AN EVALUATION OF A PERFORMANCE MANAGEMENT AND DEVELOPMENT SYSTEM WITH REFERENCE TO THE DEPARTMENT OF THE PREMIER, PROVINCIAL GOVERNMENT WESTERN CAPE

By

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Submitted in partial fulfilment of the requirements for the degree of Masters in Public Administration in the Faculty of Arts at the Nelson Mandela Metropolitan University

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January 2007
DECLARATION

I, the undersigned, hereby declare that the work contained in this assignment is my own original work, and that I have not previously in its entirety or in part submitted it at any university for a degree.

11 December 2006

Signature:........................................ Date: ........................................

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# GLOSSARY OF TERMS

<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
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<tbody>
<tr>
<td>Act</td>
<td>Public Service Act, 1994</td>
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<td>BP</td>
<td>Batho Pele</td>
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<td>CMC</td>
<td>Core Management Criteria</td>
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<td>DPSA</td>
<td>Department of Public Service and Administration</td>
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<td>EA</td>
<td>Executing Authority</td>
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<td>HoD</td>
<td>Head of Department</td>
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<td>HRM</td>
<td>Human Resources</td>
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<td>KRA</td>
<td>Key Result Areas</td>
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<td>MTEF</td>
<td>Medium Term Expenditure Framework</td>
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<td>PA</td>
<td>Performance Agreement</td>
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<td>MPSA</td>
<td>Minister for the Public Service and Administration</td>
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<td>PAWC</td>
<td>Provincial Administration Western Cape</td>
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<td>PGWC</td>
<td>Provincial Government Western Cape</td>
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<td>PFMA</td>
<td>Public Finance Management Act, 1999</td>
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<td>PM&amp;D</td>
<td>Performance Management and Development</td>
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<td>PM</td>
<td>Performance Management</td>
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<td>SPMS</td>
<td>Staff Performance Management System</td>
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<td>PSC</td>
<td>Public Service Commission</td>
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<td>PSCBC</td>
<td>Public Service Co-ordinating Bargaining Council</td>
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<td>PSR</td>
<td>Public Service Regulations, 2001</td>
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<td>SMS</td>
<td>Senior Management Service</td>
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ACKNOWLEDGEMENTS

I would like to acknowledge and thank the following persons and organisations who have assisted me in making this research possible:

- first of all, glory to Almighty God, the creator of my talent, wisdom, and perseverance and will without Whom nothing would have been possible;
- Mrs A Nel-Weldrick, my supervisor, for her valuable guidance, inspiration, support and encouragement in this study;
- Dr Martin Kidd (Centre for Statistical Consultation) Dept of Statistics and Actuarial Sciences and Dr Mario Denton of the University of Stellenbosch, who assisted me with the development and analysis of the statistics section of the report;
- the Provincial Government Western Cape, for its financial support without which I could not have obtained this higher degree;
- my dear wife, Pumla Nokhanyo, and my daughter, Kamva Cwenga, for their constant interest, motivation, encouragement and endurance during my studies;
- my mother and late father, for their spiritual and moral support, who gave me the courage to succeed;
- my whole family, for their love, encouragement and continuous support; and
- my friends and colleagues, for their unconditioned support during my studies.
ABSTRACT

We are living in a changing world. Performance management is becoming a major challenge for organisations. The aim of this study is to review the current status of the Performance Management and Development System at the Department of the Premier and to look into the reasons why it has become a pain rather than a gain to both the organisation and its employees. This document will also look at the possible causes of the failure of the performance management system and will then propose useful guidelines to overcome obstacles to the benefit of all the affected parties.

To achieve this objective a comprehensive literature study was performed to the Department of the Premier to determine the views on performance, and on performance management programmes. The study also included an investigation into the extent to which a performance management programme should be aligned with Provincial Government Western Cape (PGWC) and individual goals. Questionnaires developed from the literature study, were distributed amongst randomly selected respondents, in order to determine the extent to which a specific directorate manages performance, in line with the guidelines provided by the literature study.

The information obtained from the questionnaires were compared with the guidelines provided by the literature study in order to identify shortcomings in the influence that the performance management programme has on the achievement of Department and individual goals at the selected Directorates. The objective of this study was to evaluate the influence of the current performance management system, in the Department at Provincial Government Western Cape, as a facilitation tool in aiding or assisting management in achieving individual and departmental goals. To achieve this objective a comprehensive literature study was performed to determine the views on performance, and on performance management systems. A questionnaire was designed based on the guidelines in the literature study, in order to establish the extent to which the organisation manages performance. The completed questionnaires were returned and these were processed and analysed using Microsoft Office Excel 2003, running on the Windows XP suite of computer.
packages. The respondent's opinion obtained from the questionnaires were compared with the guidelines provided by the literature study in order to identify shortcomings of the influence that the performance management system has on the achievement of individual and departmental goals at the selected organization. The research results indicate that the majority of staff supports and understands the process.
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CHAPTER 1
INTRODUCTION AND PROBLEM STATEMENT

1.1. INTRODUCTION

According to Armstrong (1994:13) a Performance Management and Development system helps in the integration of corporate, individual and team objectives, communicating these objectives, and in underpinning the core values of the organisation. It is potentially a lever for achieving cultural and behavioural change and a means of empowering people by giving them more control over their work and their personal development.

The Provincial Government Western Cape (PGWC) adopted the Staff Performance Management System (SPMS), supplemented by the Performance Management and Development System for Senior Management Services (SMS), as its framework for the management of staff performance at all levels.

Performance Management and Development is a broad term to describe the way an individual's work performance, career and development needs are managed. Performance management and development may be regarded as a process for establishing a shared understanding about what is to be achieved, how it is to be achieved, and an approach to managing and developing people, which increases the probability of achieving success. The goal of performance management and development is to contribute to continuous improvement in performance across the public service by aligning individual and team performance with the goals of the organisation, through greater clarity in setting objectives and related performance targets for individuals and teams, and by monitoring progress in their achievement. This framework also provides a context in which the development needs of jobholders can be addressed. It allows organisations to manage their resources within a strategic framework and to achieve more effective performance.

The SPMS is fully aligned with the national norms and standards as issued by the Department of Public Service and Administration (DPSA), including the
compulsory requirements. The system was first implemented on a phased basis with effect from 1 April 2002.

The practicalisation of the framework and implementation of this new system within departments is a departmental responsibility. However, the Department of the Premier plays a key role in the provision of training and support services to departments, as well as in terms of ensuring the full and successful establishment of a sound performance management ethos in the PGWC.

Monitoring of a project or activity is concerned with assessing the implementation progress of that project or activity and identifying actions to correct problems when they occur. This includes the processes of collecting, analysing, recording, reporting, auditing, and using information about the progress of a project. By conducting a feasibility study, a need for a monitoring system-based approach with regard to compliance to the SPMS has been identified within the Western Cape Provincial Administration (WCPA).

1.2. BACKGROUND TO THE PROBLEM

The public service management framework was implemented with effect from 1 July 1999. In accordance with this framework, executing authorities have been granted extensive powers relating to the day-to-day management of their departments. These powers relate, inter alia, to appointments and other career incidents of public servants.

Whilst the amended Public Service Act, 1994, the Public Service Regulations, 1999 (PSR) and collective agreements have freed executing authorities from the bureaucratic stranglehold of the previous regulatory framework, it remains a huge challenge to communicate and implement the basic requirements of the framework effectively.

South Africa’s public service sector has a legacy of poor performance management practices. A key problem was that at policy level, a uniform set of rules and forms for staff at different levels existed. In addition, these procedures
failed to link the assessment process and the strategic objectives of the department, and did not take into account the fact that the context of departments differed (DPSA, 2002).

Performance management pertains to any personnel decision that affects an employee’s retention, termination of service, promotion, demotion, transfer, salary increase or decrease, or admission into a training programme (Lathan & Wexley, 1994:4). A properly developed performance management instrument serves as a contract between the organisation represented by the manager or appraiser and the employee in that it makes explicit what is required of the individual employee.

Effective performance management requires a framework that integrates organisational, business and individual planning and performance. It can involve: clarifying performance objectives (this could include tasks, outcomes behaviours and values based systems or a combination of these) and linking these with organisational business plans; periodic performance appraisal of individuals or teams against the achievement of these objectives; feedback from this appraisal; recognition or reward for performance, including performance pay and salary progression guided by performance; team and individual development to build capabilities; counselling, or other actions to deal with poor performance; establishing a link between the development of capabilities with organisational and business planning (i.e. not only cascading down from corporate and business planning outcomes but also having a system that feeds back up); and evaluating the contribution of individual, team and organisational performance.

1.3. LEGISLATIVE FRAMEWORK

The foundation for a performance management system in the public sector can be found in the Constitution of the Republic of South Africa Act, No. 108 of 1996. The Constitution entitles people to a basic set of services and requires of the bureaucracy to treat people with dignity and respect. In this regard, a reformed public service that places emphasis on service delivery and accountability, remains a critical instrument to improve the quality of lives of all South Africans (Labour Bulletin, 2003). The Minister of Public Service and Administration issued
directives in terms of Public Service Regulations, 2001 (Chapter 4, Part III) on a Performance Management and Development System (PMDS) for Senior Managers (salary level 13 to 16). The Public Service Regulations, 2001 (Chapter 1, Part viii) serves as the primary guide to the public sector in developing and implementing departmental performance management systems. However, the Regulations contain only minimum guidelines, stipulating that performance management should be implemented in a consultative, supportive and non-discriminatory manner, in order to enhance organisational efficiency and effectiveness, accountability and the achievement of results. The focus of performance management should be developmental.

Performance management in the public service is guided by the Act, the PSR, resolutions of the Public Service Co-ordinating Bargaining Council (PSCBC) and the Treasury Regulations, 2001, detailed below:

**Public Service Act, 1994**

(1) Section 3 (5): Assigns powers and duties concerning the internal organisation of a department to its EA. This includes:
   
   (a) The determination and grading of the post establishment; and
   
   (b) The career incidents of employees other than HoDs, such as performance management and discipline in a department.

(2) Section 3 B: Assigns the President and relevant Premiers the powers and duties concerning the appointment and other career incidents of HoDs, which may be delegated.

(3) **Section 7(3)(b):** Provides for the following responsibilities of HoDs:
   
   - Efficient management and administration
   - Effective utilisation and training of staff
   - Maintenance of discipline
   - Promotion of sound labour relations
   - Proper use and care of state property
(4) **Section 12(4)(b):** Provides for the inclusion, by mutual agreement, of “specific performance criteria for evaluating the performance of the HoD.”

**Public Service Regulations, 2001**

(1) **Paragraph B.2.1 of Part VII, Chapter 1:** Indicates that the prescribed employment contract of an HoD shall be as set out in Annexure 2 of the PSR.

(2) **Paragraph 7 of the employment contract (Annexure 2):**
   Contains the measures that govern the PA of an HoD.

(3) **Paragraph B.1 of Part VIII, Chapter 1:** Indicates that an EA shall determine a system for performance management for employees in her/his department other than employees in the SMS. This implies that the MPSA should determine such a system for members of the SMS.

(3) **Chapter 4** provides for the establishment of the SMS. **Paragraph A, Part III** states that the performance of all members of the SMS will be managed through a PA, which should be linked to the department’s strategic plan. **Paragraph B** states that all new members of the SMS shall enter into a PA, which will define key responsibilities and priorities, encourage improved communication and enable the supervisor to assess the work of the member of the SMS.

**PSCBC Resolution No 13 of 1998**

(1) The resolution states that the purpose of the negotiated collective agreement is to set a framework for senior managers to agree to individual PAs.

(2) The agreement thus extends the signing of PAs from HoDs to all senior managers (levels 13-16) and prescribes the following five items that must be included in a PA:
   - Key duties and responsibilities
   - Output targets for the PA period
   - Dates for performance review
   - Dispute resolution mechanism
• Date on which salary increments will come into effect and mechanisms for the management / awarding of salary increases.

PSCBC Resolution No 9 of 2000
This resolution extends Resolution 13 of 1998. It provides for the remuneration packages of senior managers/professionals to be translated to a more transparent total cost-to-employer and inclusive flexible remuneration package system.

Treasury Regulations, 2001
Departments must comply with the Treasury Regulations regarding strategic planning and budgeting. Part 3, Chapter 5 of the Treasury Regulations deals with strategic planning. The Guidelines provided by National Treasury give detailed and extensive outlines of what is required to effectively link departmental strategy to budgets. Departments need to budget for projected salary increases and financial rewards that may be allocated to members of the SMS based on the framework determinations made by the MPSA.

1.4 LINKING THE PM CYCLE TO PLANNING AND BUDGETING
According to Part 3 of the Treasury Regulations and Part III of Chapter 1 of the PSR requires/ that strategic planning be undertaken by departments and a draft strategic plan be finalised and approved by the EA. It is the responsibility of the HoD to ensure this is effectively achieved. This strategic planning process should link to the PM&D cycle, where organisational requirements are translated into individual objectives or targets.

Content of the strategic plan
(1) The strategic plan should cover a period of three years and be consistent with the department’s published medium term estimates. In addition, it should:
• Define the vision, mission or strategic focus of the department, as informed by government policy and the constitutional mandates of that department;
• Set out clear strategic goals and objectives, strategies for achieving them and service delivery improvement plans (Part III C of Chapter 1 of the PSR);

• Record budget decisions on strategic resource allocation based on strategic decisions, plans and what will be needed to implement them. This is the MTEF budget exercise, which should be an integral part of strategic planning and directly related to the goals, strategies and plan. The budgeting process should not be run as a separate and parallel process as is often happening;

• Provide the basis for departmental and unit level business planning, by allocating to specific units the responsibility and resources for achieving an aspect of the overall departmental strategy within a financial year; and

• Lay a clear basis for the monitoring of progress and evaluation of achievement by clarifying expected results with indicators, criteria and standards. This should provide a sound basis for the PAs of individual managers and for directly linking them to departmental and unit responsibilities and plans.

(2) The strategic planning process and the actual draft strategic plan are among the key responsibilities of an HoD. The EA approves and is jointly responsible with the HoD for the strategic plan. The PAs of the HoD, her/his deputies and all other members of the SMS should be based on the departmental and unit strategy and operational plans.

1.5. MOTIVATION FOR THE RESEARCH

Government organisations in South Africa are implementing performance management and monitoring and evaluation systems. The challenge is to ensure that the systems implemented improve accountability and organisational capacity. The following criteria will be used in evaluating the policy:

• ensuring that departments comply with SPMS policy;

• enhancing the ability to comply with the SPMS requirements by WCPA departments using the following method:

• monitoring and reporting systems in respect of SPMS within departments;
• improving accountability with regard to SPMS compliance by WCPA HRM managers;
• effective use of SPMS compliance information for internal and external reporting requirements; and
• identifying loopholes in the SPMS policy through the monitoring system.

1.6. PURPOSE OF SPMS MONITORING AND EVALUATION

There are several reasons for having a performance evaluation. One reason is that it supplies management with useful information to make human resource decisions. People differ from each other and thus it is essential to make proper decisions in order to have all the necessary facts.

Performance evaluation also gives management information regarding promotions, in the worst-case termination, but also the all important salary review. Performance evaluation helps management to recognise potential opportunities for growth in terms of training and education and it is a helpful method to give feedback to individuals or teams on their progress or regression during the period under review. This is very important because a high-achieving individual will want feedback on his or her performance. Feedback of this nature will most probably motivate the person. It is also a useful tool for creating a participatory culture in an organisation. If it is known how each person is performing and what his/her perceptions are, it should be possible to develop strategies to develop an environment in which all can feel comfortable.

One of the cornerstones of a performance evaluation system is the basic requirement that all employees should do what is expected of them (in other words, performing the functions of the job). The employer pays/rewards an employee with a salary to perform her/his work on an acceptable/satisfactory level – both qualitatively and quantitatively – and not merely for reporting for duty. Rewards and incentives are granted for work that qualitatively and quantitatively surpasses work that merely earns the remuneration.

In the broader context, performance management is a tool to ensure ultimate organisational performance. A sound performance management ethos will show a
concerted drive toward the realisation of the goals of the organisation and the means to ensure achievement of these goals. The link to the strategic and business planning of the organisation is crucial for success. Such a link will manifest in the cascading of goals, objectives, key performance areas and deliverables from the level of Government (Cabinet)/the Head of the Department, through the organisation, to the first line-service delivery levels. For this purpose, the performance management framework elaborates on planning as one of its four key elements.

PGWC managers need to know that activities are being implemented in accordance with a memoranda of understanding, SPMS policy and public service guidelines, and that they are achieving their stated objectives for the following reasons:

- to make available timely and relevant information on SPMS implementation that will support effective management decision making by key stakeholders;
- to promote discussion on SPMS progress within the PGWC, and to plan any remedial action;
- to provide the main source of performance information for internal management and external reporting requirements; and
- to influence policy by way of knowing how well the SPMS policy and procedures influencing the performance management project are working and whether modification is desirable or necessary.

1.7. PROBLEM STATEMENT

According to Hartle 1995:12-13 performance management as a process for establishing a shared understanding about what is to be achieved, and how it is to be achieved, and an approach to managing people, which increases the probability of achieving job-related success. By establishing a continuous management process that delivers clarity, support, feedback and recognition to all staff, a major step will have been taken in ensuring significant performance improvement of the organisation.

According to Dessler (1997:372) performance management is a systematic approach to managing people, goals, measurement, feedback, and recognition as
a way of motivating employees to achieve their full potential in line with the organisation’s objectives. Performance management is a continuous process and is concerned with improving both results and quality of working relationships.

According to Bacal (1998) Performance Management is the comprehensive guidebook on how to establish a communication system to get top performance and value from each employee. It will show you how to conduct goals-focused performance planning meetings and performance appraisals and foster a true commitment to success within each employee. A meaningful tool for stimulating workplace cooperation, Performance Management will benefit the employee, the manager, and the organization itself.

Performance management, as defined by Bacal (1999:4), is an ongoing communication process, undertaken in partnership, between an employee and his or her immediate supervisor that involves establishing clear expectations and understanding about the jobs to be done. It is a system, that is, it has a number of parts, all of which need to be included if the performance management system is going to add value to the organisation, managers, and staff. Bacal (1999:8) also states that organisations work more effectively when the goals and objectives of the organisation, those of the smaller work units, and the job responsibilities of each employee, are all linked. When people in the organisation understand how their work contributes to the success of the company, morale and productivity usually improves.

Schultz (2001:516) states that when performance management systems are tied into the objectives of the organisation, the resulting performance is more likely to meet organisational needs. They also represent a more holistic view of performance. In order for performance management to be effective, it must be line-driven rather than personnel department-driven. Development of a performance management system should be a joint effort between line and human resources managers. Lundy and Cowling (1996:306), as quoted by Schultz (2001:516), point out that ownership should be taken a step further in that subordinates should play an active role in the management of their own performance, linked to organisational performance as a whole.
The above statements indicate that an investigation is required to clarify the extent to which a performance management programme is aligned with organisational strategy and individual goals. The aim of this research will be to investigate this and related issues at the Department of the Premier, and this leads to the main problem addressed by this research:

Performance management is the process of creating a work environment or setting in which people are enabled to perform to the best of their abilities. Performance management is a whole work system that begins when a job is defined as needed. It ends when an employee leaves your organization.

Many writers and consultants are using the term “performance management” as a substitution for the traditional appraisal system. The author encourages the reader to think of the term in this broader work system context. A performance management system includes the following actions.

- Develop clear job descriptions.
- Select appropriate people with an appropriate selection process.
- Negotiate requirements and accomplishment-based performance standards, outcomes, and measures.
- Provide effective orientation, education, and training.
- Provide on-going coaching and feedback.
- Conduct quarterly performance development discussions.
- Design effective compensation and recognition systems that reward people for their contributions.
- Provide promotional/career development opportunities for staff.
- Assist with exit interviews to understand WHY valued employees leave the organization.

The cornerstones of the SPMS is the basic requirement that all employees are expected to do what is expected of them (in other words, perform the functions of the job).
The employer pays/rewards an employee with a salary to perform her/his work on an acceptable/satisfactory level – both qualitatively and quantitatively – and not merely for reporting for duty. PGWC departments were requested to submit information regarding the status of the Staff Performance Management System (SPMS), indicating the following through completion of a questionnaire:

- number of staff per salary level who have completed the Individual Performance Development Plan;
- number of staff per salary whose progress reviews are up to date; and
- number of staff whose annual performance appraisals would be concluded by the end of the 2004/2005 financial year.

The information submitted clearly indicated that the implementation of SPMS within departments needed an intervention, hence the proposal for this research.

An analysis of the main problem allows identification of the following Sub-Problems:

(a) What guidelines does the literature reveal that will assist the Department of the Premier in managing employee performance?
(b) What strategies do the Department of the Premier use to align employee performance with organisational and individual goals?
(c) To what extent does the process of managing employee performance Succeed

1.8. PREMISE OF THE STUDY

The ineffectiveness and inefficiency of the implementation of performance management is among the causes of low productivity facing the Provincial Government of the Western Cape. The premise will be tested by contrasting the PMDS in the PGWC with evaluation and monitoring systems.

Research methodology

The following procedure was adopted to solve the main and sub-problems:
Literature survey
The identification and definition of the principles and/or guidelines fundamental to an integrated performance management system was identified from the literature.

Empirical study
The empirical study consisted of:

1. **Survey**: A survey was conducted among management and salaried staff within the Department of the Premier, Provincial Government Western Cape, using a questionnaire drawn up by the researcher, to establish what key strategies management follows to achieve individual and departmental goals.

2. **Measuring instrument**: As mentioned above, the researcher developed a comprehensive questionnaire according to principles and guidelines identified in the literature survey.

3. **Sample**: All managers and employees of the Department of the Premier were surveyed.

4. **Analysis of data**: The statistical procedure used in interpreting and analyzing the data was determined at the time the questionnaire was drawn up.

5. **Ethical aspect**: The researcher obtained permission from the Chief Director: Human Resource Management, to conduct the said research.

6. The researcher used the information obtained from the questionnaire as a tool for evaluating whether the current performance management process meets the criteria stipulated in the literature.

7. Conclusions were drawn and recommendations made based on the findings of the research

1.9. LIMITATION OF THE STUDY
The literature pertaining to Performance Management in Provincial Government Western Cape is limited.
1.10 OBJECTIVES OF THE STUDY

The objective of the study is to ensure that departments comply with SPMS policy by looking at the effective implementation of the SPMS in line with provincial and national policies and regulations in order to achieve sustainable improvement in organisational performance.

1.11 PRELIMINARY FRAMEWORK OF THE RESEARCH PROJECT

The study will be based on the following framework.

Chapter One sets out the problem statement, objectives and work method of the study. Chapter Two describes the theoretical background, knowledge and understanding of a performance management and development system.

Chapter Three reviews the relevant literature within the context of the objectives of the study. (Review of the literature), and Chapter Four describes a qualitative research approach as opposed to a quantitative methodology. This chapter also presents an analysis of the data and findings. Chapter Five gives an evaluation of performance management, while Chapter Six presents the concluding remarks and recommendations. This is followed by a list of references and the Annexures.

1.12 CONCLUSION

The overall purpose of the study is to review the current status of the Performance Management and Development System at the Department of the Premier. The main objective is to measure its effects and the success thereof. This will be achieved by measuring whether the Performance Management system has met the objectives set at the beginning, and establish if it has been worthwhile to embark on it as a process. Perceptions of both managers and jobholders about the performance management and its first implementation phase will be established and analysed. Recommendations on how the system could be improved on a continuous basis will be made available.
CHAPTER 2

THEORETICAL BACKGROUND

The objective of this chapter is to establish a theoretical framework that will guide performance management at the Department of the Premier, PGWC.

2.1 INTRODUCTION AND CONTEXT

According to Joubert & Noah (2000:18) Performance management is defined as a formal management process for harnessing and directing, measuring, evaluating and rewarding human effort, competence and talent in realising an organisation’s mission and vision within a framework of core values.

Performance management processes have become prominent in recent years as a means of providing a more integrated and continuous approach to management of performance than had been provided by previous isolated and often inadequate merit-rating or performance appraisal schemes (Armstrong, 2003).

According to Grobler (2002:260) performance appraisal is the ongoing process of evaluating and managing both the behaviour and outcomes in the workplace. Organisations use various terms to describe this process. Performance review, annual appraisal, performance evaluation, employee evaluation and merit evaluation are some of the terms used. Although many writers and consultants use the term performance management as a substitute for the traditional appraisal system, performance management is a broader term than performance appraisal. Performance management is the systematic process by which an agency involves its employees, as individuals and members of a group, in improving organisational effectiveness in the accomplishment of the agency’s mission and goals. It is therefore a comprehensive approach to performance that includes planning work and setting expectations, continually monitoring performance, developing the capacity to perform, periodically rating performance in a holistic fashion and rewarding good performance.
Performance management is based on the principle of management by agreement or contract rather than management by command. It emphasises development and initiative of self-management learning plans as well as providing for an integrated and coherent range of human resource management (HRM) processes that are mutually supportive and thereby contribute to the improvement of organisational effectiveness (Armstrong, 2003).

With regard to managing performance in South Africa, it is important to note that the Employment Equity Act states, “Every employer must take steps to promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice.” (No. 55 of 1998; Ch It, 5). The only way to ensure that a company is complying with current labour law in this regard, and that they are being fair, is through a structured approach by managing the performance of their staff (Quick guide to, 2002:24-25).

Performance management can be defined as strategic in the sense that it is concerned with the broader issues facing the business if it is to function effectively in its environment and within the general direction it wants to take to achieve longer-term goals.

For the purposes of this study, *performance management and development* in its widest definition refers to all those processes and systems designed to manage and develop performance at the level of the public service, specific organisations, components, teams and individuals. In its most narrow definition, the concept refers to specific systems for managing and developing individual performance, especially performance appraisal systems. In this report, the wider meaning is used.

*Performance management and development* is a broad term to describe the way an individual's work performance, career and development needs are managed. It can be seen as a process for establishing a shared understanding of what is to be achieved, how it is to be achieved, and an approach to manage and develop people to increase the probability of achieving success.
The purpose of performance management and development is to contribute to continuous improvement in performance across the public service by aligning individual and team performance with the goals of the organisation, through greater clarity in setting objectives and related performance targets for individuals and teams, and by monitoring progress in their achievement. It also provides a context within which the development needs of jobholders may be addressed. It furthermore allows organisations to manage their resources within a strategic framework in order to achieve more effective performance.

This chapter also describes the process and requirements of performance management and development for members of the Senior Management Service (SMS) of the Western Cape Provincial Administration (WCPA). It is issued to augment the Staff Performance Management System (SPMS) with regard to the SMS and can thus be seen as an operational manual. It further encapsulates all mandatory requirements issued as a directive by the Minister for Public Service and Administration (MPSA) in terms of Part III, B3 of Chapter 4 of the Public Service Regulations, 2001 (PSR).

Performance management is one of the key processes that, when effectively carried out, helps employees to know that their contributions are recognised and acknowledged. Performance management is an ongoing process of communication between a supervisor and an employee that occurs throughout the year, in support of accomplishing the strategic objectives of the organisation. The communication process includes clarifying expectations, setting objectives, identifying goals, providing feedback, and evaluating results.

### 2.2 MANDATES AND REGULATORY FRAMEWORK FOR PERFORMANCE MANAGEMENT

The authorisation for, general contents and thrust of departmental performance management systems derives in varying degrees from the following sources:
### Acts of Parliament

The Public Service Act, as amended, 1994, No 103 of 1994  
Basic Conditions of Employment Act, 1997 as amended, No. 75 of 1997  
Labour Relations Act, 1995, as amended, No. 66 of 1995

### White Papers

Human resources management, 1997  
Transforming Public Service Delivery, 1997 (Batho Pele)  
Public Service Training and Education, 1998  
Transformation of the Public Service, 1995  
Affirmative Action in the Public Service, 1998

### Regulations

Public Service Regulations, 2001  
Treasury Regulations, 2000

### Collective Agreements

PSCBC Resolution 13 of 1998 (performance agreements)  
PSCBC Resolution 3 of 1999 (financial rewards and incentives)  
PSCBC Resolution 7 of 2000 (rank/leg promotions and pay progression system)

### 2.3 INTEGRATION OF THE PMDS WITH OTHER ORGANISATIONAL PROCESSES

The PMDS is integrated with other planning and organisational processes and systems. Performance management is an approach pertaining to how work is done and organised rather than a system, and it focuses on continuous improvement of performance and outcomes. PMDS is driven from the highest level in the organisation. As provided for in PMDS documents, the following processes should be taken into account when managing performance at departmental level.
Strategic planning and performance agreements/assessment

Job descriptions (forming the base documents) are called for in terms of the Public Service Regulation III.1.2. This Regulation requires that job descriptions should be based on the main objectives of a post, should indicate the inherent requirements of that post, and should reflect an appropriate emphasis on service delivery. The Regulation further states that certain information about career pathing is also required.

Performance management pertains to any personnel decision that affects an employee’s retention, termination of service, promotion, demotion, transfer, salary increase or decrease, or admission into a training programme (Lathan & Wexley, 1994:4). A properly developed performance management instrument serves as a contract between the organisation represented by the manager or appraiser and the employee in that it makes explicit what is required of the individual employee.

Objectivity, inclusivity and commitment are the keys to the success of the performance management system. “Whatever the source of appraisal, uniformity and objectivity are mandatory for maintaining feelings of equity among employees, particularly when the function of appraisal is to motivate them through recognition for work accomplishments” (Lathan & Wexley 1994:6). The pain of performance management comes as a result of interaction between the appraisers on one hand, and the employees on the other in an effort to achieve the goals set by the organisation.

Volatility in the work situation today has great influence in the selection of material to support the author’s arguments in this document. The topics that have been sourced from the literature have been carefully used to reflect the current trends as far as performance management is concerned.

2.4 PURPOSE AND USE OF PERFORMANCE MANAGEMENT IN THE DEPARTMENT

Performance management should not be seen as just another personnel system if it is to meet the needs of an organisation. “Performance evaluation must be seen
as a crucial management tool designed to strengthen an individual’s performance, develop employee potential, and improve organisational effectiveness” (Anderson, 1993). It should also be regarded as a means to provide systematic judgement to back up salary increases, bonuses, demotions, etc, as a means of telling the subordinate how he or she is performing, suggesting ways to improve performance. It is also used to identify training needs, coaching and the need for counselling. One cannot, therefore, underestimate the importance and the potential of a well-designed performance evaluation process.

Emphasis should be on employee development and employees need to be involved in decision making about important matters. Managers should always involve subordinates in setting goals and appraising progress so that the focus is on analysing future performance possibilities rather than on criticising past behaviour. This is one of the reasons why careful attention to appraisal systems is very important. The manager should always provide feedback on an individual’s performance based on clearly defined goals and expectations that will lead to improved performance in future. “Performance is a function of capacity, willingness and the opportunity dimensions of job performance. The opportunity factor of this function is often ignored” (Anderson, 1993).

2.4.1 Reward of performance management
A systematic assessment of staff performance and potential is an essential element of any human resource planning exercise in an organisation. Pratt (1986:3-9) and Maddux (1987:9) provide a list of benefits of value to both the organisation and the employees working for them. Whether role players wish to reap the benefits or not from the performance appraisal is dependent upon the situation in the organisation. It also depends on the commitment and honesty of each role player to put aside their differences and hidden agendas to make this a working effort for the benefit of the organisation and all its role players.

2.4.2 Benefits to the Department
Well-managed performance management systems provide senior management with the organisation’s human resources status and potential. This can help critically review and assess the level of performance of the company’s human
resources. Once this is done, an opportunity to set goals in line with the organisation’s corporate plans for both the organisation and its employees is provided. “Performance appraisals give me a valuable insight into the work being done and those who are doing it” (Maddux 1987:9). These also help to identify the individual employee’s training and development needs systematically so that managers can consider this in their development plans for the year. When all the role players are committed to the performance appraisal process, it is easy for them to have “objectivity in areas of development, reward and advancement” (Pratt 1986:9). In addition, Pratt (1986:9) states that if performance appraisals are well-managed, “managers are forced to ‘stand back’ and consider their staff in the context of the department and work to be done”.

2.4.3 Benefits to the employees

Job and organisational contexts affect the motivation of employees and their performance in several ways. These range from the way jobs are designed to managers’ behaviours (Hellrigel, 1998) that can evoke unproductive attitudes from employees in an organisation. However, certain situational constraints beyond the employee’s direct control play a far bigger role in influencing job performance. Beyond these situational constraints, the capacity of an individual to perform, i.e. his/her mental or physical capacity could lead to willingness to perform. Feedback is very important in performance management. Systematically managed performance appraisals give an employee information about how he or she is performing so that he/she can take corrective steps to improve in the future. This way, developmental needs can be identified and each employee gets an opportunity to establish his or her personal short-term goals and to evaluate his/her own performance. This forces the manager and the employee to focus on strengths instead of shortcomings. However, to the lazy employee this means that he/she is at liberty to set low targets and then to boast about achieving these small goals. It will therefore be better to adopt an attitude of “Let’s view the work together, establish some realistic goals and evaluate performance accordingly” (Maddux 1987:19).

Such two-way communication provides an environment for the clarification of goals so that they may be achieved or exceeded. Expectations are reviewed on a
continuous basis and if they are not met, reasons are established and corrective action taken. This way, bias on the part of the appraiser can be identified easily.

2.5 CHARACTERISTICS OF EFFECTIVE PERFORMANCE MANAGEMENT SYSTEMS

“High levels of subordinate participation in the performance appraisal result in employees being satisfied with both the appraisal process and the supervisor who conducted it” (Lathan & Wexley 1994:198). Supportive supervisors can play a major role in improving the performance of subordinates. It is always a good idea to discuss issues that may hamper the subordinate’s performance and a continuous evaluation process will enable subordinates to voice concerns before they become real problems.

2.5.1 Challenges of performance management and development systems

Most managers do not commit themselves fully to the performance management exercise. They do not incorporate these systems into an ongoing performance management process. Performance contract, in fact the whole performance management itself is just another farce on the part of company management to force management to face the unruly and troublesome workers who are too lazy to work and who always come up with excuses and delaying tactics to avoid work. To be realistic about the whole issue, workers may sometimes try their luck, in most cases just to test whether the manager is really conversant with aspects pertaining to human resources and the policies of the company apart from their day-to-day work. They only attend to performance appraisal issues when these are required by their companies at the end of each quarter.

Managers do not always have a way of recording the success of performances after the development of an employee has taken place. In fact, sending employees on development courses is done simply because the requirement is in the performance contract. This contract should in fact be a flexible document, and agreed upon by both parties. Employees should therefore be sent on development courses on a need basis. This will eliminate the unnecessary expenditure of training employees in skills that are not relevant to their work.
Subordinates on the other hand sometimes tend to regard it as the responsibility of management to pursue what has been agreed upon in the performance contract. This contract is between two people (the manager and the worker/employee) and both people should honour the contract; not just the manager.

Performance management systems do not make provision for follow-ups on performance evaluations by senior management. Follow-ups are done only when there is a dispute between the appraiser and the employee. This is problematic. Think of a very good, very productive, and very efficient employee who is rated down because he/she is not the manager’s favourite. Think also of a manager who rates an irresponsible and unproductive employee very highly because the former is not bold enough to stand up to the unruly and arrogant behaviour of the employee. Some form of control and policing is missing here.

Performance appraisals should be linked to the overall management philosophy and culture of the organisation. Because of fast changing organisational behaviour, performance contracts should be designed to accommodate these changes. In most cases, performance appraisal systems fail. The section below discusses some of these systems and the repercussions of their failure.

### 2.6 CRITICAL SUCCESS FACTORS OF PERFORMANCE MANAGEMENT

Performance management is a dynamic process that integrates strategic planning, business planning, budgeting, and an appraisal of the performance of people in terms of a range of factors. Performance management must induce desired human behaviour otherwise it has failed as a system (Joubert & Noah, 2000:16-20).

Effective work behaviour in an organisation is a function of the passion for gratification of individuals and the direction and control that management exerts over individual passions. A system that encroaches too much on the passions and discretion of the individual stifles motivation and creates bureaucracy. A bureaucracy is a condition where people respond mechanically to rules and regulations. It is a system that allows total freedom of behaviour on the one hand but on the other hand induces organisational anarchy with a resultant loss in
effectiveness. The ideal performance management system channels the passions, energies and competencies of people in powerful energy streams to realise predetermined outcomes (Joubert & Noah, 2000:16-20).

The following factors are critical to the sustained success of a performance management system (Joubert & Noah, 2000:16-20):

**Focus** - the core service mission, vision, strategic objectives and values of the organisation must be sound and understood by every employee. The employee’s role in the mission and objectives must be discernable, in other words, every worker must know what she or he must contribute to ensure that the strategic intent is realised. Every job must have a clear mission and set of objectives, targets and measures.

**Balance** - performance must be planned and measured to ensure balanced performance. Focus must be on internal and external results as well as financial and non-financial results. The client portfolio and satisfaction is a key consideration in performance planning and measurement.

**Stretch** - easy goals and targets are sure to close the individual energy taps sooner than intended. It is critical to induce individuals to set demanding objectives and targets that require more than ordinary effort.

**Mobilisation** - people are mobilised through challenges; such as found in objectives, targets and standards. Momentum is sustained by continuously reviewing personal results to be achieved. Using a single set of factors that apply to all induces stagnation and the death of performance management.

**Latitude** - space for self-direction and prioritization in the context of the overall mission of the business is essential, as more value will be realised by the individual.

**Contracting** - individuals must enter into contracts with their supervisors to access resources and compensation.
Motivation - people need a continuous stream of recognition and support to stay inspired and contented with the job.

Measurement - a popular saying based on the business wisdom contained in, "What gets measured gets done," holds true no matter what level or in which job an employee has to perform. The more specific and accurate the targets and measures, the better the value contributions.

Appraisal - it is essential to put a score or value on the achievement of the individual and to be sure that it is contextually ranked and objective. Latest indications are that a four-point scale has the most impact on behaviour and performance results.

Feedback - is the oxygen of excellent performance. Feedback induces behaviour change irrespective of whether it is positive or negative feedback. Embargoes must be placed on personal attacks that hurt the ego or self-concept of individuals - emotional disengagement is guaranteed if not done.

Money - is in the final analysis the tangible proof that the individual's contribution was appreciated. Make sure that incentives for performance are differentiated from basic remuneration. Paying for performance is the hallmark of excellence.

Caring - is the invisible compensation for loyalty and commitment. These factors are critical but neglected in the hurry and compensation structures of business. Caring is shown through birthday cards, flowers, kindness and small gestures towards the family of the employee. A random appraisal of performance management systems currently in use in terms of these criteria, provide decision-makers with food for thought (Joubert & Noah, 2000:16-20).

2.7 REASONS FOR THE FAILURE OF MOST PERFORMANCE MANAGEMENT SYSTEMS

Performance management and development systems in organisations fail because of various reasons. Sometimes there is more than one reason, some so complicated and unrelated that it becomes difficult to understand them.
Departments sometimes propose unrealistic and inappropriate goals and objectives to be achieved by divisions. These divisions are usually not even consulted when the performance appraisal systems are designed. The appraisers are expected to deliver on the performance management system without being trained to do so. Sometimes insufficient training is provided so that appraisers know the procedures although they have no skills to handle difficult employees.

The system itself may not clearly define its objectives and therefore it keeps role players guessing as to what the objectives actually mean to them. In addition, the measurement tools and methods that are used by the system may not be good enough on their own and they then need to be complemented by other methods. Systems that have limitations in terms of involvement and participation discourage role players and will turn them away or cause them to adopt an ‘I-don’t-care’ attitude. “To succeed in the information age we must create systems which change people’s jobs in a way that compels them to behave differently. This requires adopting an integrated approach which optimizes performance at individual, team and business unit levels. This has repercussions for the way in which areas such as measurement, feedback, pay and development are addressed” (Jones, Palmer, Osterweil & Whitehead, 1996:217).

A complete and continuous evaluation of the whole system will help identify the true causes of the system failure. This is unfortunately the most neglected part of appraisal and supervision. There are several risks with which companies are faced if continuous system valuation is ignored (Jones, Palmer, Osterweil & Whitehead, 1996:217).

- employees may not know what is expected of them;
- appropriate action may not be taken to correct poor performance;
- the best qualified and the most deserving employee may not be selected for advancement and rewards;
- valid and reliable measures of performance may not be produced by the system;
- the organisation may not have a defence when personnel decisions are challenged; and
the overall efficiency and productivity of the work force may decline.

2.7.1 Manager’s failure

Some managers do not have time for coaching and listening to subordinates when they have work-related problems. For some companies, organisational policies look good on paper but lack practicality. Employees are encouraged to voice their opinions, but only to fall victim to antagonism if their opinions challenge the managers. There is also a lack of commitment and a lot of resistance from managers who are expected to administer the performance management systems. Their shortcomings range from dislike of criticising subordinates, to lack of skills needed to handle interviews, dislike of the system itself and its appraisal instruments and methods. It is sometimes very difficult to understand managers’ behaviour. Putting one’s interest as a manager above those of the company you represent may lead to legal challenges levelled against the company. Such managers also do not understand the expenditure that the company incurred in recruiting and developing the employees.

2.7.2 Fundamental guidelines to address failures

Incentives and benefits, like paid vacations, insurances, car allowances, etc do not always motivate employees to perform. Job satisfaction, which goes along with these benefits, can be a motivating factor for performance depending on what an individual employee perceives to be fair and equitable (Hellrigel, 1998).

Job-hopping is becoming the order of the day as employees move across their countries’ borders in search of job satisfaction and a place where they and their services will be valued. “A culture of valuing employees matters more than job perks in keeping staff” (Bernet, 2001:3). Excellent benefits are no longer a valid reason for employees to stay in one company or job. “Employees will also look for other returns to justify the time, energy, mental and emotional effort that they devote to their organisation” (Deeprose, 1994:3). As Aycock-Williams (1987:2.2) puts it, people will perform as desired if they are capable of performing as judged by their skills, qualifications, and experience during the selection process.
If employees have well-defined roles and know exactly what is expected of them as per the agreement with the supervisor, they will perform, given the necessary support, tools to perform, receive feedback on how they are performing, and if they receive rewards for performing. In all aspects, feedback will always be the key to improve the performance of employees.

2.7.3 Revisit the design of the system

The design of the performance management system should be integrated and should be revised on a continuous basis to accommodate the changing needs of companies. In fact, the system itself should prompt both the manager and the employee to revisit the design. The opportunity to use different appraisal methods may reduce the potential of conflict between the appraiser and the employee. Christierson (1988) suggests that, depending on the type of work being measured, the “measures of performance should meet the criteria of relevance, reliability, free from discrimination, freedom of bias, and practicality”.

2.7.4 Building trust

Building trust is a joint effort and the success or failure of this depends on the parties involved. Performance evaluation based on racial lines and other discriminatory behaviour is destructive and will be challenged by employees. It is always better to build and maintain this trust for the benefit of the company, at least.

2.7.5 Coaching

Coaching enables managers and employees to achieve what they are meant to achieve. By doing so, they can correct themselves as they go along and be able to evaluate themselves in the end. “It is more than being an accountability partner that supports someone in reaching his or her goals or as a disciplinarian who changes someone’s unwanted actions” (Flaherty, 1999). The benefits of coaching cannot be overemphasised here. Coaching in the workplace gives employees scope to grow, to be self-correcting, and to be long-term excellent performers. It also helps establish a long-term relationship between the employee and his/her supervisor. This relationship may help to create a warm atmosphere free from confrontations in the workplace.
2.7.6 Recognise and reward employees

Deeprose (1994:2) suggests three reasons why organisations should recognise employees. It helps to establish an equity arrangement, to reward employees fairly for their efforts, and to clarify values for which the company will reward workers. Managers deny having control over salaries and always blame the narrow latitude given to them for adjusting salaries. There are nine guidelines for an effective recognition and reward system, namely:

- involve employees in designing the system;
- determine and communicate specific reward criteria (and the requirements for earning each criterion);
- recognise behaviour as well as outcomes;
- individualise rewards – give people what they want;
- say ‘thank you’ often;
- make it your goal to boost workers’ self-esteem and their esteem in the eyes of co-workers;
- develop an atmosphere that fosters intrinsic rewards;
- reward the entire team for team accomplishments; and
- avoid deadly mistakes that cause your record system to backfire.

The Performance Management process

A typical performance management consists of four stages, namely, performance planning, performance coaching, performance reviewing, and rewarding performance. This part of the study describes these main stages that would normally feature in a performance management process.

The stages are:

1. Performance Planning

Performance planning involves the process of identifying reasons for introducing performance management and getting clarity on expected results or outcomes thereof.

Bacal (1999:27) argues that performance planning is the usual starting point for an employee and manager to begin the performance management process. Hartle (1995:65) describes performance planning as the process of identifying
desired performance and gaining employees’ commitment to perform to those expectations. He further emphasises that it is of vital importance because unless individuals know what is expected of them, in the future they will be unable to work effectively to achieve the objectives.

2. Performance Coaching
According to Armstrong, (1994:76) one of the most important concepts of performance management is that it is a continuous process which reflects normal good management practices of direction setting, monitoring and measuring performance and taking action accordingly. Managers and individuals should be ready, willing and able to define and meet development and improvement needs as they arise.


- Giving the necessary support, such as resources;
- A specific time period and length for the coaching session should be set;
- Define and agree on the coaching topic and the specific goals for the session;
- Make individuals aware of how well they are performing through questioning to determine their understanding;
- Listen actively and offer support or acknowledge understanding of the response;
- Controlled delegation – ensuring individuals not only know what their expectations are, but also understand what they need to know and do to complete tasks satisfactorily;
- Using whatever situations may arise as opportunities to promote learning;
- Encourage individuals to look at higher-level problems and how they would embark upon them;
- Agree on a next-step plan, noting what has been agreed to;
3. Performance reviewing
Carrel et al (1992: 254) states that this step is an opportunity for employees to receive performance feedback from their managers. Employees get to learn how they’ve performed and where they need to improve for the next cycle. In general the appraisal interview is perceived as stressful.

Performance review guidelines
According to Macaulay & Cook, (1994) a performance review is more likely to lead to a full exchange of views and clarity of commitment to actions, if you heed the following guidelines:

- Prepare beforehand. Select examples of different kinds of performance - good, average and poor. Think about the most appropriate style for the discussion - telling, joint approach, consultative, largely self-appraisal.
- For major reviews, give plenty of notice - at least a week - to allow the employee time to prepare.
- Confirm understanding of the purpose of the review, which is improvement not blame.
- Ensure a quiet, uninterrupted setting.
- At the review, start in a positive, receptive manner. Agree on the agenda.
- Listen carefully and summarize regularly, checking joint understanding.
- When you criticize, describe what you observe and its effect. Be specific, not general. Follow the same principles for praise.
- Do not hold a defensive post-mortem - look forward to what you can do to make things better in the future. Cover all aspects of performance - good, bad and average, and definitely do not dwell on problems alone.
- At the end, summarize each key point. Check understanding and commitment.
- End on a positive note.
- Do what you have agreed to do by way of follow-up action.

4. Rewarding performance
Rewarding performance is the element of the Performance Management Process that seeks to give employees some kind of return for achieving their targets. Increasingly, companies are looking for ways to include employee pay as an
element in the strategic planning process. Pay should probably be a cornerstone of strategy if management is committed to using pay as an incentive and a reward for desired levels and directions of performance (Sears, 1987:198).

2.8 CONCLUSION
In conclusion, the theoretical framework for the implementation of performance management has been provided. The most important thing to highlight at this stage is the cyclical nature of performance management. Furthermore, this chapter provided the reader with policy guidelines and key principles for the establishment of a successful performance management programme. Fundamental success factors to the sustained success of a performance management system are also provided.
CHAPTER 3

LITERATURE REVIEW

3.1. BACKGROUND

This section discusses performance management and performance appraisal in the public sector. South Africa’s public service sector has a legacy of poor performance management practice. A key problem was that at policy level, a uniform set of rules and forms for staff at different levels existed. In addition, these procedures failed to link the assessment process and the strategic objectives of the relevant department, and did not take into account that the context of departments differed (DPSA, 2001).

The foundation for a new performance management system in the public sector is found in the Constitution of the Republic of South Africa Act, No. 108 of 1996. The Constitution entitles people to a basic set of services and expects the bureaucracy to treat people with dignity and respect. In this regard, a reformed civil service, that places emphasis on service delivery and accountability, remains a critical instrument to improve the quality of the lives of all South Africans (Labour Bulletin, 2003). While considerable legislation provides the authorisation and general contents of public sector performance management systems, only a few will be highlighted:

- The Employment Equity Act, No. 55 of 1998 (Chapter 2, Section 5) stipulates, “every employer must take steps to promote equal opportunity in the workplace by eliminating unfair discrimination in any employment policy or practice”. To this end, literature suggests that in order to ensure fairness and compliance with labour legislation, an organisation should apply a structured approach to how it manages the performance of staff (HR Future, 2002).


The Public Service Regulations, 2001 (Chapter 1, Part viii) serves as the primary guide to the public sector in developing and implementing its departmental
performance management systems. However, these Regulations contain only minimum guidelines, stipulating that performance management should be implemented in a consultative, supportive and non-discriminatory manner, in order to enhance organisational efficiency and effectiveness, accountability and the achievement of results. The focus of performance management should be developmental. Different performance assessment instruments for different occupational categories may be used. Two important regulatory requirements are that prior to implementing a performance management system, an executing authority should:

- pilot the system on groups of employees in all occupational categories sufficiently to enable reasonable validity; and
- consult with employee organisations in the department.

Departments have discretion in deciding on a performance management and development system for employees who are not members of the senior management system. Depending on a department’s budget and the medium-term expenditure framework (MTEF), a head of department may establish a financial incentive scheme for employees (Minutes of Briefing to Public Service and Administration Portfolio Committee, 2002).

3.2. INTRODUCING A NEW PERFORMANCE MANAGEMENT SYSTEM TO THE PUBLIC SECTOR

The development and implementation of a new performance management system in the public sector had a rocky start. A major issue that confronted the implementation of a performance management system in the public sector was the impact of PSCBC Resolution 3 of 1999 on the development of departmental financial incentive schemes, and on notch increases and merits awards. This Resolution stipulated that the status quo would continue with regard to performance and merit, until the Department of Labour and government negotiate a new agreement. In addition, PSCBC Resolution 7 of 2002 stipulated that the leg and rank promotion system will remain in place until 1st July 2001 or earlier, should a new pay progression system be agreed upon. Both collective bargaining agreements impeded the development of departmental performance management
A contradiction existed in as far as the Regulations vested authority in each executing authority to adopt and implement a new performance management system, while integral elements of the system relating to benefits and awards were subject to collective agreement (Minutes of Briefing to Public Service and Administration Portfolio Committee, 2002).

3.3. A NEW APPROACH TO PERFORMANCE MANAGEMENT

The current public service performance management framework retained many of the positive elements of the previous performance management framework. At the same time, a number of new elements have been added, to assist in managing performance more effectively. The differences and similarities between the new and old framework, are illustrated in the figure below.

<table>
<thead>
<tr>
<th>Old Policy Framework</th>
<th>New policy Framework</th>
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<tbody>
<tr>
<td><strong>Similarities</strong></td>
<td></td>
</tr>
<tr>
<td>Provided for performance agreements.</td>
<td>Continues to provide for performance agreements.</td>
</tr>
<tr>
<td>Provided for the payment of cash bonuses to high achievers.</td>
<td>Also provides for the payment of cash bonuses, but within a clearer policy framework and within set parameters.</td>
</tr>
<tr>
<td>Emphasised outputs as opposed to personality traits or processes.</td>
<td>Continues to focus on measurable outputs, but balances this with good management practice in the form of core management criteria.</td>
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<tr>
<td><strong>Differences</strong></td>
<td></td>
</tr>
<tr>
<td>Not development-orientated.</td>
<td>Includes a development orientation by focusing on management/leadership competencies and by allowing for personal development plans.</td>
</tr>
<tr>
<td>No guidance on the linkages between organisational planning processes and individual performance management.</td>
<td>Linkages are clearly indicated.</td>
</tr>
<tr>
<td>Lack of clarity on formats to be used for performance agreements and assessment instruments.</td>
<td>Key elements of performance agreements and assessment instruments clearly highlighted and examples of formats to be used provided.</td>
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<tr>
<td>No standardised rating scale.</td>
<td>Standardised rating scale.</td>
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<tr>
<td>No indication up-front of maximum percentages and amounts to be spent on performance bonuses.</td>
<td>Parameters of monetary rewards clearly spelt out.</td>
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<td>No provision for pay progression.</td>
<td>Pay progression provided for.</td>
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<tr>
<td>No common assessment cycle.</td>
<td>Clarity on assessment cycle, which is linked to the financial year.</td>
</tr>
<tr>
<td>Cost-of-living increases linked to satisfactory performance.</td>
<td>Cost-of-living increases de-linked from performance, while clear linkages are provided between appraisal results and consequences, such as monetary rewards as well as the initiation of incapacity procedures.</td>
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</tbody>
</table>

Figure 3.1: Comparison between old and new performance management framework

Source: Parliamentary Monitoring Group, 2002

This chapter describes the process and requirements of performance management and development for members of the Senior Management Service (SMS) of the Western Cape Provincial Administration (WCPA). It is issued to
augment the Staff Performance Management System (PMDS) with regard to the SMS and can thus be seen as an operational manual. It further encapsulates all mandatory requirements issued as a directive by the Minister of Public Service and Administration (MPSA) in terms of Part III, B3 of Chapter 4 of the Public Service Regulations, 2001 (PSR).

The Minister of Public Service and Administration issued directives in terms of Public Service Regulations 2001, Chapter 4, Part III, on a Performance Management and Development System (PMDS) for Senior Managers (salary level 13 to 16). The Performance Management and Development System that will be included as a new chapter in the SMS Handbook came into effect on 1 April 2002.

3.4. OBJECTIVES OF PERFORMANCE MANAGEMENT

The objectives of performance management are to:

- establish a performance culture in the public service;
- make it clear to each employee what is expected of him/her;
- promote contact and interaction about performance between employees and their supervisors;
- identify, manage and meet employees’ training needs where possible;
- evaluate performance fairly and objectively; and
- ensure a continuous cycle of planning, coaching and feedback.

3.5 KEY PRINCIPLES IN IMPLEMENTING THE PERFORMANCE MANAGEMENT AND DEVELOPMENT SYSTEM.

- The Performance Management and Development System (PMDS) needs to operate within a framework where strategic organisational goals are translated into action through the business planning process and related individual and team objectives.
- The PMDS builds on the values associated with good public service, while recognising the need for and benefits to be achieved from the pursuit of continuous improvement in performance.
• The PMDS should apply to all employees – at every level in each department and office. Implementation should start at top management level.

• The approach to implementation should respect departmental/office-specific considerations, e.g. in emphasising particular core skills and knowledge and other competencies that are essential in achieving excellent performance in the department/office.

• The PMDS should be implemented in an open and transparent manner and within a culture of partnership and involvement of all levels in the department/office. It will be important for a participative style of management to be created throughout the cycle (4 quarters).

• Effective systems of feedback should be developed as part of the implementation of the Performance Management and Development System, in order to assess and improve performance at all levels.

• A positive and proactive approach to employee development means that the role of training and development for all staff is one of the keys to ensuring effective implementation of the PMDS.

• Each member of staff should be given the necessary training in the PMDS as a prelude to its application to his/her post. Each member of staff should be introduced to the documentation in the context of a training programme on the system.

• From a practical viewpoint, employees in each department/office need to engage in a learning process with the PMDS over a period of time. In the first instance, the approach taken should be straightforward and practical.

• The implementation process needs to be fully supported locally and centrally in the context of an implementation plan drawn up in each department/office, with resources made available to support implementation.

• The entire implementation process needs to be evaluated and the lessons applied to on-going refinement of the PMDS and the wider debate about future structures and reward aspects.
3.6 CENTRAL ELEMENTS OF IMPLEMENTING THE PERFORMANCE MANAGEMENT AND DEVELOPMENT SYSTEM

Successful implementation of the Performance Management and Development System requires that an integrated programme of action be designed to lock together important elements, both in the short and longer term. The following sets out this programme in more detail.

· Setting the overall context for performance management
The objective is to contribute to continuous improvement in performance across the public service. The continuous improvement in performance flows from more effective delivery of day-to-day services as an integral part of the achievement of the goals set in strategy statements and the business plans now in place. Responsibility will be clearly assigned to secretaries-general and management committees to undertake the necessary thinking and planning to ensure implementation. It will be important to put in place, through the Partnership Committees, structures to allow for maximum involvement of employees in implementing the process. Performance will be set for individuals and teams with realistic measures of progress to be designed, quantitatively and/or qualitatively, as an integral part of the system. The Performance Management and Development System will emphasise collective/team performance as well as individual performance. The Performance Management and Development System will address the personal and career development needs of the individual to achieve more effective performance. The Performance Management and Development System will operate within the developing equality and family-friendly policies and the code of practice for the employment of people with disabilities in the public service.

· Roles, contribution and value added
Roles will be identified across departments and offices to express their specific contribution to achieving the organisational goals and objectives. The identification of roles will also show how roles should change and evolve to support sustained high performance.
· **Competencies approach**

A "competencies approach" will be central to the new system, emphasising that, in addition to identifying the knowledge and skills that are required for particular roles, the behaviours (i.e. the way in which employees perform their roles/jobs) required to deliver enhanced performance as the role evolves.

The term competencies describes the knowledge, skills, behaviours and attributes required to accomplish a task successfully. Examples of competent behaviours include networking/influencing, customer service, managing and developing people.

The identification of competencies required should, therefore, take into account the future development of the role and should focus on why and how particular competencies contribute to improved performance (it may be that a process of identifying excellent performers and then identifying their specific behaviours has a useful part to play in making sure competencies and performance are clearly related). Core competencies need to be developed to underpin public service values and the values of the organisation, including those which are role-specific. These need to be emphasised as the basis for sustained high performance.

At the same time the competencies approach will contribute significantly to personal development by allowing the individual to understand clearly what is required in order to perform effectively in a particular role as it evolves and to acquire the tools to do it. Since the competencies identified will then either be present or will have to be acquired, the next step in implementing performance management and development is to put in place a training and development strategy to assist individuals and teams in strengthening or acquiring those competencies.

· **Integrating Performance Management into wider Human resources management Systems**

The introduction of the Performance Management and Development System is part of an overall human resources management (HRM) strategy based on the devolution of authority and responsibility for staff to line managers. This requires that the process of re-orientating the role of HRM units to provide a more strategic
input to the management of individual organisations and to support better line
management be initiated. This will include ensuring that suitable people are
assigned and skilled up to provide such input. Performance, and the competencies
and training to underpin improved performance, are integrated into human
resources management systems. This implies that policies on recruitment,
promotion, roles in the organisation, performance evaluation, training itself and
rewards should all be based on a consistent approach to human resources
management supported by a performance and competency approach. It will be
essential for such systems to be effective and to command general acceptance
and the support of all staff.

3.7 CONCLUSION
Chapter 3 provided the reader with the reviews of the relevant literature within the
context of the study objectives. Performance evaluations are becoming an integral
part of any organisation. It is important to be able to give feedback on a team and
individual’s performance and the success of a performance management
programme resides with both management and employees. Management needs to
be committed to the programme, and the well-being of their employees.
Management also needs to be able to eliminate problems that negatively influence
performance. On the other hand, employees need to realise that a performance
management programme is not only linked to pay, but also the development of
each individual, and the improvement of performance. Furthermore Performance Management and Development can be seen as a process for establishing a shared understanding about what is to be achieved, and how it is to be achieved, and an approach to managing and developing people that increases the probability of achieving success. This chapter also identifies the steps to be taken to ensure the effective implementation of the Performance Management & Development System. Experience shows that in the past, performance management (appraisal) had been supported largely by means of training, without sufficient attention being given to the wider management and organisational issues that need to be addressed.
CHAPTER 4

QUALITATIVE VS QUANTITATIVE RESEARCH APPROACH

4.1. RESEARCH PROCEDURE

In Chapter 2, a theoretical framework of the performance system and development system was described. Research, according to Welman & Kruger (1999:2), refers to the process in which scientific methods are used to expand knowledge in a particular field of study.

Research is defined in the dictionary (Tulloch, 1993: 1306) as “the systematic investigation into and study of materials, sources, etc., in order to establish facts and reach new conclusions”. Leedy and Ormrod (2001: 2) also define research as “a systematic process of collecting, analysing, and interpreting information (data) in order to increase our understanding of the phenomenon about which we are interested or concerned”.

Leedy and Ormrod (2001: 94) state that research studies can be divided into two broad categories: quantitative and qualitative research.

*Quantitative research* is used to answer questions about relationships among measured variables with the purpose of explaining, predicting and controlling phenomena. This approach is sometime called the traditional, experimental or positivist approach.

*Qualitative research* is typically used to answer questions about the complex nature of phenomena, often with the purpose of describing and understanding the phenomena from the participants’ point of view. The qualitative approach is also referred to as the interpretive, constructivist or post positivist approach.

In this chapter the empirical study designed to address the research question will be outlined. Qualitative and quantitative research methodologies will be discussed first, followed by a description of the research design, data collection method and data analysis process.
4.2 QUALITATIVE RESEARCH METHODOLOGIES

Qualitative research: An exploratory study (to explore an unknown sector, identify the main dimensions of a problem, draw assumptions, understand motivations) or operational study based on in-depth analysis of interviewee responses (in a group or individually), typically in what's known as "focus groups." It most often deals with a restricted sample of individuals that does not necessarily need to be representative. It may be the preliminary phase of a quantitative study or stand alone research. (www.ipsos.com/how/Glossary.aspx, 2005)

Qualitative research studies typically serve one or more of the following purposes:

*Description:* They can reveal the nature of certain situations, settings, processes, relationship, systems or people;

*Interpretation:* They enable the researcher to (a) gain new insights into a particular phenomenon, (b) develop new concepts or theoretical perspectives about the phenomenon and (c) discover the problems that exist within the phenomenon;

*Verification:* they allow the researcher to test the validity of certain assumptions, claims, theories or generalisations within real-world contexts;

*Evaluation:* They provide a means by which a researcher can judge the effectiveness of particular policies, practices, or innovations. (Leedy and Ormrod, 2001: 134 – 135) state that there are five common qualitative research designs: case studies, ethnography, phenomenological study, grounded theory study and content analysis.

4.3 QUANTITATIVE RESEARCH METHODOLOGIES

A study that aims to quantify attitudes or behaviour patterns, measure variables on which they hinge, compare and point out correlations. It is most often conducted by means of a survey on a sample that must be representative so that the results can be extrapolated to the entire population studied. It requires the development of standardised and codifiable measurement instruments (structured questionnaires). (www.ipsos.com/how/Glossary.aspx, 2005)
Quantitative research falls into two categories: surveys and experiments. Both types of quantitative research employ scientific methods to draw their conclusions. Survey research uses scientific sampling and questionnaire design to measure characteristics of the population with statistical precision. It seeks to provide answers to such questions as "How many people feel a certain way?" and "How often do they behave in a certain way?" Survey research enables management to make comparisons between groups.

Leedy & Ormrod (2001:3) define research as the systematic process of collecting and analysing information (data) in order to increase our understanding of the phenomenon with which we are concerned or interested. With this in mind, the research design for this study was broken down into a main problem, with three sub-problems. The main problem is: What pressure does the current performance management system have as a facilitation tool in aiding or assisting management to achieve individual and departmental goals in the Department of the Premier?

According to Leedy (1997:172-229), depending on the research objective, a specific research methodology can be selected from various methodologies available:

- **The experimental method**
  This method attempts to account for the influences that condition a specific situation.

- **The historical method**
  This method can be applied to data that is in a literary form or documentary by nature, and is concerned with the retrieval and analysis thereof.

- **The descriptive survey method**
  This method is also called the normative survey method, and concentrates on data that is derived from observational situations. The descriptive survey measures the characteristics of a sample at a specific point in time, and describes these observations in words.

- **The analytical survey method**
  This method is appropriate for analysing quantitative data that needs statistical measures to extract meaning.
Applicable survey method

The researcher has chosen the descriptive survey method, as the desired tool to conduct the research. According to Leedy, (1997:190) the descriptive method implies the assumption that what is observed at any one time is normal and, should the same conditions be present in the future, it could be observed again and outlines the following characteristics of the descriptive survey method:

- The method deals with a situation which demands the technique of observation as the principle means of collecting data;
- In order to ensure discreteness, the population for the study should be chosen carefully, be clearly defined, and specifically delimited;
- Attention should be given to safeguard the data collected from the influence of bias; and
- The data gathered needs to be organised and presented systematically, in order to produce valid and accurate conclusions.

The discussion that follows will lead the reader to an understanding of the use and applicability of the descriptive survey method in this research.

According to Struwig & Stead (2001:118) if a population has certain characteristics that are completely homogeneous (the same), a sample of one would be adequate to measure those particular attributes. If a sample is chosen according to sound scientific guidelines, and if that sample is truly representative of the population, the findings from the sample can be safely generalised to the entire population (Struwig & Stead, 2001:109). In the light of these facts, a sample of the population was used to collect the data for this research study.

The questionnaire, which was used to collect data pertaining to this study, is the Performance Management Questionnaire, and this is attached as Annexure B.

The main objective of the questionnaire was to assist the Department of the Premier in an in-depth and comprehensive understanding of the performance management issues that needed to be addressed.
The attached questionnaire was submitted to all senior managers, requesting their assistance regarding the time frames with regard to the return of the completed questionnaires.

### 4.4. ANALYSIS OF RESPONSES

One hundred and fifty (150) questionnaires were sent out, of which 104 respondents returned completed questionnaires. This constituted a 69.33% response rate. The questionnaires were handed out to all the departments through the heads of departments, who then distributed the questionnaires to relevant employees.

**Response analysis**

A list of all the employees who were trained in performance management and who had been through at least one performance review was obtained and a questionnaire was sent to these employees. These employees consisted of junior supervisors to top management on all job levels (job level 16 to level 1).

The biographical breakdown of the participants is indicated below:

**Age (2)**

![Histogram](Spreadsheet1 75v*104c)

- 20-30: 21%
- 31-40: 34%
- 41-50: 33%
- 51-60+: 12%

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Gender

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Race

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Function (7)

Histogram (Spreadsheet1 75v*104c)

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</tr>
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<td>Technicians etc</td>
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</tr>
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<td>5, 6%</td>
</tr>
<tr>
<td>Service etc</td>
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</tr>
<tr>
<td>Craft etc</td>
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<tr>
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<tr>
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<td>Elementary Occupations</td>
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Experience (8)

Histogram (Spreadsheet1 75v*104c)

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<td>5 - 10 years</td>
<td>25, 27%</td>
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<tr>
<td>10 - 15 years</td>
<td>14, 15%</td>
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<tr>
<td>More than 15 years</td>
<td>15, 16%</td>
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</table>
Number of employees in department (9)

Histogram (Spreadsheet1 75v*104c)

- None: 2, 2%
- 1 - 100: 8, 8%
- 101 - 500: 18, 19%
- 501 - 1,000: 47, 48%
- 1,001 - 2,500: 7, 7%
- 2,501 - 5,000: 5, 5%
- 5,000 - 10,000: 6, 6%
- Over 10,000: 4, 4%

Number of employees in report (10)

Histogram (Spreadsheet1 75v*104c)

- None: 45, 45%
- One to five employees: 35, 35%
- Five to ten: 12, 12%
- Ten to fifteen: 4, 4%
- Fifteen to twenty: 0, 0%
- More than twenty employees: 5, 5%
The questionnaire requested participants to provide information on each of the following variables:

- age;
- gender;
- position/job level;
- function/field;
- length of management experience;
- number of employees reporting; and
- service with the provincial government.

Analysis of the above variables indicated that the largest proportion of participants appeared in the age 31 plus years, who are predominantly females falling under junior management and have 1-5 years of managerial experience. The results of the questionnaire are attached as Annexure C.

A summary of the study’s research findings has been organised and presented in tabular form in the same order and numbering as the questionnaire, The method used to calculate the statistics was a computer spreadsheet application called...
Microsoft Office Excel 2003, running on the Windows XP suite of computer packages. The results of the questionnaire are attached as Annexure C.

4.5 OVERALL SUMMARY
Feedback has become an issue and its effectiveness is not clear. In addition, managers are not always willing to provide continuous and honest feedback. The questions in the questionnaire have been classified into fundamental factors, namely:

- performance planning;
- performance feedback;
- performance standard; and
- performance improvement and relationships.

4.6 CONCLUSION
This chapter has attempted to provide the reader with an overview of the methodology that was used to conduct the research. During the discussion on the methodology, special attention was given to the development and administration of the questionnaire and the selection of the sample. An analysis of the biographical information (Section A of the questionnaire) was provided by means of explanatory tables and charts.
CHAPTER 5

AN EVALUATION OF PERFORMANCE MANAGEMENT

5.1. INTRODUCTION
This chapter presents an evaluation of performance management within the Department of the Premier.

Why should one do a performance evaluation? Is it at all necessary for the employees to do a performance appraisal? Will it be applicable to the organisation? It is going to take too much time; and we do not have such a commodity.

5.2. PURPOSES OF PERFORMANCE EVALUATION
There are several reasons for having a performance evaluation. One reason is that such evaluation supplies management with useful information to make human resource decisions. People all differ and thus it is essential for making proper decisions to have all the necessary facts.

Performance evaluation also gives management information regarding promotions, transfers and in the worst-case, termination but also the all important salary review. Performance evaluation helps to recognise potential opportunities for growth with training and education and it is a helpful method to give feedback to individuals or teams on their progress or regression during the period under review. This is very important because a high-achieving individual will want this type of feedback on his or her performance. Feedback of this nature will most probably motivate the person. It is also a useful tool for creating a participatory culture in an organisation. If it is known how each person is performing and what his/her perceptions are, it should be possible to develop strategies to develop an environment in which all can feel comfortable.
5.3. PERFORMANCE EVALUATION AND MOTIVATION

In an informal study done by Robbin (1998) he asked his students whether they would study differently or exert different levels of effort for a college course degree on a pass-fail basis than for one where letter grades from A to F would be used? According to his study, students preferred the letter grades. This also illustrates how performance evaluation systems can influence employees' behaviour.

The same can be said for the work environment. If one tests performance only as a set of minimum values, workers will only work to such an extent as to achieve minimum levels. If, however, you couple some degree of compensation (i.e. money) to a certain job level, you would find that workers would exceed the requirements in search of the extra compensation.

The above can be related to the motivation of workers. When the effort a worker exerts leads to favourable performance, evaluation in turn relates to a reward that the worker can value. In that case, the result will be a highly motivated worker.

The expectancy theory of Victor Vroom (Robbins 1998) demonstrates this very well. The theory looks at three relationships. The first is the effort-performance relationship, the second is the performance-reward relationship and the third is the rewards-personal goal relationship. What it basically says is that a individual in an organisation will be motivated to exert a higher level of effort if he/she believes that this will give him/her a good performance evaluation, that the evaluation will lead to a good reward, i.e. promotion or salary increase and that the reward will satisfy the individual’s personal goals.

5.4. EVALUATION CRITERIA

There are three criteria, which are most often used during performance evaluation. These are individual task outcomes, behaviour and traits.

As regards individual task outcome, one physically looks at the outcome of an individual or team job. For instance, a sales person could be evaluated on how much new business he/she brought in terms of revenue to the company. A team may be evaluated on their effectiveness in finishing a project.
Employees should keep in mind that jobs differ and that people see certain jobs as more interesting and more challenging than others. This could be related to the motivation-hygiene theory of Frederick Herzberg (Robbins 1998). According to this theory, a person's relation to his/her work is basic and the task outcome of his/her job could be related to his/her attitude. Hygiene factors, such as company policy, supervision and salary, may have a negative effect on the individual outcome. The same factors could also negatively influence the performance evaluation.

A factor that emerged from McClelland's theory of needs (Robbins 1998) is that an individual with a high need to achieve seeks a job with some personal responsibility, feedback and moderate risk. If this is given to an individual, the result should be someone that achieves well and thus will have a positive performance feedback.

Behaviours - looks more at the individual's behaviour. It is normally used when there is difficulty in using a task outcome evaluation. One would look at things like promptness, being in time for work, behaviour towards subordinates or colleagues, etc.

Individual behaviour is normally affected by someone's attitude. For this, though one has to keep in mind the following: the more specific the attitude that is measured, the easier it is to identify a related behaviour. The evaluator should thus be specific in what needs to be measured during a performance evaluation.

Traits - is the weakest criterion to look at and should only be used if nothing else is possible. It is a very difficult criterion to pinpoint and it is open to a lot of misperception on the evaluator's behalf.

5.5. WHO SHOULD DO THE EVALUATIONS?

Most of the companies consulted still use the immediate supervisor method. This method involves the worker's supervisor doing the performance evaluation. There are however some problems with this. The evaluator might not be qualified to do such an evaluation. He/she might also feel some bias towards certain individuals.
The evaluation would thus represent his/her perceptions regarding the individual being evaluated. There are however some other alternatives to people who can do the evaluation. These are peers and immediate subordinates, and one could even do a self-evaluation.

There is, however, a more comprehensive approach to performance evaluation for teams and individuals.

5.6. DEVELOPING A SYSTEM FOR THE ORGANISATION

To evaluate the performance and competencies of individuals in the organisation and to ascertain where future development is necessary, The author examines five key areas, namely:

- job description/competencies;
- performance evaluation;
- performance progressive review;
- career development; and
- salary review.

5.7. JOB DESCRIPTION/COMPETENCIES

For each existing and future position a job description will have to be done. The job description/competencies form should contain information reflecting on the performance areas and tasks expected from the employee. The form should contain all the relevant detail pertaining to the job.

For the descriptive section, one should include items such as:

- purpose of this job, i.e. to meet sales targets, to manage employees, etc;
- general description: what you will be doing;
- key performance areas: items such as managing employees, effective marketing of products or services, etc; and
- the main tasks: planning, leading, controlling, organising.
The core competencies of the organisation are those qualities that distinguish an organisation’s products or services from those of its competitors and those which establish values in the minds of its customers.

To enable the organisation to evaluate the core behavioural competencies of an individual, it would have to match such competencies with the values of the organisation. This was, for instance, done by McDonnell-Douglas (Edwards & Ewen, 1996).

A competency evaluation sheet can be predetermined before a job interview. One could thus evaluate someone on the critical competencies needed to do the job at hand. Obviously, each job in the organisation is different and thus the competency statement of each will differ. What is however important is that one should align these statements with the values of the organisation.

**5.8. PERFORMANCE EVALUATION**

Performance evaluation should contain items on the behaviour, task outcomes and traits of the worker or group of workers. It is important to evaluate all of these items.

The job description of an individual should contain the necessary task outcomes he/she should obtain. The competency statement therefore has to contain the behaviours and traits that need to be evaluated.

It provides a systematic approach for analysing the work of the team and measurement methods that could handle the wide variety of work teams undertake. It starts at reviewing the existing organisational measures, and then goes on to measuring methods for the team and individual performances. It also helps to set standards for the team and individual and ends with how to track the performance. This team evaluation system also relies on a feedback system. This is important because one would want the team and individual to see his or her performance.
From the article by Longenecker and Ludwig (1990), a number of ethical dilemmas were identified that could arise in a performance evaluation. The article concluded that an organisation could morally justify the use of performance appraisals in spite of the fact that it involves judging another human being using a rather subjective process. In an article by Banner and Cooke (1984), these authors list a number of specific ethical dilemmas that arise in the appraisal process:

- the problematic use of trait-orientated and subjective evaluation criteria;
- problems in the writing of the performance standards and measurement indicators;
- the use of different performance appraisal systems within the same organisation;
- the way the results of the performance appraisal will be used; and
- the person who will determine the objective standards to measure performance.

These ethical dilemmas can be avoided or at least minimised by the use of a 360° performance evaluation system. Rather than having only a person's immediate superior give an evaluation, one will use four or more people to give a more accurate evaluation of the individual. This will ensure that the perceived view is not that of the individual from only one perspective.

### 5.9. PERFORMANCE PROGRESS REVIEW

This should be done after the performance evaluation. This section deals with where one would identify the development gaps of an individual. It is important to ensure what needs to develop, whether it be competencies or skills.

**Performance progress needs** to be established during a one-on-one session in order to discuss any problems the individual has with the performance evaluation. The evaluator should also discuss the activity that is necessary to develop the required skill or competency. This should be done through training or education.

It is also important that both the evaluated and evaluator should agree on an outcome. One could put dates to this or specify certain criteria. It is however important that there should be feedback on such activities. Such activities should ultimately increase the individual's competencies and skills.
5.10. CAREER DEVELOPMENT

Career development does not have a lot to do with the performance evaluation but does have a role to play. It is important to allow an individual the opportunity to excel in different business opportunities inside the organisation. This may be linked to the performance planning and progress discussion between the individual and his superior.

There are various possibilities for career opportunities. In the career-planning sheet of CBC (1999), they state an option of moving an individual to a new job function that requires a broader range of skills, knowledge and expertise. These measures, agreed upon by the individual, should be evaluated on a continual basis to see whether there has been an improvement.

Opening opportunities for an individual to grow and for self-development will have as a result a high achiever. This, in turn, will have a positive effect on the organisation, as high achievers prefer jobs that offer personal responsibility, feedback and moderate risks. This is stated by McClelland’s theory of needs in Robbin (1998).

5.11. SALARY REVIEW

Finally, it is important to use performance evaluation as a step towards a salary increase. It should however not be the only criterion used when doing a salary review. Other criteria, such as the company’s financial performance and budgetary constraints, should also be taken into account.

It is however important to reward those individuals who have exceeded the expectations of the organisation. Financial rewards are always important to the individual. This should also motivate the individual to reach higher and perform at a different level than what is customary for that person.

5.12. SETTING OBJECTIVES FOR PERFORMANCE MANAGEMENT

The setting of objectives is an essential part of the Performance Management and Development process. To get the maximum benefit from this process, SMART
objectives can help to ensure that individuals and teams focus on the critical factors for success by ensuring that objectives are clear, that they provide stimulation and challenge and that they encourage more objective assessment of performance.

SMART objectives comprise objectives that are:

- **SPECIFIC** Written in explicit terms, defining the output. There should be no doubt about what is to be achieved by the individual/team.

- **MEASURABLE** Individuals will need to know, not only what they are going to be accountable for, but also how performance will be measured. Objectives will obviously vary between individuals and, therefore a variety of types of measures will be necessary. The most common types are:
  - quality
  - quantity
  - time
  - cost

- **ACHIEVABLE** Objectives should be challenging and motivating rather than easy to achieve but they should also be reasonable. Objectives should represent a degree of elasticity in terms of resources, personal challenge and authority.

- **RELEVANT** Objectives should be defined in such a way that they will drive those actions and produce results that are part of the strategic direction of the team, division and department. Objectives should therefore be set out in the department’s business plan and strategy statement.

- **TIMEBOUND** SMART objectives should have specific timescales and target dates. Key dates are important to ensure that activities are structured effectively and that deadlines are met.
5.13. THE PLANNING, CHECKING-IN, AND ASSESSMENT CYCLE

- To begin the planning process, the manager and his/her employee should review overall expectations, which include collaborating on the development of performance objectives. Individual development goals are also updated. Management then develops a performance plan that directs the employee’s efforts toward achieving specific results to support organisational excellence and employee success.

- Goals and objectives are discussed throughout the year, during check-in meetings. This provides a framework to ensure that employees achieve results through coaching and mutual feedback.

- At the end of the performance period, management assesses employees’ performance against expected objectives, as well as the means used and behaviours demonstrated in achieving those objectives. Together, management and the employees then establish new objectives for the next performance assessment.
5.14. MANAGEMENT PERFORMANCE EVALUATION AND DEVELOPMENT FORM

1. The manager and supervisor together review the performance elements and other targeted performance expectations that were established for and during the performance period under review. These performance expectations should have included particular behaviours, special assignments, specific goals or results, special training, etc, that would have ensured that expectations were valid for feedback purposes.
2. Each manager should write a brief one-page narrative summarising his/her accomplishments. This narrative should be submitted to the manager’s supervisor before the supervisor prepares his/her draft evaluation.

3. The supervisor drafts Parts I through III of the form. These comments should be based on observed performance in relation to the manager’s duties and responsibilities, performance expectations and relevant performance elements. Special attention should be given to linking the manager’s job and performance expectations to the organisation’s goals, values, objectives, and quality improvement efforts.

4. Only the manager completes Part IV of the form. This is the manager’s opportunity to give feedback to the supervisor as to what other support he/she feels is needed to foster effectiveness.

5. The supervisor will meet with his/her manager (reviewing officer) to discuss the tentative evaluation of the manager before meeting with the manager.

6. The manager and supervisor meet to review Parts I through III of the form. The goal is to have an open and constructive discussion that would lead to a clear understanding of the manager’s past performance as well as future expectations and development objectives. The manager is encouraged to share his/her response to Part IV of the form during the feedback session.

7. If the need arises, the reviewer (typically the second line supervisor) should function as a mediator upon the request of either the supervisor or the manager.

8. Following the feedback session, the supervisor prepares the final form, provides the performance rating and shares it with the manager. Performance, for employees on all levels, is divided into five levels in terms of which certain broad actions/recognitions could be considered:
   - *Unacceptable* (1): Has failed to meet agreed standards, demonstrated an unsatisfactory level of performance and is not gainfully employed.
Recourses had been explored, but there is no reasonable expectation that any further interventions will improve the situation. The procedures as laid down in the Incapacity Code and Procedures for the Public Service (PSCBC Resolution No 10 of 1999) are to be followed.

- **Borderline (2):** Has failed to meet agreed standards and demonstrated a level of performance that is regarded as on the borderline of unacceptable and acceptable. The employee may still be on a learning curve, and may have the potential to perform on at least an acceptable level. The employee does not adequately respond to training, coaching and managerial guidance. The supervisor, in consultation with her/his manager and with human resources, should develop a performance improvement programme (that could include counselling, the attendance of related courses by the employee and mentorship). A new performance agreement/plan needs to be developed. Alternative placement is a possible further remedy.

- **Acceptable (3):** Has met agreed standards and demonstrated an acceptable level of performance (qualitatively and quantitatively). Ongoing support, guidance and mentorship are needed to enable the employee to develop fully and to perform optimally.

- **Commendable (4):** Has in some cases exceeded standards and demonstrated more than an acceptable level of performance (qualitatively and quantitatively), i.e. met the requirements that warrant pay.

- **Outstanding (5):** Consistently exceeded standards and consistently demonstrated an exceptional high level of performance (qualitatively and quantitatively). If the manager has not shared his/her response to Part IV of the form with the supervisor, it should now be included on the form.

9. The supervisor signs the form, gives it to the manager to sign, then gives the form to the reviewer along with the manager’s narrative. The manager’s signature indicates that the process has been followed appropriately. It is not the reviewer’s role to make changes or comments relative to the manager’s performance. The supervisor ensures that the manager receives a copy, and the original is placed in the manager’s personnel file.
The following performance elements should be considered, where applicable, in assessing employee performance (Part I) and determining future performance expectations and development needs (Parts II and III). Other performance elements may be added as needed.

<table>
<thead>
<tr>
<th>WORK PROCESSES AND RESULTS</th>
<th>LEADERSHIP</th>
<th>PROGRAMME/PROJECT MANAGEMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Provides services that consistently meet or exceed the needs and expectations of customers</td>
<td>• Coaches and mentors, inspires and motivates</td>
<td>• Monitors and verifies ongoing cost-effectiveness</td>
</tr>
<tr>
<td>• Uses customer satisfaction as a key measure of quality</td>
<td>• Delegates’ responsibility with associated authority</td>
<td>• Ensures that quality and quantity standards are met</td>
</tr>
<tr>
<td>• Uses appropriate problem-solving methods to improve processes</td>
<td>• Demonstrates self-confidence</td>
<td>• Responds effectively to unforeseen problems</td>
</tr>
<tr>
<td>• Collects and evaluates relevant information to make decisions</td>
<td>• Leads by example, serves as appropriate role model</td>
<td>• Understands customer needs and ensures customer satisfaction</td>
</tr>
<tr>
<td>• Uses good judgment</td>
<td>• Promotes a cooperative work environment</td>
<td>• Achieves results</td>
</tr>
<tr>
<td>• Sets priorities and adheres to it</td>
<td>• Sets clear, reasonable expectations and follows through</td>
<td>• Uses resources efficiently and manages effectively within budget limits</td>
</tr>
<tr>
<td>• Meets productivity standards,</td>
<td>• Remains visible and approachable and interacts with others on a regular basis</td>
<td></td>
</tr>
</tbody>
</table>
| deadlines and work schedules | • Produces accurate and timely work with minimal supervision
  • Achieves results
  • Pursues efficiency and economy in the use of resources
  • Informs supervisor or appropriate others of problems identifying issues and alternative solutions |
| Communication | • Adapts communications to diverse audiences
  • Delivers quality oral presentations
  • Demonstrates verbal/nonverbal consistency
  • Shares appropriate information internally and externally
  • Manages meetings effectively
  • Demonstrates high ethical standards
  • Gains support and buy-in through participation of others

| Planning | • Maintains a clear focus on internal and external customer needs
  • Plans and budgets for future resource requirements
  • Anticipates problems and develops contingency plans
  • Sets priorities effectively
  • Establishes challenging, attainable goals and objectives
  • Identifies short- and long-range organisational needs
  • Looks to the future with a broad perspective

| Interacting with external environment | • Works effectively within the political environment
  • Exhibits knowledge and shows cooperation regarding intra- and inter-agency programmes/activities/responsibilities
  • Displays sensitivity to public attitudes and concerns
  • Understands and cultivates stakeholder relationships
  • Demonstrates team work
  • Works collaboratively to achieve improved results |
<table>
<thead>
<tr>
<th>Decision making</th>
<th>Human resources management</th>
</tr>
</thead>
<tbody>
<tr>
<td>• Takes calculated risks</td>
<td>• Recruits, selects and retains capable, productive employees</td>
</tr>
<tr>
<td>• Uses a logical rational approach</td>
<td>• Achieves affirmative action objectives</td>
</tr>
<tr>
<td>• Makes timely/responsive decisions</td>
<td>• Promotes employee safety and wellness</td>
</tr>
<tr>
<td>• Takes responsibility for decisions</td>
<td>• Demonstrates knowledge of personnel policies, labour agreements and merit system rules</td>
</tr>
<tr>
<td>• Modifies decisions based on new information when appropriate</td>
<td>• Promotes workforce diversity</td>
</tr>
<tr>
<td>• Involves appropriate others in the decision-making process</td>
<td>• Recognises and rewards good performance</td>
</tr>
<tr>
<td>• Relates well to others</td>
<td>• Assesses employee development and training and makes provision for it</td>
</tr>
</tbody>
</table>

- Possesses effective listening skills
- Writes clearly and concisely
- Speaks clearly and concisely

- Interpersonal skills
- Relates well to others
• Demonstrates trust, sensitivity and mutual respect
• Provides timely and honest feedback in a constructive and non-threatening way
• Maintains confidentiality
• Accepts constructive criticism
• Demonstrates consistency and fairness
• Negotiates effectively

• Evaluates employees timeously and thoroughly
• Takes timely, appropriate, corrective/disciplinary action

MANAGEMENT PERFORMANCE EVALUATION AND DEVELOPMENT FORM

Purpose of appraisal:
☐ Annual review
☐ Probationary review
☐ Other: ..........................

Employee’s name:
...............  

Job title:
...............  

Evaluator’s name:
...............  

Evaluator’s title:
...............  

Evaluation period:
From   To ..............

Directorate

Part I: Performance evaluation
Assessment of manager’s contribution in helping the organisation to achieve its goals and be successful. Describes how well the manager has done in carrying out job responsibilities and performance expectations. Considers performance demonstrated with regard to the applicable
performance elements from page 2 when conducting this assessment.

<table>
<thead>
<tr>
<th>Comments on specific performance elements below:</th>
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</thead>
<tbody>
<tr>
<td>Work processes and results: .....................</td>
</tr>
<tr>
<td>Communication: .........................</td>
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<tr>
<td>Decision making: .........................</td>
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<tr>
<td>Interpersonal skills: .......................</td>
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<td>Leadership: .........................</td>
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<td>Planning: .........................</td>
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<tr>
<td>Human resources management: ..................</td>
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<td>Programme/project management: ...............</td>
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<tr>
<td>Interacting with external environment: ..........</td>
</tr>
<tr>
<td>Other: ..................</td>
</tr>
<tr>
<td>Other: ...........</td>
</tr>
</tbody>
</table>
**Overall comments:** ..................

**Performance rating based on evaluation of abovementioned performance elements:** ...........

Performance, for employees on all levels, is divided into five levels in terms of which certain broad actions/recognitions could be considered:
- Unacceptable (1)
- Borderline (2)
- Acceptable (3)
- Commendable (4)
- Outstanding (5):

**Part II: Future performance expectations**
Identify any particular performance expectations, job duties, special assignments and/or skills upon which the manager should focus to reinforce his/her success and contribution to the organisation. The performance elements may help in identifying future expectations.

**Part III: Future training and development**
Identify training and development opportunities in which the manager should participate to enhance future performance.

**Part IV: Organisational support**
*To be completed by the manager:* What suggestions do you have as to how your supervisor, co-workers, and/or management can support you in the present job and with future career goals?

**Part V: Comments and signatures**
This report is based on my best judgment.

**Evaluator’s signature:**

<table>
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<tr>
<th>Title:</th>
<th>Date:</th>
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<tr>
<td>……………………</td>
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This report has been discussed with me.

**Employee’s signature:**

<table>
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<tr>
<th>Title:</th>
<th>Date:</th>
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<tr>
<td>……………………</td>
<td>………………</td>
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</table>

**Employee’s comments:** ……………

**Reviewer’s signature:**

<table>
<thead>
<tr>
<th>Title:</th>
<th>Date:</th>
</tr>
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<tbody>
<tr>
<td>……………………</td>
<td>………………</td>
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</tbody>
</table>

**Reviewer’s comments:** ……………

**NOTE:** After the performance evaluation has been completed and signed by all parties, it is the evaluator’s responsibility to provide a copy to the manager and to ensure that the original is placed in the employee’s personnel file.
5.15. CONCLUSION

Performance evaluations are becoming an integral part of any organisation. It is important to be able to give feedback on the performance of a team or an individual.

Important criteria to look at are the job competencies needed, some career planning and also the salary review. A 360° performance evaluation should be used to evaluate the above criteria. It is important however to keep in mind any ethical dilemmas that might occur during such an evaluation. These could have a substantial effect on the individuals’ performance.

Management should however tie the evaluation to a reward system. This is ultimately the end result. If management can motivate employees it should get very good performance evaluations of such employees. If an employee gets a good performance review tied to a good reward, it will motivate him or her further.

The argument above shows how important performance evaluations have become. More and more companies are looking to this type of evaluation to get more out of their employees.
CHAPTER 6

CONCLUDING REMARKS AND RECOMMENDATIONS

6.1. INTRODUCTION
The Provincial Government Western Cape (PGWC) has adopted the Staff Performance Management System (SPMS), supplemented by the Performance Management and Development System for the SMS, as its framework for the management of performance of staff at all levels. The SPMS is fully aligned to national norms and standards as issued by the Department of Public Service and Administration, including the compulsory requirements.

At the implementation/operational level, all departments have confirmed that they will comply fully with all technical requirements in concluding the management of the performance of staff in respect of the 2005/2006 performance cycle. This will ensure that all staff will be appraised as at 31 March 2007 and that managers will be able to take decisions with regard to corrective steps and the granting of incentives.

Indications are, however, that the PGWC as a collective has not yet transformed to an organisation displaying an ethos of performance management. The SPMS is, generally, applied as a staff evaluation system focussing on incentives (pay progression and performance bonuses). It is seen as a burdensome inconvenience by line managers, with the general comment that performance management is a function of human resources management and that it should not be managers’ responsibility.

6.2. OVERVIEW OF THE STAFF PERFORMANCE MANAGEMENT SYSTEM
One of the cornerstones of the performance management and development system is the basic requirement that all employees should do what is expected of them (in other words, performing the functions of the job). The employer pays/rewards an employee with a salary to perform her/his work on an acceptable/satisfactory level – both qualitatively and quantitatively – and not merely reporting for duty.
In the broader context, performance management is a tool to ensure ultimate organisational performance. A sound performance management ethos will show a concerted drive toward the realisation of the goals of the organisation and the means to ensure achievement of these goals. The link to the strategic and business planning of the organisation is crucial for success. Such a link will manifest in the cascading of goals, objectives, key performance areas and deliverables from the level of Government (Cabinet)/the Head of Department, through the organisation, to the first line-service delivery levels. For this purpose, the performance management framework elaborates on planning as one of its four key elements.

Provision is also made for ongoing monitoring to consistently measure performance and to provide ongoing feedback on progress towards reaching set goals. By conducting regular individual reviews, managers should monitor performance against set elements and standards and should use the opportunity to encourage staff to take corrective action. This process provides the opportunity to take the necessary action towards developing staff to overcome shortcomings and in view of career advancement purposes. Finally, employee performance will be summarised into a formal appraisal culminating in an assessment result, which guides decisions regarding goal achievement, management of incapacity and the granting of incentives.

6.3. FOCUS AREAS FOR IMPROVING THE MANAGEMENT OF PERFORMANCE

The link between organisational and individual performance needs to be strengthened from a holistic perspective. To this end, the Department of the Premier will draft and institute an interventionist management of performance programme in departments to run concurrently with the organisational and staff performance cycles. The following could constitute the focus areas of the programme:

- a focus on the planning processes of departments ensuring that government strategy is cascaded in provincial and departmental context in terms of time (long-term strategic plans of 5 years plus);
- medium-term strategic plans (MTEF period) and annual business plans;

To this end, a Strategic Planning and Management Framework (SPMF) will be drafted and implemented (i.e. an inter-functionality approach between Treasury, Human Resource Management and Organisation Development). This framework will
also provide for compulsory quarterly progress reviews in the departmental management context (DTC) against the outputs and actions as committed in the business plan. All quarterly DTC reviews will give input into a quarterly provincial output overview. Finally, an annual departmental business plan cycle is concluded by way of publishing the annual report of the department. This report is subject to a rigorous overseeing process. It is seen as prudent, in support of the improvement focus of the Management of Performance Programme that the envisaged Strategic Planning and Management Framework should provide for an annual report review process by the Department of the Premier, in conjunction with the Provincial Treasury.

A focus on the performance defining responsibilities of departments in order to ensure an annual basis where outputs and actions are contained in business plans is reflected in performance agreements and cascaded throughout the department. This focus will entail the drafting and implementation of a procedural guide on performance setting, which will provide for appropriate interventions at the various hierarchical levels in departments:

a) At the pinnacle of the organisation the aim will be on the performance agreements of Heads of Departments (HoD’s) and providing for the execution of specific responsibilities to be undertaken by the Premier, Members of Executive Councils (MEC’s), the Director-General and HoD’s, and their support personnel. This intervention will also be linked to the management of the career incidents of HoD’s and full implementation and management of the Public Service Commission protocol for the evaluation of HoD’s. In the interest of public accountability and service delivery commitment, the performance agreements of HoD’s should be incorporated as part of departmental strategic plans to be tabled in Parliament.

b) At the next level, the aim will be on ensuring that the performance agreements of SMS members reflect the cascading of departmental annual outputs and actions as well as ensuring that appropriate competencies are identified for appropriate performance. A management support intervention in this regard will assist with the first level of PMDS moderations to ensure the equal division of outputs within the respective SMS levels. This intervention will include a focus on ensuring that managers understand the science of management, including
resource management (HR, Finance) and Employment Equity, ensuring proactive management interventions and how to react to managerial demands.

c) The focus on ensuring that appropriate performance plans are instituted in respect of staff in all departments, up to salary level 12, will be driven in conjunction with departmental HR Offices. A support intervention aimed at assisting HR Offices in the management of their first level of SPMS moderations to ensure the equal division of outputs within the respective levels will be made available.

As the third thrust of the programme, the performance review requirements provided for in the SPMS/PMDS, will be aligned with the quarterly progress reviews in departmental management context, as referred to in the above paragraph. Through the performance review processes individuals are engaged on the progress they are making in reaching their outputs. Provisions can also be made for managers to proactively take remedial steps regarding any shortcomings and to act on any developmental requirements in respect of subordinates. The existing performance review process will become a specific focus through a Structured Interventional Performance and Development Monitoring Programme at the various levels in the organisation:

a) In respect of HoD’s, the aim will be on the execution of specific responsibilities to be undertaken by the Premier, MEC’s, the Director-General and HoD’s and their support personnel. The programme will ensure that HoD’s report the results of the quarterly organisational reviews to their responsible MEC’s laying the foundation for the MEC’s to engage with the HoD’s on their personal performance in the progress reflected. The recording of such engagement will form the basis of further individual interventions which may be called for and required by the Premier in conjunction with the quarterly provincial output overviews referred to in paragraph above.

b) Focusing on the SMS, the programme will ensure compliance with the review requirements in relation to the quarterly organisational reviews. Formally recorded review documentation will be qualitatively assessed in the Department of the Premier and management interventions launched where required in order to ensure that individual performance reflects positively on organisational performance.
c) The focus on ensuring that appropriate individual performance reviews are instituted and maintained in respect of staff in all departments, up to salary level 12, will be driven in conjunction with departmental HR Offices.

In the final instance, the staff performance cycle is concluded by way of individual performance appraisals as provided for in the SPMS/PMDS. The final evaluation of all staff will be overseen and support will be rendered in terms of a Structured Interventional Appraisal Monitoring Programme at the appropriate levels:

a) In respect of HoD's, this programme will be guided by, and be aimed at the full implementation of the Public Service Commission protocol for the evaluation of HoD's as mentioned in paragraph 3. (a) above. As this would entail a change in the current procedure, fair processes of implementation will guide the implementation date towards the 2005/2006 performance cycle.

b) The evaluation process in respect of the SMS will be structured and guided from the Department of the Premier, instituting strict time lines, reporting requirements and a final additional provincial moderating mechanism under the auspices of the Director-General and HoD's. This intervention is aimed at strengthening the notion of provincial overseeing of the SMS as a provincial asset directed at enhanced service delivery.

c) The focus on ensuring that appropriate individual performance appraisals are concluded and appropriate moderating has been conducted in respect of staff in all departments, up to salary level 12, will be driven in conjunction with departmental HR Offices.

The envisaged Management of Performance Programme could encompass the following sub-components/sub programmes:

- a Strategic Planning and Management Framework
- a Procedural Guide on Performance Setting
- a structured Interventional Performance and Development Monitoring programme
- a structured Interventional Appraisal Monitoring programme
- a Code of Good Practice
Instituting such an interventionist programme will require full agreement and participation at governmental and provincial top management levels. The identified roles and responsibilities will require active management intervention and should be propagated as a governmental Improvement Initiative. To this end, the roles and functions of the Premier, as Head of the provincial government (cabinet), and of the Director-General, as Head of the Provincial Administration, should be strengthened as the centre/drivers of optimising government service delivery.

The creation of a high performance organisation through its employees is the key to its success in the future. Companies around the world are preparing themselves to compete in the global market. To be able to stand the challenges brought about by their dynamism, these companies, especially in South Africa, should bank on their employees to take them through turbulent times where most of them will be wiped out of the market. A company that does not value its employees and their contribution will find itself wanting because employees will move to where they are valued most.

The time has come for our companies to change and operate like those around the globe if they expect to survive the competition. The competition is not going to be about products only, but also about skilled employees who should take the company to the market and make sure that it survives. Managers should fully appreciate the potential and use of performance appraisal, should always ensure that all the role players obtain the full benefits of the system, should revisit the system on a regular basis to see whether it still serves its objective, and avoid any pitfalls that may render it inefficient.

The problem-solving approach is the best approach. It encourages active participation of everybody in discussing and solving problems and in the setting of specific goals. For the Information Technology divisions of South African companies, the only survival instrument is to go back to the drawing board, to find out what the objectives of the company are, and to negotiate better ways of jointly achieving these objectives. The trick lies in a joint effort.

The Performance Management and Development Plan (PMDP) is a working document, which should be referred to regularly by both parties, but by the jobholder in particular, to make sure that the employee’s performance is moving in the right direction. It is important to note that plans are not set in stone and what has been
agreed upon can be reviewed in the light of changing circumstances at any time following consultations between the jobholder and his/her manager.

In the event of differing views arising, concerning any aspect of the Performance Management and Development process, the matter should be referred to the reviewer for consideration and resolution.
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Public Service Co-ordinating Bargaining Council Resolution 3 of 1999 (financial rewards and incentives) PSCBC Resolution No 10 of 1999

Public Service Co-ordinating Bargaining Council Resolution 7 of 2000 (rank/leg promotions and pay progression system)


Transforming Public Service Delivery, 1997 (Batho Pele), Pretoria: Government Printer.


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Public Service Co-ordinating Bargaining Council Resolution 3 of 1999 (financial rewards and incentives) PSCBC Resolution No 10 of 1999

Public Service Co-ordinating Bargaining Council Resolution 7 of 2000 (rank/leg promotions and pay progression system)
DEFINITIONS:-

**Attitudes:** The way you approach work, e.g. customer focused, focused on detail, etc.

**Coaching:** The process of helping performers to understand business goals, needs, values as well as their own strengths and weaknesses. It also entails assisting performers to identify problems as well as different alternatives to address and solve the identified problems. In addition, it is about providing assistance with the development of direct reports.

**Competence:** It is a combination of all the skills, knowledge and attitudes needed to do the job.

**Competency:** It is a specific knowledge, skill and attitude needed to perform an output.

**Customer:** A receiver of the performer’s outputs - inside or outside.

**Development:** Includes formal training as well as on the job training, coaching and other techniques to develop the performer.

**Direct report:** Someone reporting to the performer.

**Knowledge:** The understanding of information that an individual needs to possess and/or have access to to be able to perform (e.g. policies and procedures, production process, etc.).

**Job description:** A Job description describes the outputs performed, its performance measurements and competencies at a specific level.

**Outputs:** The job results produced by individuals or groups of individuals.
**Performance and development management:** The process whereby the performance and development of each individual is managed, that is the planning, assessing and rewarding of performance and recognition of development, supported by continuous coaching and development to help the organisation, through its performers, to achieve its strategic objectives.

**Performance measurement:** The result of the output/deliverable that is measurable in terms of quantity, time and organisation standards or a combination of these, depending on the job.

**Peer:** Someone from the same section/division who is on a similar authority level.

**Performer:** The individual with whom performance planning is being done and who is assessed.

**Promoter:** The person that a performer reports to.

**Recognition for development:** It is directly linked to the tangible rewards for performance since it is development that achieves required performance on the job.

**Skills:** The cognitive and physical abilities required to deliver outputs e.g. typing, writing, word processing.

**Appraisal period** The full appraisal period runs from 1 April to 31 March of the following year. Performance appraisals are based on work performance during an entire appraisal period. An Executing Authority may at her/his discretion approve a shorter appraisal period (in the case of e.g. new appointments, promotions, etc) in which instances *pro rata* rewards for ‘Commendable’ and ‘Outstanding’ performance may be considered. Financial rewards should be calculated on the employee’s pensionable salary as on 1 March of the applicable year.

**Job analysis:** The process of identifying the purpose of a job in relation to organisational goals, the key performance areas or results that need to be achieved, how they would be achieved, and what will be required to achieve them effectively. A key issue will be analysing what competencies will be required. It then involves analysing the gap between what is required and what exists.
Agreements related to what will be needed to close this gap will be included in the performance agreement.

**Job descriptions** “To put down in words the work that earns pay.” Job descriptions are written statements that describe the main features of a job, as well as the activities required to perform the job effectively. It simultaneously focuses on the objectives and the job outputs and competencies (skills/knowledge) required to perform the activities successfully on a specific post level.

**Key Performance Area** A Key Performance Area (KPA) can be described as a job domain/function that is crucial in terms of making an effective contribution to achievement of organisational goals. Key performance areas are those areas on which the majority of time and effort should be spent.

**Objectives** Statements that concretely and specifically describe a result to be achieved. They serve as a basis for clarifying intentions, for planning, for guiding activity towards the desired result, and for appraising achievement.

**Operational worker** Operational workers are those persons who carry the primary responsibility to deliver, supply or produce the products, services and information for the key receivers. For the purpose of this guide, it refers to employees from the lowest level up to and including those on the level of deputy-director.

**Output** Outputs can be seen as concrete products, services and information which an employee must deliver, supply or produce for the key receivers.

**Performance appraisal** Performance appraisal is often used to refer specifically to the annual event of assessing performance at the end of the performance cycle. In its wider sense, performance appraisal forms part of a larger, systematic process of linking individual performance management and development to organizational goals. It is merely one aspect of managing and developing the performance of individuals. It is a cyclical and repetitive process aimed primarily at performance improvement through ongoing leaning and development. Its purpose is not primarily to facilitate a final judgement in the performance appraisal.
Performance Improvement Programme

A general but realistic plan based on an employee’s aspirations and the longer-term needs of an organisation. It generally reflects specific actions to be taken by the employee and the organisation to assist the employee to develop her/his capacity and potential.

Performance management and development

In its widest definition, performance management and development refer to all those processes and systems designed to manage and develop performance at the level of the public service, specific organisations, components, teams and individuals. In its most narrow definition, it is used to refer to specific systems for managing and developing individual performance, especially performance appraisal systems. In this Guide, the wider meaning is used.

The Public Service Regulations, 2001 (PSR) present a new approach to performance management and development. Effective performance management and development involves a focus on:

- what should be, and is actually, achieved in the public interest;
- building inclusive discussion and understanding to promote co-ordinated strategic thinking and action; and
- learning and ongoing development of the capacity to understand and serve the public interest.

Performance review The formal process of appraising performance, at least twice in the course of a year, in which achievement is appraised, problems identified and performance agreements amended. It may also refer to the continuous process of feedback and problem solving that occurs more informally.

Performance standards Mutually agreed criteria (qualitative and quantitative) used to describe how well work must be done. They may be used to clarify the key performance areas of a job by describing what doing them well means. Performance standards may be used instead of, or in conjunction with, objectives. They may attempt to define levels of expected performance precisely, or they may be used to inspire and challenge and as a basis for dialogue and learning.
Rating scale  A standard scale for rating employees’ performance in relation to specific categories of performance. These are often used to introduce a degree of comparability into systems for performance appraisal. The categories of the scale might, for example, cover ratings from outstanding to unacceptable with three intervening categories for satisfactory or good performance.

Senior Management Service

The Senior management Service consists of employees-

- who immediately before 1 January 2001 were remunerated on grade 13 and higher; and
- appointed to the SMS on or after 1 January 2001 in the capacities referred to in regulation II B of Chapter 4 of the Public Service Regulations, 2001.
PERFORMANCE MANAGEMENT SURVEY

Name of organisation: Provincial Government Western Cape (PGWC), Department of the Premier.

Date: ________________________________

Department of _______________________________________________________
Directorate: ____________________________________________________________

Title: Performance Management Questionnaire

Dear Participant.

Please find the attached questionnaire for your completion.

Permission to conduct a Performance Management Survey in the Provincial Government Western Cape in fulfillment of the requirements for a Masters degree in Public Administration at Nelson Mandela Metropolitan University, was granted by former Chief Director: Human Resource Management, Department of the Premier.

The purpose of this survey is to assist the Provincial Government Western Cape to obtain an in-depth and comprehensive understanding of the Performance Management issues that need to be addressed. Please be assured that this information will be used solely for research purposes and will at all times be treated as highly confidential.

The questionnaire will take only 30 Minutes of your time and it would be appreciated if the questionnaire can be returned to:

Mr. M. Dingwayo
Human Resource Management
Department of the Premier
Room 813, 8th Floor
4 Dorp Street
Cape Town (8000)
I will appreciate if you can manage to fill in the questionnaire and please return it by no later than 15 July 2006. If there are any queries, please do not hesitate to contact the researcher at 021 483 4416.

Your assistance and co-operation is highly appreciated.

_________________
Mzimkulu Dingwayo
Date: 13 June 2006
INSTRUCTIONS

1. Your participation in this survey is completely confidential.
2. You can feel free to answer any question honestly as you feel about it.
3. The purpose of the survey is to determine what your opinion is in terms of the Performance Management and Development System at Provincial Government Western Cape.
4. The results of the questionnaire will be processed by means of a computer. Only a summary of the end-results will be made available to the respective participating members. Individual responses will not be submitted to management. The personal information that is required in section A is necessary to summarise the conclusions of the study in a proper manner.
5. The questionnaire is in different sections. For statistical purposes, please answer each question.
6. When you answer the questionnaire, think about the performance management policies and practices and how the question relates to Provincial Government Western Cape
7. Remember – there is no right or wrong answer, it is how you feel about a matter that is important – (your opinion is valued).
Section A

BIOGRAPHICAL INFORMATION SHEET

1. Age

2. Gender

1

21-30 Female

31-40 Male

41-50

41-50

51-60+

3. Race

<table>
<thead>
<tr>
<th>African</th>
<th>Asian</th>
<th>Coloured</th>
<th>White</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
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</tbody>
</table>

4. Disability

5. Position (level)

Indicate your current position according to one of the grading systems below:

<table>
<thead>
<tr>
<th></th>
<th>Salary level</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Top management</td>
</tr>
<tr>
<td>2</td>
<td>Senior management/senior specialist</td>
</tr>
<tr>
<td>3</td>
<td>Middle management/specialist</td>
</tr>
<tr>
<td>4</td>
<td>Junior management/ supervisory</td>
</tr>
<tr>
<td>5. Other, please specify</td>
<td>1-6</td>
</tr>
</tbody>
</table>
6. **Position (function)**

Select the field in which you work. Please tick only one.

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Legislators, Senior Officials &amp; Managers</td>
</tr>
<tr>
<td>2</td>
<td>Professionals</td>
</tr>
<tr>
<td>3</td>
<td>Technicians &amp; Associate Professionals</td>
</tr>
<tr>
<td>4</td>
<td>Clerks</td>
</tr>
<tr>
<td>5</td>
<td>Service &amp; Sales Workers</td>
</tr>
<tr>
<td>6</td>
<td>Craft &amp; Related Trades</td>
</tr>
<tr>
<td>7</td>
<td>Skilled Agricultural &amp; Fishery Workers</td>
</tr>
<tr>
<td>8</td>
<td>Plant and Machine Operators &amp; Assemblers</td>
</tr>
<tr>
<td>9</td>
<td>Elementary Occupations</td>
</tr>
<tr>
<td>10</td>
<td>Other, Please specify</td>
</tr>
</tbody>
</table>

7. **Length of managerial experience (in any organisation)**

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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<tbody>
<tr>
<td>1</td>
<td>1-5 years</td>
</tr>
<tr>
<td>2</td>
<td>5 – 10 years</td>
</tr>
<tr>
<td>3</td>
<td>10-15 years</td>
</tr>
<tr>
<td>4</td>
<td>More than 15 years</td>
</tr>
</tbody>
</table>
8. How many employees (of all occupational categories and levels) does your department have? (Please tick the appropriate box.)

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>None</td>
</tr>
<tr>
<td>2</td>
<td>1 – 100</td>
</tr>
<tr>
<td>3</td>
<td>101 – 500</td>
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<tr>
<td>4</td>
<td>501 – 1,000</td>
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<tr>
<td>5</td>
<td>1,001 – 2,500</td>
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<tr>
<td>6</td>
<td>2,501 – 5,000</td>
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<tr>
<td>7</td>
<td>5,000 – 10,000</td>
</tr>
<tr>
<td>8</td>
<td>Over 10,000</td>
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</tbody>
</table>

9. Indicate the number of employee who report directly to you.

<p>| | |</p>
<table>
<thead>
<tr>
<th></th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>None</td>
</tr>
<tr>
<td>2</td>
<td>One to five employees</td>
</tr>
<tr>
<td>3</td>
<td>Five to Ten</td>
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<tr>
<td>4</td>
<td>Ten to fifteen</td>
</tr>
<tr>
<td>5</td>
<td>Fifteen to twenty</td>
</tr>
<tr>
<td>5</td>
<td>More than twenty employees</td>
</tr>
</tbody>
</table>

10. Indicate the term of service with your present Department

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<table>
<thead>
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<tbody>
<tr>
<td>1</td>
<td>Less than 2 years</td>
</tr>
<tr>
<td>2</td>
<td>Between 2 and 5 years</td>
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<tr>
<td>3</td>
<td>Between 5 and 10 years</td>
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<tr>
<td>4</td>
<td>Between 10 and 20 years</td>
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<tr>
<td>5</td>
<td>More than 20 years</td>
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</tbody>
</table>
SECTION B
PERFORMANCE MANAGEMENT ANALYSIS

After you have read each statement, please decide the degree to which the statement accurately describes your own situation and your own feelings, using the following scale:

- Completely disagree (CD)
- Mostly disagree (MD)
- Slightly disagree (SD)
- Undecided (U)
- Slightly agree (SA)
- Mostly agree (MA)
- Completely agree (CA)

<table>
<thead>
<tr>
<th>Rating</th>
<th>CD</th>
<th>MD</th>
<th>SD</th>
<th>U</th>
<th>SA</th>
<th>MA</th>
<th>CA</th>
<th>Comments</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Employees know enough about the vision and strategy of the Department to understand why their contributions are important.</td>
<td></td>
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<tr>
<td>2. A Performance Management System is used as a tool to achieve goals as indicated on the Strategic Plan</td>
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<td>3. Employees understand their departmental goals and how they are aligned with those of the Provincial Government Western Cape (PGWC).</td>
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<tr>
<td>4. Performance reviews are clearly linked to performance</td>
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<td>5. Managers use quarterly reviews to criticise performance.</td>
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<td>6. The quarterly review helps me to improve my performance.</td>
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<tr>
<td>7. Managers use quarterly review results to improve performance.</td>
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<tr>
<td>8.</td>
<td>My manager / supervisor conducts quarterly reviews and discussions in such away that I experience them as positive and constructive.</td>
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<td>9.</td>
<td>My manager / supervisor is accurate in the evaluations he/she makes of my work performance.</td>
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<td>10.</td>
<td>I receive frequent feedback on my work performance.</td>
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<td>11.</td>
<td>I know how my job contributes to the mission and goals of the Directorate / sub-directorate.</td>
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<td>12.</td>
<td>I am held accountable for achieving results</td>
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<tr>
<td>13.</td>
<td>I receive sufficient supervision to get my job done</td>
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<td>14.</td>
<td>My supervisor / manager communicates what is expected of me on the job</td>
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<tr>
<td>15.</td>
<td>I feel encouraged to come up with new and better ways of doing things</td>
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<tr>
<td>16.</td>
<td>In my directorate / sub-directorate, we set goals and objectives to help us meet our long-range plans.</td>
<td></td>
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<tr>
<td>17.</td>
<td>Our Performance Management system measures performance accurately (KPI &amp; Performance Standards)</td>
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<td></td>
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<tr>
<td>18.</td>
<td>Clear work standards are used for measuring my work performance.</td>
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<tr>
<td>19.</td>
<td>The PGWC’s performance management system ensures that each employee gets regular feedback of performance.</td>
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</tbody>
</table>
20. Employees see performance planning as a normal process routinely undertaken by management.

21. Our performance management system leads to identification of training and development needs of individuals.

22. A continuous interest is shown in how employees perform throughout the year and regular feedback is provided about both successes and failures.

23. Changes in departmental strategy are translated into redefined objectives for individuals or teams on an ongoing basis.

24. Poor performance or non-performance is generally identified promptly and confronted.

25. Poor performance is generally dealt with constructively.

26. Feedback tends to focus on work issues and problems rather than on personal matters and is generally accepted rather than rejected.

27. Performance appraisals help motivate those who are receiving feedback about their performance.

28. Performance appraisals are integrated into an ongoing process of feedback and are seen as routine events rather than uncomfortable occasions.

29. Training needs are identified
<table>
<thead>
<tr>
<th>No.</th>
<th>Statement</th>
</tr>
</thead>
<tbody>
<tr>
<td>30</td>
<td>My performance appraisal is a fair reflection of my performance.</td>
</tr>
<tr>
<td>31</td>
<td>My supervisor/ manager provides constructive suggestions to improve my performance.</td>
</tr>
<tr>
<td>32</td>
<td>Employees in my directorate / sub-directorate cooperate to get the work done.</td>
</tr>
<tr>
<td>33</td>
<td>Information is collected to assess my Directorate 's performance.</td>
</tr>
<tr>
<td>34</td>
<td>Information collected to assess my Directorate / sub-directorate performance is used to improve my work unit's performance.</td>
</tr>
<tr>
<td>35</td>
<td>We use measures in our directorate / sub-directorate to track our goals and objectives.</td>
</tr>
<tr>
<td>36</td>
<td>I receive the training I need to perform my job.</td>
</tr>
<tr>
<td>37</td>
<td>Developmental opportunities are identified by annual appraisals.</td>
</tr>
<tr>
<td>38</td>
<td>Experienced people are able and willing to share their skills and know-how with others.</td>
</tr>
<tr>
<td>39</td>
<td>There are systematic attempts to improve performance in this department.</td>
</tr>
<tr>
<td>40</td>
<td>Employees share high expectations about performance.</td>
</tr>
<tr>
<td>41</td>
<td>Performance improvement is the focus of most management activity.</td>
</tr>
<tr>
<td>42</td>
<td>Employees communicate freely about performance.</td>
</tr>
<tr>
<td>43</td>
<td>Employees are committed to performance improvement.</td>
</tr>
<tr>
<td>44</td>
<td>My supervisor provides me with honest feedback.</td>
</tr>
<tr>
<td>45.</td>
<td>I do not receive feedback on how well I am performing my duties.</td>
</tr>
<tr>
<td>46.</td>
<td>My work standards are determined accurately and my supervisor informs me immediately if my work is unacceptable.</td>
</tr>
<tr>
<td>47.</td>
<td>In our department, work standards are realistic and attainable.</td>
</tr>
<tr>
<td>48.</td>
<td>In our Department pay is vividly linked to performance appraisals.</td>
</tr>
<tr>
<td>49.</td>
<td>The Performance Management system contributes positively towards improving productivity.</td>
</tr>
<tr>
<td>50.</td>
<td>Job descriptions don’t exist or are not useful in our Department.</td>
</tr>
<tr>
<td>51.</td>
<td>Managers / supervisors understand performance management and have the skills to correctly review and appraise their employee’s partner.</td>
</tr>
<tr>
<td>52.</td>
<td>Performance agreement is entered into between myself and my manager / supervisor (after discussions).</td>
</tr>
<tr>
<td>53.</td>
<td>Performance reviews are conducted as an interview between my supervisor and me.</td>
</tr>
<tr>
<td>54.</td>
<td>My Supervisor ensures that opportunities for me to attend courses or remedial action agreed upon are available.</td>
</tr>
<tr>
<td>55.</td>
<td>Managers have constant monthly reviews on the progress made with regard to performance.</td>
</tr>
<tr>
<td>56.</td>
<td>Managers talk about performance management once.</td>
</tr>
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<tr>
<td>a year</td>
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</tr>
</tbody>
</table>

57. Appraisals focus on numbers not growth.

58. Appraisals are seen as fair to all

59. Appraisals don’t involve organisational goals

60. Appraisals are about achieving organisational goals

61. The current evaluation performance review process provides helpful and constructive information

62. Awards in directorate / sub-directorate depend on how well employees perform their jobs.

63. In my directorate / sub-directorate, employees participate in developing long range plans to guide our work.

64. In my directorate / sub-directorate, steps are taken to deal with a poor performer who cannot or will not improve

Thank you very much for taking time to complete this questionnaire. Please take time to check that you have completed all the sections and that you have left no questions unanswered.

Your assistance is much appreciated.

Again thank you.
Annexure C

**Age(2)**

Histogram (Spreadsheet1 75v*104c)

- 21 to 30: 20, 21%
- 31 to 40: 33, 34%
- 41 to 50: 32, 33%
- 51 to 60+: 12, 12%

**Gender(3)**

Histogram (Spreadsheet1 75v*104c)

- Female: 45, 52%
- Male: 41, 48%
Top management (6)

Histogram (Spreadsheet1 75v*104c)

- Top management
- Senior management/senior specialist
- Middle management/specialist
- Junior management/supervisory
- Other

Function (7)

- Legislators etc
- Professionals
- Technicians etc
- Clerks
- Service etc
- Craft etc
- Agricultural & Fishery
- Plant etc
- Elementary Occupations

Histogram (Spreadsheet1 75v*104c)
# employees report

Term of service
Question B7(18)

Question B8(19)
**Question B11(22)**

Histogram (Spreadsheet1 75v*104c)

- CD: 4, 4%
- MD: 5, 5%
- SD: 3, 3%
- U: 15, 15%
- SA: 34, 34%
- MA: 36, 36%
- CA:

**Question B12(23)**

Histogram (Spreadsheet1 75v*104c)

- CD: 5, 5%
- MD: 4, 4%
- SD: 4, 4%
- U: 14, 14%
- SA: 44, 44%
- MA: 26, 26%
- CA:
Question B13(24)

Histogram (Spreadsheet1 75v*104c)

- CD: 10, 10%
- MD: 9, 9%
- SD: 15, 15%
- U: 5, 5%
- SA: 17, 17%
- MA: 29, 29%
- CA: 15, 15%

No of obs

Question B14(25)

Histogram (Spreadsheet1 75v*104c)

- CD: 8, 8%
- MD: 11, 11%
- SD: 4, 4%
- U: 17, 17%
- SA: 31, 31%
- MA: 31, 31%
- CA: 20, 20%

No of obs
Question B17(28)

Histogram (Spreadsheet1 75v*104c)

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<th>SD</th>
<th>U</th>
<th>SA</th>
<th>MA</th>
<th>CA</th>
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<td>14</td>
<td>19</td>
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<td>14%</td>
<td>19%</td>
<td>19%</td>
<td>19%</td>
<td>7%</td>
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</table>

Question B18(29)

Histogram (Spreadsheet1 75v*104c)

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<th>MD</th>
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<th>U</th>
<th>SA</th>
<th>MA</th>
<th>CA</th>
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<td>No of obs</td>
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<td>18</td>
<td>8</td>
<td>8</td>
<td>23</td>
<td>21</td>
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<td>18%</td>
<td>8%</td>
<td>8%</td>
<td>23%</td>
<td>21%</td>
<td>10%</td>
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</tbody>
</table>
Question B21(32)

Histogram (Spreadsheet1 75v*104c)

- CD: 9, 9%
- MD: 8, 8%
- SD: 10, 10%
- U: 26, 26%
- SA: 22, 22%
- MA: 12, 12%
- CA: 14, 14%

Question B22(33)

Histogram (Spreadsheet1 75v*104c)

- CD: 14, 14%
- MD: 11, 11%
- SD: 17, 17%
- U: 8, 8%
- SA: 25, 25%
- MA: 15, 15%
- CA: 11, 11%
Question B25(36)

Histogram (Spreadsheet1 75v*104c)

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<tr>
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Question B26(37)

Histogram (Spreadsheet1 75v*104c)

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<tr>
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Question B29(40)

Histogram (Spreadsheet1 75v*104c)

No of obs

Question B30(41)

Histogram (Spreadsheet1 75v*104c)
Question B39(50)

Histogram (Spreadsheet1 75v*104c)

No of obs

Question B40(51)

Histogram (Spreadsheet1 75v*104c)
Question B41(52)

Histogram (Spreadsheet1 75v*104c)

- CD: 8, 8%
- MD: 13, 13%
- SD: 13, 13%
- U: 13, 13%
- SA: 29, 30%
- MA: 16, 16%
- CA: 6, 6%

Question B42(53)

Histogram (Spreadsheet1 75v*104c)

- CD: 14, 14%
- MD: 19, 19%
- SD: 22, 22%
- U: 11, 11%
- SA: 13, 13%
- MA: 16, 16%
- CA: 4, 4%
Question B47(58)

Histogram (Spreadsheet1 75v*104c)

No of obs

CD  MD  SD  U  SA  MA  CA

8, 8%  14, 14%  10, 10%  17, 17%  22, 22%  22, 22%

Question B48(59)

Histogram (Spreadsheet1 75v*104c)

No of obs

CD  MD  SD  U  SA  MA  CA

17, 18%  15, 16%  9, 9%  20, 21%  17, 18%  15, 16%  3, 3%
Question B49(60)

Histogram (Spreadsheet1 75v*104c)

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No of obs

Question B50(61)

Histogram (Spreadsheet1 75v*104c)

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No of obs
Question B53(64)

Histogram

Question B54(65)

Histogram
Question B57 (68)

Histogram (Spreadsheet1 75v*104c)

Question B57

CD  MD  SD  U  SA  MA  CA

No of obs

6.6%  5.5%  15.15%  25.26%  18.19%  20.21%  8.8%

Question B58 (69)

Histogram (Spreadsheet1 75v*104c)

Question B58

CD  MD  SD  U  SA  MA  CA

No of obs

28  26  24  22  20  18  16  14  12  10  8  6  4  2  0

26.27%  19.20%  17.18%  13.14%  10.11%  7.7%  3.3%
Question B61(72)

Histogram (Spreadsheet1 75v*104c)

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Question B62(73)

Histogram (Spreadsheet1 75v*104c)

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