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The perceived impact of the performance management system utilised in the Department of Social Development in enhancing service delivery : a case study of the Johannesburg Metro Region.

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CHAPTER 1

INTRODUCTION

1.1 Background

The South African welfare system during the apartheid era was characterized by racial segregation, as welfare services were provided on racial basis and the black poor were the ones mostly destitute and receiving poor services. The democratization of South Africa in 1994 saw the early steps for change. The introduction of the White Paper for Social Welfare of 1997 was the first step towards the transformation for the welfare sector, Its mission was "To serve and build a self reliant nation in partnership with all stakeholders through an integrated social welfare system which maximizes its existing potential, and which is equitable, sustainable, accessible, people-centred and developmental" (White Paper for Social Welfare, 1997, p.9). The post-apartheid South Africa was characterized by a lot of changes that needed to be planned for and addressed. It was imperative to effect changes in the social welfare system. The White Paper for Social Welfare was informed by the Reconstruction Development Programme (RDP) which was regarded as the mother policy of transformation in the post apartheid South Africa. It was a macro- socio-economic policy that prioritized the redress of the past ills of the apartheid era and gave black people of South Africa hope for a better future. It is argued that "South Africa's development approach to social welfare evolved from the country's unique history of inequality and the violations of human rights as a result of colonialism and apartheid" (Patel, 2005 cited in Lombard, 2008, p.160). It is on this very premise that the White Paper for Social Welfare of 1997 is based as it has as its corner stone the rights -based approach.

The rights based approach that forms the corner stone of the White Paper for Social Welfare of 1997, accentuated the need to champion the needs of the poor black South Africans through upholding the rights enshrined in the constitution of the Republic of South Africa. The White Paper for Social Welfare of 1997 necessitated the implementation of the social development approach which was geared at improving the delivery of social welfare services in the new dispensation. It is said social development is "the ongoing socioeconomic process that involves

the structural transformation of a society rather than simply the stimulation of economic growth. As such, the structural transformation of society means that all facets of society, including education, employment, and human service, must be changed to meet the needs of individuals in a particular society" (Markward, 1999, p. 58, cited in Dlangamandla, 2010, p.20). The aspect highlighted above is that social development is a process where provision in terms of services is directed at people to better their standard of living. The provision of social welfare services in the post apartheid South Africa has been essential in making a conscious effort towards poverty reduction, improved child protection services, and championing the rights of the vulnerable groups of South Africa. The Department of Social Development (DSD) is the custodian of these services to the vulnerable groups of South Africa. It is in this regard that special attention needs to be accorded to effective and efficient provision of these services.

The performance management system is the vehicle for achieving efficient service delivery. The DSD needed to make the necessary adjustments to ready itself to implement the social development approach to welfare and the performance management system that was instituted at that point formed part of those adjustments. It is argued that "South Africa requires a public service that is professional, accountable, efficient, effective and responsive to citizens. Government recognizes that transforming this sector requires appropriate capacity building and ongoing support" (PALAMA, 2011/2012, p.9).

1.2 Statement of the problem and rationale of the study

The mandate of the Department of Social Development (DSD) is to provide welfare services. These services are targeted at every citizen in South Africa and most importantly the poor and vulnerable. In order to ensure that it fulfills its mandate, the Department of Social Development (DSD) has put in place a Performance Management System which seeks to ensure that the deliverables are achieved effectively and efficiently. It is often argued that services for the poor are sometimes poor services, yet government devotes ample resources to improve these services. The implementation of Performance Management System is strategically geared at improving service delivery in government departments. The Department of Social Development (DSD) is

one of those departments that have implemented the Performance Management System but the results reveal that the Performance Management System has not achieved the expected results. There seems to be heightened job dissatisfaction, poor performance and low morale. It is noted that "Government has embarked on a transformational path that requires public institutions to function efficiently and effectively" (Public Service Commission, 2007, p.4) and the Department of Social Development has achieved very little in improving the quality of social work services provided, reducing poverty and achieving social development.

There is a relationship between, how officials in the department perform and how the goals of the department are achieved. This is because the performance of the officials is a crucial aspect that determines the achievement of organisational goals. There is need to investigate why the Performance Management System has not produced the expected results. It is obvious that there is a disjuncture between what is and what ought to be. It is evident that the department has limitations in terms of providing quality social services. The job dissatisfaction experienced by the officials in the department is indicative of weaknesses in the Performance Management System.

The study stems from the observation that many policies in South Africa appear good on paper yet they do not yield the necessary results. It is noted that there was a concern with poor service delivery in the Department of Social Development. The study aimed at exploring how Social Workers and their managers perceive the impact of the Performance Management System on service delivery. This issue warrants investigation because "setting standards as required by the Batho Pele policy implies that a promise is made to achieve a certain level of service, and it is essential that a performance management system is in place to ensure that the promised level is actually achieved" (Public Service Commission, 2007, p.2).

The area of performance in social work has not been given enough attention and this study is an attempt to fill the gaps. The study will contribute to the knowledge base on social work

management in the public sector. The results of the study could be utilised to formulate a training manual to address the short comings of the Performance Management System currently being used by DSD. This would enhance the competencies, and contribute to the overall attainment of the primary goal of the social development approach which is developing human capacity. The results may also be used to improve the existing Performance Management System at DSD.

1.3 Primary aim and objectives of the study

1.3.1 Primary Aim

The aim of the study was:

To investigate the perceived impact of the Performance Management System of the Department of Social Development in enhancing the delivery of social services

1.3.2 Secondary objectives

The objectives of the study were as follows:

1. **To determine Social Workers' and managers' understanding of Performance Management System that the Department of Social Development (DSD) is currently utilising to enhance performance and improve service delivery.**

2. **To explore the perceived impact of the Department of Social Development's Performance Management System on Social Workers' work output and the managers' role in supervision.**

3. **To establish the challenges being experienced in implementing the Performance Management System and how these have affected service delivery**.

1.4 Research questions

1. What is the perceived impact of the performance management system utilised in the Department of Social Development in enhancing service delivery?

2. What is the Social Workers and Social Work Managers' understanding of Performance Management System?

3. What is the perceived impact of the Department of Social Development's Performance Management System on Social Workers' work output and the managers' role in supervision?

4. What are the challenges being experienced in implementing the performance management system and how have these affected service delivery?

1.5 Theoretical framework

The study is informed by the social development approach to social welfare. Social development offers "a broad macro-perspective on social welfare, and applies a variety of strategies which seek to enhance the levels of living of the whole population" (Midgley, 1995, p.12). Social development is an approach utilized to promote people's social well being, (Midgley, 1995). Social development approach "does not deal with individuals either by providing them with goods or services, or by treating or rehabilitating them, instead, social development focuses on the community or society and on wider social processes and structures" (Midgley, 1995, p.23). The DSD has community development programmes which focus on communities as the social development approach postulates. The DSD has committed itself to provide services that better the lives of the citizens of South Africa: the child protection services, the sustainable livelihoods programs and the provision of funding to the NGO sector, all these services are aligned to realizing the social development approach.

1.6 Organisation of research report

The report is organized into five chapters; Chapter1 is the introduction of the study. It is followed by chapter 2 which is the literature review. This chapter engages with the relevant literature concerning the phenomenon under study. Chapter 3 discusses the methodology used in the study. Chapter 4 focuses on the presentation and discussion of findings of the study. The last chapter, (chapter 5) gives a summary of the findings, conclusion and recommendations drawn from the study.

CHAPTER 2

LITERATURE REVIEW

2.1. Introduction

In this chapter a robust engagement with relevant literature that informs the study takes cause. Social welfare in South Africa has undergone transition, from the residual model of welfare to the adoption of the developmental perspective to welfare which saw the entrenchment of the social development approach. It is argued that "South Africa's development approach to social welfare evolved from the country's unique history of inequality and the violations of human rights as a result of colonialism and apartheid" (Patel, 2005) cited in Lombard, 2008, p.160). It is on this very premise that the White Paper for Social Welfare of 1997 is based as it has as its corner stone the rights -based approach. It is argued that "a rights based approach is underpinned by the principles of social justice and equity" (Lombard, 2008, p. 160). Through all this, social work practice in South Africa has also transformed in line with the orientation of the welfare system as postulated by the White Paper for Social Welfare of 1997. The Department of Social Development (DSD) which employs the bulk of Social Workers has been tasked with the responsibility of executing different programmes and interventions to achieve the overall goals of the social welfare system in South Africa, (Cole, 2009). The effectiveness of social work practice is largely dependent on the responsiveness of the social work management system. The performance management system in any organisation is the vehicle to achieve effective and efficient delivery of social services.

2.2. Social Development

The transition of the South African welfare system is embedded in the implementation of the White Paper for Social Welfare of 1997. Its mission is "To serve and build a self reliant nation in partnership with all stakeholders through an integrated social welfare system which maximizes its existing potential, and which is equitable sustainable, accessible, people-centred and

developmental" (White Paper for Social Welfare, 1997, p.9). The post- apartheid South Africa was characterized by a lot of changes that needed to be planned for and addressed. It was imperative to effect changes in the social welfare system. The African National Congress -led government used this opportunity to prove themselves to the people through prioritizing their needs. The White Paper for Social Welfare of 1997 is the back bone of the social development approach in South Africa. One of its national goals is to promote social development within government departments in the welfare sector as well as within non-governmental organizations in the welfare sector, (White Paper for Social Welfare, 1997). This transition to a developmental social welfare system was aligned to other policies such as the Reconstruction Development Programme which informed the development of the White Paper for Social Welfare. It is argued that "in South Africa this developmental focus in social welfare was reflected in the Reconstruction and Development Policy (1994), the White Paper for Social Welfare (RSA Ministry for Social Welfare and Population Development, 1997) and the Policy on Financial Awards to Service Providers (Department of Social Development, 2005)" (Dlangamandla, 2010, p.3).

The social development approach is one of the key instruments that the South African government is utilising to combat many social ills that have befallen this great land, One of the goals articulated in the White Paper for Social Welfare of 1997 is "To facilitate the provision of appropriate development social welfare services to all South Africans, especially those living in poverty, those who are vulnerable and those who have special needs. These services should include rehabilitative, preventative, developmental and protective services and facilities, as well as social security, including social relief programmes, social care programmes and enhancement of social functioning" (White Paper for Social Welfare, 1997, p.9). This goal alone covers all the services provided by the Department of Social Development and guided by the social development approach to welfare. Social Development can be defined or conceptualized as "an approach to promoting people's welfare that is well suited not only to enhancing the quality of life for all citizens but to responding to problems of distorted development" (Midgley, 1995, p.7). It is further noted that "social development is essentially a people- centred approach to development that promotes citizen participation and strengthens the voice of poor people in

decision making and in building democratic and accountable institutions" (Patel, 2005:30) cited in Dlangamandla, 2010, p.19).

Social development is meant for the betterment of people's lives in a holistic manner. The social development approach comes as a significant shift from the residual approach, and this was reflected through the implementation of the Reconstruction Development Programme (RDP) by the democratic government of South Africa. "The RDP advocated a developmental approach to social security and social welfare, a focus on basic needs, social welfare rights, a review of policy and legislation and creation of a single national social welfare and provincial departments" (Patel, 2005, p.87). This was also linked to the fifth goal of the White Paper for Social Welfare of 1997 which is to "realise the relevant objectives of the Constitution of the Republic of South Africa and the Reconstruction and Development Programme (RDP)" (White Paper for Social Welfare, 1997, p.10). This further highlight the link between the different government policies which were enacted and these inform the social development approach.

It is important to understand the rationale for the adoption of the social development approach by the South African government. In the Apartheid era social welfare was characterised by race-based distribution of resources and provision of social services. The social development approach came in to address the gaps created by the Apartheid era and to facilitate social change. It was envisaged that "social welfare services and programmes will promote non-discrimination, tolerance, mutual respect, diversity, and the inclusion of all groups in society: women, children, the physically and mentally disabled, offenders, people with HIV/AIDS, the elderly, and people with homosexual or bisexual orientation will not be excluded" (White Paper for Social Welfare, 1997, p.10). The social development approach safe guards and promotes human rights. The social development approach calls for the implementation of programmes designed to reduce poverty. Poverty is a social ill that has been prioritised by the South African government. Cole (2009 p.70) argues that "in the past fifteen years the South African government has consistently tried to address chronic and structural poverty using a variety of policy and programmatic

interventions with uneven success". In its evaluation of the Corporate Milestones for the 2008/09, DSD has argued that they have made a significant progress in reducing abject poverty among children (Dept of Social Development, 2009).

This however depicts a distorted achievement as the sustainability of the measure or resources utilised to achieve this is questionable. South Africa has 15 million of its citizens dependent on social grants or a social wage, this seems like the only effective way in which the government has been able to reduce poverty and has led to the country being classified as 'quasi welfare' state and the notion of development in this regard is bleak, (Cole, 2009). The DSD has made a conscious effort to assert itself as a development agency with developmental milestones but it is evident that there is a long way to go. Thus at the operational level such issues have affected performance of individual staff members, in defining what they do and measuring their effectiveness. Gaile and Ferguson, (1996, p.558), observed that the "quality of life has recently been recognised as another important indicator of development" therefore when it comes to service delivery, the quality of services delivered also play an important role. So for DSD to deliver on its mandate to improve the quality of life of all citizens of South Africa, it is thus required that they pay special attention to the quality of social welfare services they provide to the public and the Performance Management System is a key instrument for achieving this. According to Midgley and Tang (2001p.246) cited in Dlangamandla, (2010, p.13) "this approach requires purposeful intervention from state and non-state actors and the creation of organizational and institutional arrangements at national level that harmonise economic and social policies within and comprehensive commitment to people-centred development".

The notion of organizational and institutional arrangements is salient in implementing the social development approach properly. It is highlighted that the intension was so that "the approach and strategies contained in this White Paper for Social Welfare will inform the restructuring of services and social welfare programmes in both the public and the private sector. The identified principles, guidelines and recommendations for developmental social welfare policies and

programmes will be implemented progressively. A five year strategic plan of action will be developed" (White Paper for Social Welfare of 1997) cited in Dlangamandla, 2010, p. 24).

Social development is about making people's lives better and this is one of the department's corporate targets, (Dept of Social Development, 2009). It is argued that "unlike the social administration approach, social development seeks to harmonize social interventions with economic development effort" (Midgley, 1995, p. 24) and this is crucial for South Africa as the commitment to redress the past ills of the apartheid era needed to translate into results for those with vested interest. It is further argued that "a social development framework requires: focusing on underlying processes rather than surface activities and results; viewing development as a creative process; acknowledging that social development is driven by its own motive power (motivation) in pursuit of its own goals, and, understanding that the aspiration of the collective is expressed through the initiative pioneering individuals as the determinant and driving force of society's own development" (Cole, 2009, p.19). This approach is in line with improving the quality of life for all citizens through improved delivery of social welfare services as postulated by the Integrated Service Delivery Model (ISDM) thus achieving effective performance (Dlangamandla, 2010). The implementation of the social development approach has been fraught with challenges that are more related to the lack of synergy between practice transformation, organizational transformation and the policy framework.

Lack of performance incentives also undermines performance. This was discovered to be the reality in many agencies including DSD. It is argued that "the agencies also did not create an environment for performance improvements and incentives. There appears to be a lack of knowledge and skills to implement the approach, and there is a mismatch of skills" (Patel, Schmid and Hochfeld, 2012, p.227). The human factor in the implementation of any social policy is critical and Patel et al 2012 highlight that neglecting to focus on performance incentives was a self defeating accord as the environment was not conducive for the policy to achieve the necessary and desired transformation of the welfare system. This affected the envisaged goal which is to improve the quality of social services and other developmental milestones.

Social work management is a key component of a social services delivery system as it creates an enabling environment for the delivery of quality social services. Social work is defined as "the professional activity of helping individuals, group, or communities to enhance or restore their capacity for social functioning and to create societal conditions favorable to their goals" (Zastrow, 2007, p.3). Management is defined "as a process of organizing, planning, leading, and controlling the use of resources to reach agency-based performance goals. The concepts of leadership and management are interdependent, overlapping, and obviously complementary" (Wilson and Lau, 2011, p.326). In this regard social work management is about being cognizant of the fact that performance management is critical for management. McKendrick (2001) cited by (Dlangamandla, 2010, p.24) "postulates that Social Workers are uniquely qualified to make an effective contribution to developmental social welfare. He based his argument on Social Workers' well-developed skills in developmental group work, their community work expertise, their proven ability to advocate, their programme design and evaluation skills and the fact that strengths based perspective has put them in the best position to incorporate and implement the new paradigm to social welfare". It is evident that Social Workers have the necessary skills to implement the social development approach.

The assertion is that Social Workers are the implementers of social policies and the performance management in this regard is not necessarily a social policy but rather an organizational policy. Social work management is informed by the Performance Management System. It is argued that (Toseland, 2007, p.200) "in social work management, the manager is accountable for practice, representing the agency in ensuring that good practice and agency procedures are maintained as well as allocating and monitoring practice" In this instance the element of procedural accord of an agency or in the case of DSD the organizational accord is highlighted and when exploring social work management the link between procedure and performance is obvious. The other aspect that is linked to the procedural accord of the organization is motivation. Social work managers should have the unique ability to motivate their staff, (Fisher, 2009). This issue is crucial in achieving performance in an organization, because the ability to motivate staff to achieve beyond their potential is essential for social development goals to be realized.

It is argued that the success of many social welfare organizations is dependent on there being individual leaders that have experience in leadership and management, and this enhances the effectiveness of the organization, (Wilson and Lau, 2011). This is another salient attribute that is central in social work management leadership and this has become a strong determinant for realizing organizational goals. When the DSD introduced the Integrated Service Delivery Model (ISDM), it was the assertion of the importance of realizing organizational goals. It is postulated "that it is tough for developmental welfare to succeed in an economic system that promotes gross income disparities and a widening gap between rich and poor. Social development needs widespread institutional support to succeed and this is unlikely to be forthcoming while there is high unemployment, low economic growth and insufficient foreign investment" (Gray, 2006, n.p.). This analysis makes clear that the government of South Africa had to put in place measures for implementation agencies such as DSD to ensure the realization of the goals of social development. The different aspects highlighted above are examples of how social work management influences the provision of social service. It is argued that "social work and management processes share a concern for problem- solving and enabling" (Coulshed & Mullender, 2006, p.17) and this supports the assertion that social work and management have a common goal to improve social services.

It has been argued that "developmental social welfare thus refers to delivery of integrated and community-based social services, facilities, social investment programmes, and social assistance to promote social justice, build human capacities and enhance livelihoods and social functioning in order for people to lead productive and fulfilling lives" (Patel, Noyoo, Du Preez, and Triegaardt, (2005:23) cited in Dlangamandla, 2010, p.28). With the past ills of apartheid these aspects of developmental social welfare took priority in the ANC led government. According to Letchfield (2009 p.23) "managing practice involves combining available knowledge of external standards, statutory requirements and organizational procedures with internal knowledge and skill of how to operate. These knowledge and skills provide integrated support to individuals and collective good practice to social work teams".

Social work practice is characterised by values such as respect, human dignity and worth, (Zastrow, 2007). These values are also encompassed in the White Paper for Social Welfare of 1997 and it is in this regard that the assertion that Social Workers are the custodians of social welfare in South Africa and they are the best suited profession to implement the social development approach. It has been noted that Social Workers need to fully comprehend the performance management policy at their given organization especially at DSD in order for them to be effective in their quest to achieve the goals of the social development approach. They rely mostly on their professional training to enhance the achievement of social development. However Lombard (2005) emphasizes that Social Workers have failed to champion social justice and human rights for the poor in the context of social development. Social work values and principles are the building blocks of every social work intervention, it becomes evident that the performance management system in the Department of Social Development should endorse what social work practice is all about in order to meet those desired outcomes they have set.

2.3. Performance Management

Performance management is defined as a vital part of organisational management and it clearly outlines what needs to be done and how it is to be done, (Public Service Commission, 2007). It is further highlighted that "Performance management (PM) is essentially about measuring, monitoring and enhancing the performance of staff, as a contributor to overall organisational performance. Performance management is a means to an end, and its concept and practice have been constantly changing" (Jayam, 2012, n.p). This is an important aspect that assures achievement of goals as it is argued that the "adoption of the Integrated Development Planning and Performance Management Systems addresses the rooted imperatives to democratize the determination and implementation of development priorities and institutionalize the processes for accountability for those employed to deliver public services" (Kambuwa & Wallis, 2002 p.4). In social work management, motivation is a critical aspect to management. In this regard public officials are the masters of driving the achievement of goals when it comes to social development.

It is argued that "South Africa requires a public service that is professional, accountable, efficient, effective and responsive to citizens. Government recognizes that transforming this sector requires appropriate capacity building and ongoing support" (PALAMA, 2011/2012, p.9) and this was envisaged to be the gateway to achieving those critical goals of the social development approach, on top of that list was poverty alleviation and the mechanism introduced encompassed the everyday duties of Social Workers and community development workers. It is said that there are eight broad factors which determine the performance of professionals "As these factors are fairly generic, they may be extrapolated as factors determining the performance of the white-collar workforce. These factors are, in no particular order: Individual competence, facilitative work environment, work content, knowledge exchange and learning with colleagues, reward and recognition, achievement, operational autonomy" (Ramsaroop, 2003, p.10). These identified factors form critical elements of typical performance appraisals used in many organization including DSD, and these factors are coupled together to enable organizations to meet their performance targets and they are enshrined in the performance management system of a given organization.

When an evaluation was done in 2009 it was discovered that some of the programmes instituted to address this aspect did not go as planned. The question is how well were these programmes monitored and to what extent was the performance management system in place effective in rendering guidance to those involved in achieving the goals of the programme. It can be argued that an effective performance management system has a critical role in assisting in the achievement of social development goals. The issue of acknowledging the cause of this setback for the department is embedded in the analysis of the performance management system, which clearly outlines what is to be done and how it is to be done to achieve the desired goals of that particular programme, (Public, Service Commission, 2007). It is important to acknowledge the role of the Performance Management System in service delivery. Jayam (2012) accords that "Performance management does not rely on a single tool, such as the individual performance appraisal; it uses a number of complementary instruments that altogether provide both reward and development opportunities". This aspect of opportunities brings to surface the analogy that performance is linked to development and that is what performance management seeks to

achieve. It is observed that "Performance management reforms require policymakers and administrators to develop legislation that outlines performance principles, expectations, and implications in a manner that leads to meaningful increases in public sector outcomes" (Patrick, 2013, p.221). This is how social development goals are to be achieved and that will lead to improved service delivery. This is how performance in organisations that provide social services such as the Department of Social Development in South Africa achieve their goals and performance targets. Being a social work manager requires that you have knowledge of the performance management system in order to be effective in executing managerial duties. It is argued that "Social Workers themselves have recognized and been active in promoting the view that service users are entitled to the best possible services and that quality enhancement is an integral aim of quality assurance systems" (Letchfield, 2009, p.38). The achievement of service delivery is about quality social services, which means reduction in poverty and improved quality of life. Social work as a profession has a salient role to play in achieving social development in South Africa. The social work profession has always been dedicated to the betterment of human lives throughout the world; hence the commitment by the Department of Social Development through their corporate milestones to better human lives (Dept Social Development, 2009). In the context of DSD the agenda for Social Workers is the successful implementation of the social development approach and attached to that are performance indicators which are dictated by the Performance Management System.

This further affirms the importance of performance management and getting it right. It is important that the performance management system is incorporated properly in the department as this strengthens the public sector, (Kambuwa & Willis, 2002). Performance management system also guides departmental activities as it informs staff about the vision and mission of the department. It is argued that "the theory is that the instruments associated with performance management enable an organization to attach organizational performance and review systems and methods to strategic performance indicators. In the end, the entire organization becomes focused on the strategic priorities identified at the start of the process" (Minnaar, 2010 p.1). The Performance Management System should work towards making social development a reality for citizens. Social work management informs how effectively the performance management system

works in assisting public officials to realise the department's overall goals as far as social development is concerned. The performance management system is there to assist them in this regard. The involvement of Social Workers "in management and service evaluation puts Social Workers in closer touch with what might be the creative potential of informing and influencing the translation of management information into policy development" (Coulshed & Mullender, 2006, p.4). There is a link between social work management and social work supervision, it is argued that "the supervisor is responsible for providing direction to the supervisee, who applies social work theory, standardized knowledge, skills, competency, and applicable ethical content in the practice setting" (National Association of Social Workers, 2012, n. p.), and this function is similar to that of a social work manager. Supervision is a crucial aspect of any Performance Management System, as it forms part of the central process of monitoring and evaluating supervisees on their performance.

All over the world performance management has become the agenda of many governments and, "this has often resulted in a comprehensive redesign of the traditional legislative framework for conducting public management" (Minnaar, 2010 p.1). In the case of South Africa, the introduction of the ISDM is the evidence of that, and the changes that the performance management system at DSD undertook. The implementers of the social development approach had to make the necessary institutional arrangements. "New Zealand and Australia were two of the first countries to do this. In the US, Government Performance Results prescribed a strategic and performance management framework for the country's federal administration in 1993, and the Canadian government introduced an initiative called Results for Canadians in 1997, also broadly based on strategic and performance management principles" (Minnaar, 2010 p.1). It has been argued that as far as performance management is concerned "government has two main responsibilities, namely to ensure the safety and security of all its subjects (citizens) and to promote their general welfare" (Minnaar, 2010 p.16).

It is through performance indicators that these two aims can be realized. Key Performance Indicators (KPI) "help an organization define and measure progress toward organizational goals" (Minnaar, 2010 p. 68). These are important aspects that feed into the Performance Management System. In the Department of Social Development for instance, one of the Key Performance Indicators (KPI) is to "Locate work in the public sector" This is an important aspect of service delivery which is linked to the department's mission and vision. Performance management system ensures that such indicators are building blocks to achieving the greater goal of any organization.

Public administration is the overall driver of service delivery in the Department of Social Development and its policies enhance it. The performance management system put in place to achieve the objectives of these policies is also enhanced. It is further argued that for the public sector to achieve efficiency in management this involves "that part of public administration where a person who, within the general, political, social, economic, technological and cultural environments, and the specific environment of suppliers, competitors, regulators and consumers, is charged with certain functions, such as policy-making, planning, organizing, leading, control and evaluation" (Fox et al, 1996, p.77 cited in Mmotla, 2000, p.16). This highlights the competencies required of management work. This suggests that DSD has this unique responsibility to use its resources to make sure that there is institutional reform and become more effective in achieving the goals of social development, Public administration as an umbrella management mode compliments this. However the processes of organizational structuring in DSD and those institutional arrangements that were implemented concerning performance management have proven to be ineffective, Dlangamandla (2010) makes the assertion that Social Workers did not fully comprehend the developmental approach to social welfare and this affects the performances of Social Workers and ultimately the realization of the goals of DSD.

Performance management (PM) has become an important administrative mechanism for assessing the efficiency and effectiveness of institutional and individual performance in the public sector, and thus may also be used to improve the delivery of public services" (Ohemeng

and McCall-Thomas, 2013, p.456). In the Department of Social Development public administration policies plays a vital role in guiding and influencing performance. The implementation of a policy is the other crucial aspect that is linked to the way management operates and performance management system utilized. "Implementation is the carrying out of a basic decision, usually incorporated in a statute but which can also take the form of important executive orders or court decisions. Ideally, that decision identifies the problems to the addressed, stipulates the objectives to be pursued, and in a variety of ways 'structures' the implementation process" (Mazmanian & Sabatier, 1983, p20-1cited by Hill & Hupe, 2005, p.7).

This definition clearly outlines what implementation is, and should be understood as a vital process in the public sector and policies have to be implemented to yield success just like the White Paper for Social Welfare of 1997. This is a classical example of a policy that had been implemented and its success is the enabling environment that necessitated the implementation of the social development approach. Collaborative public management is an essential aspect for improved service delivery (Fleishman, 2009). Performance management in any given department needs to accommodate this. The South African public sector and the management strategies currently utilized in the different government agencies including performance management remain challenged by different stakeholders with interest in the provision of services. This is because the services provided are of poor quality. It is observed that "an important part of the strategic management process is assessing performance. Managers, employees, and others need to gauge whether an organization is doing well or poorly with respect to its standards for performance" (Kanter & Summers, 1994, p.220). This points to the need for an effective Performance Management System and the benefits it yields.

As an integral part of performance management, performance based incentives are a fundamental contributor to an effective Performance Management System. According to "an incentive plan, often called payment by results, is a payment system under which monetary rewards vary with measured changes in performance according to predetermined rules" (Belcher & Atchison, 1987,

p.278) cited in von Wittenau, 2001, p.5). These incentives are designed to increase performance and encompass the same agenda of the Performance Management System, as it is the overall guiding document regarding performance. It further argued that "the primary reasons for rewarding and recognising individual differences are the expectation of company to benefit from increased employee motivation and improved job performance" (Rethinking Rewards, 1993) cited in von Wittenau, 2001, p.5). In the Department of Social Development performance incentives are awarded according to the Performance Management and Development System (PMDS), and this intended to improve service delivery. Performance management is encompassed by expectations and that "performance expectations are reinforced by creating a link between the desired performance and the employee's reward. The desired performance is in most cases identified by the line manager. This performance is then 'measured' using the performance appraisal system and this measurement forms the basis on which rewards are granted or withheld (Day, Mang, Richter & Roberts, 2002) cited in Ramsaroop, 2003, p.23). The PMDS follows the process as stated above.

The entrenchment of performance incentives in the public sector was directed at impacting positively on the effectiveness and efficiency of employees in delivering service, in the Department of Social Development (DSD), Others have made submissions that performance based incentives are often likely to work only when the employees are in support of the performance management system (Ramsaroop, 2003) and Lombard (2003) also made the assertion that the performance incentive system was not properly implemented and as a result it had a negative impact on the realization of the goals of social development approach. In the case of DSD, the PMDS policy has been fully entrenched in the organisation and the labour representatives would have had to agree with the provisions of the policy for it to be implemented. In a nutshell it could be argued that the employees accept the policy. According to Parker & Wright (2001), "research has shown that there is a link between compensation and employee commitment. A comprehensive reward strategy which is responsive to labour market fluctuations may lead to improved commitment which in turn could lead to better employee retention and thus decrease turnover, the overall effect of which will be an increase in employee morale" (Ramsaroop, 2003, p.21). This is what an effective Performance Management System

should achieve through performance incentives and this will directly impact positively on service delivery.

CHAPTER 3

METHODOLOGY

3.1 Introduction

This chapter presents the methodology that was used in this study. It explores all the methodological aspects in detail in order to give a precise account of every action taken that informed this study.

3.2 Research design

The study adopted a qualitative approach and it was exploratory in nature. It is argued that "the qualitative research paradigm in its broadest sense refers to research that elicits participant accounts of meaning, experience or perceptions" (De Vos et al, 2005, p.74). The phenomenon under study required in depth qualitative data as opposed to quantified data. Exploratory research is usually based on curiosity or the need to understand a phenomenon (Babbie, 2008). Exploratory research was appropriate because this phenomenon is under researched in the welfare sector. The qualitative approach was appropriate for the study, as it provided the researcher with ample perceptual information from participants. The study utilised a case study design, which "is solely focused on the aim of gaining a better understanding of the individual case. The purpose is not to understand a broad social issue, but merely to describe the case being studied" (De Vos et al, 2005, p. 272). This study was therefore, a case study of the Department of Social Development Johannesburg Metro Region.

3.2.1 Study population

The study population consisted of Social Workers and managers employed in the Department of Social Development, Johannesburg Metro Region. The focus was on those that have been with the Department for more than 5 years. The Department's Metro region employs close to 200 Social Workers. The Social Workers are from the different sections (Foster Care Services, Probation Services, Child Protection Unit, School Intervention, Intake Services, Community Planning and Development and Partnership & Finance). In addition key informants from the

human resources were part of the study. The key informants were chosen to provide insight on the crucial aspects of performance management.

3.2.2. Sampling Procedures

A sample of 15 participants comprising of ten social workers and five managers was selected using purposive sampling. Three Social Workers were from the Foster Care Section, three from Community Planning and Development, two from Probation Section and two from the Child Protection Unit. With respect to the five managers, two were selected from the Foster Care Section, one was from the School Intervention Section, one from Human Resources and one from the Intake Section. . Two key informants from the human resource management section in the Department of Social Development Johannesburg Metro Region were purposively selected. They were selected because of their vast knowledge of the Performance Management System.

3.2.3. Research instrumentation

The study utilised two sets of semi-structured interview schedules to collect data, one was for Social Workers and the other was for managers. The interview schedule for managers was also used for the key informants. The semi structured schedules had open ended questions. The advantage of using open ended questions was that the researcher was able to have in depth interviews with the participants. Participants felt comfortable to express their views to the extent of giving examples to help clarify their inputs.

3.2.4. Data collection

Data were collected using face to face interviews. The interviews were conducted mainly in the offices of the participants and also in the consulting rooms. Most the interviews were conducted by the research assistant. The assistant was trained for this process and a few of the interviews were conducted by the researcher, This was due to the research assistant not being available to conduct all the interviews The researcher had to explain to the participants why he was

conducting the interviews instead of research assistant as detailed in the information sheet. These participants were asked if they were comfortable with the researcher conducting the interviews and all the participants interviewed were comfortable with the researcher conducting the interviews. During interviews a typed "do not disturb interview in progress" sign was put on the door. Each interview took about 20 minutes. The time provided was enough for participants to express themselves thoroughly and adequately. The interviews were tape recorded with the permission of the participants.

3.2.5. Pre-testing of the research tool

Pre testing was done with one manager and one Social Worker who were not part of the study. It was intended that pretest be done with two managers and two Social Workers, however it was difficult to reschedule the appointments as participants were not available and the researcher was lagging behind with data collection. Pre testing is conducted to make sure that the instrument for data collection matches the sampled profile and will serve the necessary purpose of collecting data effectively (Terre Blanche & Durrheim, 2004). Thus the pre-testing was able to assist the researcher to determine whether the instrument was adequate for purposes of collecting data that answered the study objectives. They were no changes made to the instrument. It also allowed for ethical issues to be clarified.

3.2.6. Data Analysis

Data were analysed using thematic content analysis. "Qualitative data analysis is the numerical examination and interpretation of observation, for a purpose of discovering underlying meanings and patterns of relationships", (Babbie, 2008, p. 415). The data collected was transcribed, and this assisted the researcher to identify the different underlying subtopics. Once subtopics were identified they were coded to form the themes. The different themes were then ordered according to the relevant objective of the study that the theme fed into. The sub- themes were identified and they were also fed into the relevant objective of the study. Data analysis involves careful management of the data that is collected and the researcher made sure that the data was orderly,

that all the transcripts were kept safe. The formulation of themes assisted in bringing out meaning and interpreting the data as well as establishing association. For qualitative research this is very important as qualitative research is very conscious of meaning (Terre Blanche, Durrheim, 2004).

3.2.7. Trustworthiness of the study

The study was conducted professionally, the researcher and research assistant maintained ethical integrity. There was no deception. All participants were treated with respect and dignity and they were given an opportunity to decide to participate in the study and to answer questions. The report was subjected to editing to make sure that there are no grammatical mistakes. The results of the study will be made available to participants upon request and this was done to increase the credibility of the study. There were no discomforts or concerns raised by participants during interviews or after interviews about the study. Recording the interviews ensured that the information can be used for future reference or clarification concerning the study and this benefited the researcher during the data analysis. This also increased confirmability as the recording can be used to confirm the responses of the participants. The data collected was very hard to verify as it is subjective perceptions of the participants. The researcher compared the responses of all the participants to establish subtopics and generate themes.

3.3. Ethical consideration

The following ethical considerations were upheld

3.3.1. Avoidance of harm

This is an important ethical consideration. The safety and well being of participates, as they need to be protected for participating in the study. The participants did not raise any concerns regarding their safety in participating in the study. This was an indication that participants

suffered no harm. The researcher also enquired from the participants if they were comfortable before commencing with every interview.

3.3.2 Voluntary participation and informed consent

Participation was voluntary and participants were not deceived nor coerced in any way to participant in study. The participants were asked to sign consent forms as confirmation of their voluntary participation. Participants were also asked to sign consent form for the audio recording of the interview.

3.3.3 Confidentiality

Information provided by the participants was treated as confidential. Only the researcher and the research supervisor had access to the data. The tapes and the transcripts were kept in a locked compartment at the researcher's house during the writing up of the report.

3.3.4 Anonymity

Participants were not identified by the names. The collected data were kept confidential and the employer was not allowed access to the raw data. However the participants were notified that absolute anonymity could not be guaranteed.

3.4. Limitations of the study

3.4.1. The study cannot be generalized beyond the environment in which it was carried out, the Department of Social Development Johannesburg Metro Region.

3.4.2. It is possible that participants could have provided socially desirable answers. The researcher was able to curb this by probing and asking for clarifications.

CHAPTER 4

PRESENTATION AND DISCUSSION OF FINDINGS

4.1. Introduction

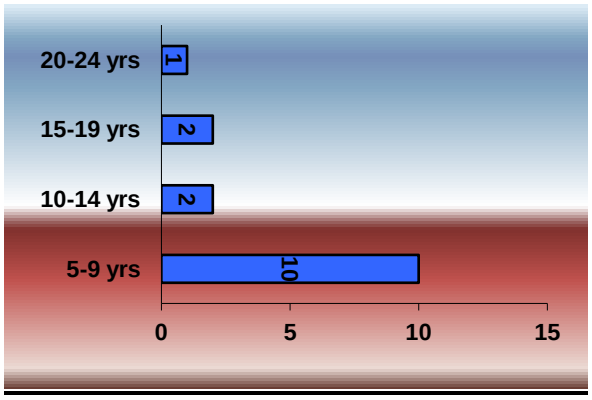
In this chapter, the study findings are presented and discussed according to the objectives of the study. The aim of the study was, **to investigate the perceived impact of the performance management system of the Department of Social Development in enhancing the delivery of social services.**

4.2 Profile of Participants

All the participants were female and African, this is due to the fact that DSD employs largely of African women. The participants had varying levels of work experience as depicted in Figure 1

4.2.1 Participants' Work Experience

Figure 1.



The Figure shows that the overwhelming majority of the participants had between 5-9 years of experience. Those who had more than 5-9 years work experience were the managers

4.3 Social workers and managers' understanding of performance management system in the department of Social Development

The first objective of the study was to determine Social Workers' and managers' understanding of Performance Management System that the Department of Social Development (DSD) is currently utilising to enhance performance and improve service delivery.

The study revealed that some participants understood the Performance Management System as a monitoring and evaluation tool. They mentioned that it is a way of monitoring the employee's performance and then afterwards evaluate as to whether the employee is performing or underperforming. Participant 9 had this to say about the performance management system:

"it's a management tool that is used to monitor and evaluate performance of staff as to ensure achievement of department goals"

Participant 15 also said:

"it's a tool to assist the employee, meaning that it's a development plan, if an employee is lacking to do service delivery, we identify and then give support, like which training can assist the employee"

Participant 14 concurred that:

"it's a tool used by the department to check the effectiveness of an employee. It's not an overnight thing, it starts with contracting"

This is in line with Jayam's, (2012), concept of Performance Management. Jayam argues that performance management is a contributor of organisation performance. That it entails measuring, monitoring and enhancing the performance of staff. It is ever changing and adaptable. It is evident that the aspect of monitoring and evaluating is critical in any performance management system, as this drives process of an effective performance management system.

Thus the understanding that these participants have about this phenomenon is in line with their experience of the Performance Management System. The participants' understanding further highlight that performance management requires continuous support in order for employees to perform.

A few participants understood performance management system as a performance measurement tool, it is about measuring whether employees are performing or not through managing their performance. They also reported that after measuring the employee's performance the supervisor then identifies where the employee needs growth. To this end, participant 8 said that:

"I think its measures that are put to measure the performance of employees and encourage employees to reach the targets"

According to Minnar (2010) "the theory is that the instruments associated with performance management enable an organization to attach organizational performance and review systems and methods to strategic performance indicators. In the end, the entire organization becomes focused on the strategic priorities identified at the start of the process" (Minnaar, 2010, p.1). This was also echoed by participant 4 who noted that:

"my understanding about PMS is about rewarding good performance that is due to the officials and also looking at bad performance and how I can develop a person that is not performing well"

The key informants also concurred that:

"performance management was initially implemented as a management tool used to develop workers and reward those that perform better"

Measurement of performance is crucial as it assists in identifying growth gaps of employees. As an integral part of performance management, performance based incentives are a fundamental contributor to an effective performance management system. According to "an incentive plan, often called payment by results, it is a payment system under which monetary rewards vary with measured changes in performance according to predetermined rules"(Belcher & Atchison, 1987,

p.278) cited in von Wittenau, 2001, p.5). Some participants understood performance management as a tool used to manage employees' performance to achieve the objectives and goals of the department. Participant 11 had this to say about performance management system:

"Okay for me the PMS is a way for the department to translate goals into results, give indication of whether people are productive to meet the objectives of the department"
Participant 10 explained that:

"Management tries to strike a balance between the human resource that is here and the objectives of the department, to make sure that the objectives are met through the human resource"

Key Performance Indicators (KPI) "help an organization define and measure progress toward organizational goals" (Minnaar, 2010, p. 68).These are important aspects that feed into the Performance Management System as they form the vehicle in which the organizational goals are to be achieved. In this regard Participant 10 highlights another crucial aspect of performance management which is human resource. The achievement of organizational goals is problematic in situations where there is shortage of staff.

Participant 13 remarked that:

"I think the whole document should be reviewed, because we don't understand what is expected of us"

This is not suppose to be the case as the performance management system should inform individual performance of all employees. The confusion highlighted above concerning performance management further indicates that there is limited understanding of the performance management system that is utilised in DSD.

All the participants understood the performance management system as some form of tool used to effectively manage the performance of employees. According to Jayam (2012), it is postulated that performance management does not rely on a single tool, but uses a combination of complimentary instruments such as the individual performance appraisal and development plans. However this appears not to be the case in the DSD as all the participants understand performance management system as just a tool. All participants displayed limited knowledge of what performance management is, and their understanding was not standard. The key informants also understood performance management as a tool and their understanding was not standard.

4.4 Perceived impact of the Department of Social Development's performance management system on Social Workers' work output and the managers role in supervision.

The second objective of the study sought to explore the perceived impact of the Department of Social Development's Performance Management System on Social Workers' work output and the managers' role in supervision.

Some participants felt that the performance management system had contributed positively towards their work output. This was attributed to the fact that there was a system in place and it assisted in identifying under performance. Participant 9 observed that the performance management system had positively impacted on work output.

"because in a way it motivates staff, because they get incentives if they have performed well and their areas of development are identified and addressed in terms of in service training and the impacts positively on service delivery"

Participant 15 concurred that:

"It encourages employees to put more effort into their duties, that's the positive of it"

These participants are of the view that even though there are challenges with the system but it has contributed positively towards service delivery.

The majority of the participants observed that the Performance Management System lacked to positively impact service delivery, Participant 13 mentioned that:

"you know what the system we having now, we all don't understand it, so it becomes a problem to identify whether its positive or negative, and our understanding is not the same and that does affect service delivery"

This highlights the fact the system was ambiguous to the extent that some employees could not understand if their performance contributed positively to their work out or not. The participants expressed different reasons why they think the system has no positive impact on work output Participant 11 mentioned that:

"We don't have proper management of performance in the region; it's not developmental as it's supposed to be…"

Participant 5 was more definitive and noted that:

"in my opinion it's not effective, it's not the true reflection of what people are doing"

It is clear that there is a serious disjuncture between what the system is supposed to do or achieve for the department and what it's doing to employees and their work. The transition of the South African welfare system is embedded in the implementation of the White Paper for Social Welfare of 1997. Its mission was "To serve and build a self reliant nation in partnership with all stakeholders through an integrated social welfare system which maximizes its existing potential, and which is equitable sustainable, accessible, people-centred and developmental" (White Paper for Social Welfare, 1997, p.9). This is part of what the performance management at DSD was designed to achieve, however it seems the department is way off mark concerning this. Participant 6 noted that:

"There's no change in the families that we work with, they are dependent on the government because they are not empowered enough to do things themselves"

Some of the participants felt that the Performance Management System was failing because there was a lack of consultation when the system was introduced. The people at operational level were

neglected as a result the top down approach was used when the system was introduced. The involvement of Social Workers "in management and service evaluation puts Social Workers in closer touch with what might be the creative potential of informing and influencing the translation of management information into policy development" (Coulshed & Mullender, 2006, p.4). This process was not followed, and as a result, this resulted in the problems being experienced by the employees at ground level concerning the Performance Management System as it is affecting the department's ability to achieve effective service delivery. Participant 14 reiterates the lack of consultation by noting that:

"When the operational plan is done, there is no consultation; it's a top down approach, because the people on the ground doing the implementation are not involved in this, they are told what to do. So I find it not viable…"

The participants felt that there is a need for people on the ground to be consulted when instituting a policy like the Performance Management System, and they feel that this will benefit the department greatly. Participant 6 noted that the problems experienced were due to the fact that there was no consultation. She said that:

"I think no consultation prior to the development of policies, there's no consultation of workers at operational level but what informs the development of policies is informed by what the workers are experiencing at operational level"

Thus it is crucial to involve people at operational level

Participant 9 said that:

"I feel that even if people attend much training about PMDS, many still don't understand and fail to implement it correctly…"

There is definitely need for an intervention regarding making employees understand this system because it becomes futile for management to expect employees to excel and perform when they

don’t understand the Performance Management System. This may also be a contributing factor as to why the system is not making a positive impact on service delivery.

Some participants felt that lack of understanding is not the problem, but it is how the system is implemented. Participant 1 reiterates this by expressing that:

“I think it’s a good idea on paper but it’s not being implemented properly”

Some of the participants felt that there was not enough budget for training, Participant 15 noted that:

“The challenge is that the trainings that were identified in the previous year of review, you will be told that budget is not available…”

Participant 14 also registered her frustration about lack of funding for training and noted that:

“When you request training at HR they tell you about budget that there’s no budget so it’s crippling and discouraging”.

Most of the participants felt that training was necessary as this would assist employees to better understand what is expected of them. Participant 12 put it aptly:

“we need to be trained and retrained about this system and the support part of it”

Participant 10 added that:

“We need more sessions with the employees explaining what is expected of them in terms of their performance”

Participant 11 mentioned that: *“There’s lack of developmental training for staff where they lack, in terms of areas of development”*

These statements underscore the importance of training to improve the effectiveness of the Performance Management System. The aspect of asserting the developmental part of the Performance Management System is very important, Participants 6 mentioned that the purpose of the system was to:

"Manage development of officials of which is not happening, because there's no proper management of the system in the region"

Supervision is a critical aspect of Performance Management System, as it has a central role to play in performance reviews. So in any Performance Management System the aspect of supervision will always be inherent. It is Toseland, (2007, p.200) who argues that "in social work management, the manager is accountable for practice, representing the agency in ensuring good practice and agency procedures are maintained as well as allocating and monitoring practice" Participant 14 remarked that:

"Yes supervision plays an important part, yes with monitoring it differs from supervisor to supervisor but yes it does strengthen, because its monitoring and evaluation according to me, you monitor the effectiveness, the progress and then evaluate…"

The aspect of monitoring cannot happen without a supervision process in place, and these aspects are very important for any performance management system. Participant 6 had this to say:

"I think there's no supervision in the department and as a result there is lack of support".

This statement depicts dissatisfaction with the supervision offered at DSD and this further signal that lack of support is a contributing factor to the ineffectiveness of the Performance Management System. The support role of supervision is crucial in performance management system. Participant 11 highlights the importance of supervision by saying that:

"The management needs to introduce the worker –supervisor relationship"

This is critical because some participants feel that proper supervision is not practiced at DSD and there is a serious need for it.

4.5 Challenges experienced in implementing the Performance Management System and how these have affected service delivery.

The third objective of the study was to establish the challenges being experienced in implementing the Performance Management System and how these have affected service delivery. The study revealed that the DSD was more concerned with the quantity of work and not the quality as a result participants felt that this compromised work output as they provided poor services. This means the Performance Management System in place does not attribute quality work as performance but rather the quantity and this undermined the participants' ability to effect change in the lives of those they service. Participant 7 said that:

"We are processing people as numbers but there's no change, and our goals and vision and mission is to change people's lives and empower them"

This was also highlighted by participant 6 who observed that:

"There's no change in the families that we work with, they are dependent on the government because they are not empowered enough to do things themselves…"

The participants identified poor implementation of the performance management system as a challenge, which led to impacting the work out of participants negatively.

Another challenge identified by participants was political interference. Participant 6 argued that:

"Political interference also has got influence because most of the time we don't do social work issues, we do politically motivated services, when rendering services to the poor"

This was confirmed by participant 11 who had this to say:

"Right now we are not working according to the norms and standards of social work profession and whatever that we are doing is politically motivated…"

The aspect of political interference undermines the Performance Management System, which is a guide of the services that are to be provided by employees, when politicians dictate what is not part of the guide this undermines the system. Political interference impacts negatively on the effectiveness of the performance management system. In the Department of Social Development for instance, one of the Key Performance Indicators (KPI) is to "Locate work in the public sector" This is an important aspect of service delivery which is linked to the department's mission and vision. Performance Management System ensures that such indicators are building blocks to achieving the greater goal of any organization. The aspect of the performance indicators not translating into the goals of the social development approach is linked with the aspect of quantity over quality, the political interference and it is evident that these indicators become redundant in their purpose which is to guide performance.

Some participants felt that another challenge was that the performance management system was used by some supervisors to punish employees under their span of control by rating them low in their performance reviews. This was the case if the supervisor and the supervisee do not have a good relationship. The low rating affected the respective employees' chance of receiving a performance bonus. For instance participant 5 noted that:

"In most cases this tool there are bonuses attached to it and you end up not knowing what you get is what you deserve and management they tend to use this tool as a punitive tool and they tend to do favours for the preferred officials"

The key informants also concurred with this aspect, key informant 1 remarked that:

"there is a tendency in the region by supervisors to use the PMDS as a tool to punish employs that they don't get along with"

This process of favoritism and manipulating the review process to please other officials and to punish others further undermines the effectiveness of the Performance Management System. As this translates to pseudo performance, where the data reveals that employees are performing yet the service delivery has not improved.

Some participants felt that the Performance Management System at DSD was not aligned to social work principles and as a result this makes it difficult for social workers to be effective in this system. The challenge is that social workers felt alienated by the system which has led to social workers having little confidence in the performance management system. Participant 11 accords that

"management needs to go back and look at what the social work profession is all about and start dealing with their principle…"

This is because the participants felt that in DSD the work done is not reflective of real social work as known in the theory books of the profession, as a result its principles are being ignored and violated. There is a serious need to align the Performance Management System with these principles because that's how the goals of the department are to be achieved. Some participants felt that lack of training concerning the performance management had a crippling ability on the system to impact on service delivery. Participant 12 noted that:

"I think it has to go with education, we need to be trained and retrained about this system…"

4.6 Conclusion

The findings were presented and discussed, in relation to the three objectives of the study. The participants` understanding of the performance management system was determined and the perceived impact of the system was explored in relation to the work output of social workers. However it appears the system has a number of challenges which have compromised its effectiveness.

CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter provides a summary of the findings of the study, conclusion and recommendations. The aim of the study was **To investigate the perceived impact of the Performance Management System of the Department of Social Development in enhancing the delivery of social services**

5.2 Summary of findings

The first objective was**: To determine Social Workers' and managers' understanding of Performance Management System that the Department of Social Development (DSD) is currently utilising to enhance performance and improve service delivery.** The study revealed that most participants understood performance management as a tool, to monitor and evaluate employee performance, and all participants identified the tool as a management tool. Some participants understood performance management system as a measurement tool. All participants were aware of the Performance Management System currently in use at the DSD, but their understanding of performance management was not standard, even for the key informants. The participants accentuated the aspect of measurement when it comes to performance management.

The second objective was: **To explore the perceived impact of the Department of Social Development's Performance Management System on Social Workers' work output and the manager's role in supervision.** The study revealed that **t**he Social Workers felt that the Performance Management System has affected their work output negatively, because they felt the system is ambiguous and that affected their work output. They also felt that the work they are doing does not impact people's lives positively, and this was attributed to the fact that the Performance Management System focuses on quantity over quality of work. This aspect of prioritizing quantity over quality has frustrated Social Workers and social work managers as well. It is clear that because the Performance Management System is ineffective and it is supposed to be a guide that informs performance, It was inevitable that the work output will be affected. This in turn affected service delivery. The aspect of supervision was a crucial issue for

both Social Workers and social work managers, The majority of the participants felt that supervision was important, but its supportive role in the department was suppressed. Participants felt that there is no proper supervision in place at DSD. As a result of this, because supervision has an essential role to play in Performance Management System, lack of supervision in DSD further crippled the effectiveness of the Performance Management System. However there are few participants that expressed that the system impacted positively on their work output as it provided guidance and motivated them to perform.

The third objective was: **To establish the challenges being experienced in implementing the Performance Management System and how these have affected service delivery.** The main challenge identified by the participants was political interference, which was said to be a factor that undermined the effectiveness of the Performance Management System. The other challenge was poor use of the supervision process. It was used as a punitive measure during performance reviews and this crippled the supervision relationship and contributed to poor work output. The other challenge was the DSD emphasizing quantity of work over quality this has resulted in social workers not being able to effect positive change in the lives of those they service which cripples service delivery. This has also made it difficult for Social Workers to utilize the Performance Management System effectively. A majority of participants felt that the Performance Management System was not properly implemented. The lack of consultation when the system was designed, finalized and introduced has been identified as a contributing factor that is causing the system to be ineffective. The ineffectiveness of the Performance Management System has affected service delivery greatly, The system was meant to improve service delivery but the result of that is yet to be seen.

5.3. Conclusion

The findings suggest that the Performance Management System currently utilized in the DSD, is not effective and this is because of many aspects and challenges that have been inherent in the implementation of the system. The system is not clear and should be subjected to review. A robust information session concerning performance management needs to take place, to assist all employees to have a standard understanding of performance management system. The DSD needs to commit itself fully to establishing proper supervision at the department. The challenges

identified in the study need to be carefully considered and addressed fully if the system is to be effective.

5.4 Recommendations

There is a need for information sharing, through training and workshops about the Performance Management System.

The DSD needs to establish measures of ensuring that proper supervision takes place.

The Performance Management System needs to go through a thorough process of review and a manual should be developed with inputs from employees at the ground level. All this should be done with the view of aligning this system with the goals of the social development approach and the social work principles.

Quality of work needs to be prioritized over quantity.

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Appendices

Appendix A: Informed consent form

Appendix B: Interview schedule for Social Workers

Appendix C: Interview schedule for social work managers

Appendix D: Permission from the Gauteng Department of Social Development JHB Metro Region

Appendix E: Ethics clearance

CONSENT FORM

Research topic: The perceived impact of performance management systems utilised in the Department of Social Development in enhancing social development: A case study of the Johannesburg Metro Region.

I ……. consent to participate in the above mentioned study, I understand that my participation is voluntary and that I can withdraw from the study at any point. I am aware that the information I share will be kept confidential and anonymous. However, I understand that total anonymity may not be guaranteed.

I…….consent to the interview tape recording.

In the event of a participant disagreeing to consent to the tape recording of the interview, the interview will be recorded on a note pad and the time implication will be explained.

…….

Signature of participant

…….

Signature of researcher

Interview Schedule for Social Workers

1. How long have you been with the department?

2. Which section do you currently work in?

3. What is your understanding of performance management system in relation to your duties?

4. What do you think is the purpose of having a performance management system in the Department of Social Development Johannesburg Metro Region?

5. In your opinion what has been the positive and negative impact of PMS?

6. What weaknesses can you think of regarding the PMS?

7. What do you think can be done to enhance the positive impact of PMS?

8. Do you think the achievement of performance indicators translates to the achievement of the goals of the social development approach to welfare in South Africa? If yes what has been the effect?

9. What major challenges do you think are facing the department as far as PMS is concerned?

10. What do you think can be done to deal with those challenges?

Interview Schedule for Managers

1. How long have you been with the department

2. Which section do you currently work in?

3. Briefly describe your duties in the position you currently hold?

4. What is your understanding of performance management system in relation to your duties?

5. What do you think is the purpose of having a performance management system in the Department of Social Development Johannesburg Metro Region?

6. In your opinion what has been the positive or negative impact of PMS? On output and service delivery

7. What weaknesses can you think of regarding the PMS?

8. What do you think can be done to enhance the positive impact of PMS?

9. Do you think the achievement of performance indicators translates to the achievement of the goals of the social development approach to welfare in South Africa? If yes what has been the effect?

10. What role does supervision play in strengthening the PMS

11. What major challenges do you think are facing the department as far as PMS is concerned?

12. What do you think can be done to deal with those challenges?