, and prioritize them. Possible strategies for dealing with each issue on the agenda will be brainstormed and discussed by these policy makers. In cases where there is no clear consensus, a vote will be taken, with the CEO's vote being the tie-breaker, should one be necessary.

The identification of strategic issues facilitates effective investigation of problems. This also leads to the selection of the best approach for dealing with each identified issue.

4.   Formulating Strategic Choices and Actions to Manage Issues

This phase deals with the issues which have been selected for the strategic agenda by the CEO and the board of directors, based on the input of the stakeholders or their representatives. It is incumbent upon the policy makers of an organization with limited resources to prioritize strategies in terms of cost, feasibility, acceptance, and effectiveness. If there are any resource constraints identified, the policy makers should eliminate lowly-rated strategies and focus on the high priority strategies.

The CEO and board of directors will identify practical alternatives, and formulate a future vision for resolving the organizational strategic issues. It is important that barriers to achieving alternatives, and visions are evaluated. This will ensure that strategies developed would deal with any impediment threatening the implementation. The policy makers should always consider obstacles which may present themselves during implementation. Such obstacles threaten the realization of a program if not anticipated.

The CEO and board of directors will consider the alternatives, dreams, visions, and barriers to the desired plan, and the ways and means of overcoming any impediments. This method of consultation is in concert with the culture of Botswana, which is also a widely held tenet in modern management.

5.   Establishing an Effective Future Organization

The CEO and board of directors, should envision how the organization is going to look like when in full effective operation. This vision will encompass a widely shared conception which will make people identify themselves with the values of the organization. This will tremendously improve its performance.

Once the strategy has been successfully identified, the CEO implements it through lower level management in the organization. The CEO and board of directors will constantly evaluate the process to ascertain that the strategy is working and meeting the needs of the organization.

V. CONCLUSIONS AND IMPLICATIONS

A. INTRODUCTION

This thesis has developed a model for strategic planning in public sector organizations of Botswana. The research is based on the premise that public management practices should be in harmony with the culture of Botswana in order to have an effective, competent and accountable managing structure.

B. SUMMARY

1. Answers to Research Questions

Primary Research Question : What are the approaches to strategic planning? There are five approaches to strategic planning discussed in this thesis: the Bryson's Rational-Analytic, the Entrepreneurial-Innovative, The Dialogue and Deliberation, the Incremental and the Political.

2. Ancillary Research Questions:

a. What Is the Botswana Context? To What Extent Do These Approaches Fit the Context?

The historical and cultural background of Botswana emphasizes a broad participation by people in the planning and decision-making process with regard to public issues. The constituency for strategic planning also underscores participation by people in the planning process of their own private organizations.

The best strategic planning approach for Botswana should consider the cultural characteristics of the society and its democratic institutions. Botswana has historically had democratic traditions. The people have always had the right to express their views freely in the decision-making process. This broad participation in decision-making allows

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people to have input into the management of their village and its community issues.

Therefore, it is ideal to develop and apply a management approach which is participation-oriented in Botswana, to facilitate a fit in the culture with regard to consultation and the decision-making process.

The management systems used in public organizations should fit in well with the culture to stimulate participation along the lines of that found in the kgotla. Each strategic planning approach has been analyzed for compatibility with the culture of Botswana. An analyses of these five approaches shows that Bryson's Rational-Analytic and Dialogue and Deliberation are the approaches most suited to Botswana. Elements of two of these approaches have been used to build a replica of the kgotla model to accommodate the culture of Botswana.

Through the Bryson Rational-Analytic and Dialogue and Deliberation models, people are assured of an opportunity to have input and participate in the decision-making process. They are consulted on issues before decisions are made, and this fits into the democratic traditions in Botswana.

The Dialogue and Deliberation strategic planning approach likewise gives people a broad spectrum of participation in the decision making process, and allows for everyone to express their perception of the issues at hand.

b.   How Can These Approaches Be Modified to Fit the Botswana Context?

The Bryson Rational-Analytic and Dialogue and Deliberation Approaches have been used to modify the <u>kgotla</u> model of management, making it a workable model in a bureau setting.

The <u>kgotla</u> model, though intensely participative in the steps taken to reach a consensus and a final decision, is also time consuming. In the corporate world, time consuming also means expensive. In the Sharp Model, the participative and consulting elements have been retained, but in a shortened version, by reducing the steps in the <u>kgotla</u> model and adding western management features.

c.   How Could the Best Strategic Planning Approach Be Integrated into the Tswana Cultural System to Better Serve Successfully?

The Sharp Model developed in this thesis has integrated modern tools of strategic planning with the traditional decision-making processes in Botswana to achieve a high degree of efficiency. The CEO (or Chief, in the traditional setting) and the board of directors/ council of elders are the policy makers in the Sharp Model. Organizations with few members have direct input into the planning/decision-making process, while larger organizations use a representative system to air stakeholders' views. While the views of the stakeholders are important and are given due consideration, the stakeholders themselves do not formulate policy; they have a voice but not a vote.

The Sharp Model modifies the traditional <u>kgotla</u> approach, which is inherently effective in Botswana, because everyone is familiar with it and able to readily utilize it.

C. RECOMMENDATIONS

The following recommendations, if implemented, will result in improved service quality of public organizations.

Recommendation 1: Botswana public sector organizations should consider developing strategic planning teams responsible for the formulation of strategies for their organizations. Such a team should consist of the CEO and the board of directors, who represent diverse stakeholder interests. This strategy team should make policies and formulate strategies in light of government policies, and taking into account not only the culture of the organization, but the culture and traditions of the people. Public sector organizations should endorse wide participation to facilitate a decentralized management system. This will close the gap of cultural divergence in management. Thus it will enhance productivity and work force motivation of those in public service.

Recommendation 2: Public organizations should adapt the quality model presented in this thesis to improve quality of public service management. The logical, orderly, deliberative, and participative processes developed in this thesis serves as a clear systematic way to improve public organization management. The model is also flexible enough to be adapted to a wide variety of organizational arrangements or situations.

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